

The Key to Safer Municipalities

Toolkit produced by the Fondation Docteur Philippe-Pinel



www.pinel.qc.ca/fondation



Joining forces to prevent violence and crime in our communities

With the financial support of

Canada 

Québec 

With the technical assistance of



International Centre
for the Prevention of Crime

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We would especially like to thank the many people who participated in the validation of the toolkit throughout its development. Your comments and suggestions have helped to inform and shape the content considerably.

This project was funded by the National Crime Prevention Strategy of Canada, in collaboration with the Ministry of Public Safety, Quebec. The views expressed in this document do not necessarily represent the official view of the Canadian Government or the Ministry of Public Safety, Quebec.

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ISBN 2-9-9809750-0-7

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Why focus on municipal safety?

It is the role of municipalities throughout Canada to provide good quality basic and essential services that contribute to the well-being of their citizens. Their aim is to create an environment that will foster the social and economic development of the community. Given that context, the quality of life within a municipality depends to a large extent on the possibility that individuals and their families will be safe, that they will feel safe while using public spaces and equipment, and that conflicts can be resolved peacefully. Citizens have clear expectations in this regard. They hope that their municipal government will do all it can to ensure a safe living environment.

Traditionally, the police and the criminal justice system have been responsible for ensuring public safety and preventing crime. They continue to have a key role to play and specific responsibilities to carry out, however, crime and violence take many forms and have many causes. Insecurity impacts many aspects of people's daily lives. So crime, violence and insecurity call for a well-designed strategic response that draws on a variety of skills and resources. Experience shows that viable results will be achieved only if all the dynamic forces within a community are mobilized and work together to create safer communities.

Public safety is everyone's concern. All institutions, organizations, community groups and citizens need to contribute to the development of a safe and cohesive living environment. The elected members of a city government have a key role to play in this process, particularly in fostering joint action and coordination. The contribution of the various municipal services is equally essential to making communities safer.

This toolkit, *The Key to Safer Municipalities*, is intended first and foremost for the elected members of city governments, as well as municipal managers. Its purpose is to provide support to mayors, city councillors, and the managers of municipal services in their efforts to provide a safe and peaceful environment within their jurisdiction.

Through the use of this toolkit, municipalities are more likely to:

- ✓ mobilize their partners and identify the role that each can and must play;
- ✓ develop a better understanding of the nature and causes of the crime and insecurity they face;
- ✓ develop policy relative to public safety and define their needs;
- ✓ make more enlightened decisions as to what actions should be undertaken, and measure their impact;
- ✓ demonstrate their leadership and make full use of municipal services; and
- ✓ make public safety a collective endeavour focusing on the participation of their citizens.

ABOUT THIS TOOLKIT

The Key to Safer Municipalities is a practical tool that has been developed to foster and support a concrete and ongoing commitment on the part of municipalities in the area of public safety. It draws on the expertise developed in the area of crime prevention over the past twenty years in Canada and in other countries. It highlights the growing recognition by the various levels of government of the importance of local action in the area of public safety and crime prevention.

The toolkit specifically highlights the expertise that has been achieved by municipalities and their partners in the development and implementation of targeted strategies and measures to reduce and prevent crime, violence, and insecurity. A number of examples are provided to illustrate the diversity and potential of various initiatives undertaken by municipalities.

See over ➤

The toolkit is made up of a series of thematic **Fact Sheets** that are easy to review and reproduce. These *Facts Sheets* are grouped together into four sections:

Why promote action at the municipal level?

Section 1 describes the problem of crime in Canada, the benefits of a preventive approach, and the advantages that can be gained by municipalities who engage in joint action to achieve public safety.

How to do it?

Section 2 identifies the main steps of a successful process which spans from the mobilization of partners to the implementation of a crime prevention strategy, including a *Community Safety Diagnosis*.

What are the forces upon which municipalities can draw?

Section 3 focuses on the role of the mayor and city councillors, as well as on the contribution of all municipal services to this joint process.

What actions should be undertaken?

Section 4 provides examples of various initiatives undertaken at the municipal level in order to reduce and prevent insecurity, violence against persons, and property crimes.

Each *Fact Sheet* contains:

- ✓ a definition of the issues or the problem;
- ✓ relevant information relating to the process or measures set in place by a municipality;
- ✓ examples of initiatives that have been completed or are currently under way within specific municipalities, and excerpts from relevant documents;
- ✓ useful references and Internet links for those who want to know more; and
- ✓ a summary of the information outlined in the *Fact Sheet*.

A glossary, a list of useful references and a thematic index complement the toolkit.

The contents of the toolkit have been reproduced on a **CD-ROM** which includes both the French and the English versions. One of the advantages of using the CD-ROM is that it provides direct Internet links to the various publications that have been cited as references in each of the *Fact Sheets*.

The toolkit also includes copies of **To your Toolkits**, a summary outline of its contents, including a simple diagram of the suggested process for municipal governments to follow.

Users of the toolkit – be they a mayor, a councillor, the head of a municipal service or a programme manager – may choose to adopt the toolkit as a whole or to limit themselves to one or several sections which may seem more relevant or useful. It is desirable that the toolkit be made available as widely as possible within municipal governments and to the various local partners.

The aim of this toolkit is to foster municipal action with a view to making communities safer and more cohesive. Each municipality needs to adapt the process to its particular circumstances, and taking into account its specific concerns. An increase in the number of joint-action experiments concerned with public safety and prevention will allow Canadian municipalities to strengthen and develop their capacity to develop original solutions to the problems of crime and insecurity which they experience on a daily basis. And that will be of benefit to all citizens.

The Key for Safer Municipalities was produced by the Fondation Docteur Philippe-Pinel whose mission is to foster initiatives intended to prevent and more accurately pinpoint the problems associated with violence. It was produced with the financial support of Canada's National Centre for the Prevention of Crime and with technical assistance provided by the International Centre for the Prevention of Crime (ICPC).

Enjoy your reading!

Why take action ?

1.1 Overview **1.2** Crime trends **1.3** Crime trends in municipalities

1.4 Public concerns about crime **1.5** Costs of crime and the limits of the Criminal Justice System **1.6** Towards an integrated approach to safety and prevention

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The Key for Safer Municipalities

Safety and Prevention: A Strategic Issue for Municipalities

Overview

Crime and insecurity present some of the most important challenges for municipalities across Canada. They affect the quality of life of our communities, the attractiveness and economic competitiveness of towns and cities, as well as the sense of social cohesion and community spirit in neighbourhoods. Municipalities can meet these challenges if they work in active partnership with the community.

Before taking action, it is essential to develop a good understanding of the nature and causes of crime and insecurity, both globally as well as locally. It is equally valuable to take stock of the costs of crime, and the views and expectations of the public on the benefits of developing an integrated, partnership approach to crime and community safety, rather than relying solely on the police, courts and correctional system. Above all, it is important to recognize the key role which municipalities and their elected officials can play in this process, and the economic and social benefits which an integrated partnership initiative will bring.

Section 1 of the toolkit outlines the arguments for such strategic municipal action, which is grounded in a good analysis of the causes of crime and insecurity in the municipality, and developed through mobilizing the expertise of the police, other municipal services, public institutions, the private sector, community groups and local citizens.

The section provides information on the following:

- The evolution of crime trends over the past forty years in Canada and other countries
- Rates of reported crime and victimization
- The crime situation in Canadian municipalities
- Fear of crime reported in public surveys
- The costs of crime for municipalities and society as a whole.

The section also sets out:

- The elements of an integrated approach to crime prevention and community safety
- Environmental, social, and other factors which increase the risks of crime
- The benefits of investing in prevention strategies and programmes
- The social and economic advantages for the municipality, its partners and citizens, of strategic action on community safety and prevention.

Finally, the section outlines:

- The widespread recognition of the importance of local crime prevention action
- The key role of municipalities and elected officials
- The ideal conditions for success
- Support for local municipal action offered by Federal and provincial governments.

Safety and Prevention: A Strategic Issue for Municipalities

Crime Trends

What are the characteristics of crime in Canada?

- ✓ Today, crime levels are between two to four times higher than they were at the beginning of the 1960's.
- ✓ A large number of crimes are never reported to the police.
- ✓ Canada has one of the highest rates among industrialized countries of certain types of property crime.

In Canada in 2003, 2.57 million Criminal Code violations (excluding traffic offences) were recorded and reported by the police. These were made up of the following types of offences:

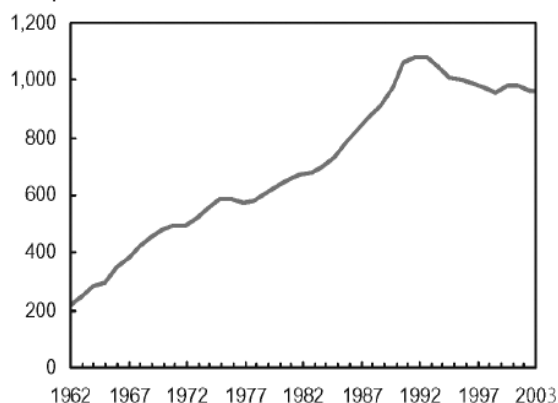
- Violent crimes 12%
- Property crimes 51%
- Other offences 37%
(mischief, disturbing the peace etc.)

Canada, like many other industrialized countries, experienced large increases in police-reported crime from the 1960s until the 1990's. Since the early 1990's, however, rates of reported crime have steadily decreased, with the exception of a slight increase in 2003 resulting from an increase in cases of fraud. (This long decline in crime rates has also occurred in the USA). Nevertheless, the level of crime is still between two and four times higher than it was at the beginning of the 1960's, depending on the type of crime. These changes can be seen in the table below showing the increase from 1962 to a peak in 1991, and subsequent decline to 2003:

The graph below shows the trend in violent crimes over the same period:

Crimes of violence, Canada, 1962-2003

Rate per 100 000 in habitants



Source : Canadian Centre for Justice Statistics.

See over ➤

Changes in the crime rate in Canada 1962-2003
(Rate per 100,000 inhabitants)

Year Type of crime	1962	1980	1991	2003
Violence	221	636	1,059	963
Property	1,891	5,444	6,160	4,121
Other	659	2,263	3,122	3,048
Total	2,771	8,343	10,342	8,132

A large number of crimes are never reported to the police. According to the 1999 Victimization Survey undertaken by Statistics Canada, only 37% of crimes were reported to the police. This was based on a survey of 25,000 people across Canada who were asked if they had been the victim of a crime in the previous twelve months, and whether or not they reported the incidents.

Among the crimes least often reported were:

- Sexual assault (78% not reported)
- Theft of household goods (67%)
- Vandalism (64%)
- Theft of personal property (63%)
- Assault (61%)

This victimization survey showed that one Canadian in four over the age of 15 had been a victim of crime in the previous year, and that half of those events had been offences against the person.

Some of the overall findings of the survey suggest that:

- The risk of being the victim of sexual assault is much higher for women than for men
- The 15 to 24 year age group runs a very high risk of victimization
- Risk is greater for those who go out more frequently in the evenings
- Rates of victimization are higher in urban than in rural areas
- Rates of victimization are higher for tenants than for home owners.

International comparisons show that crime rates in Canada and the USA have been higher than those in European countries. The graph below, produced by the International Centre for the Prevention of Crime

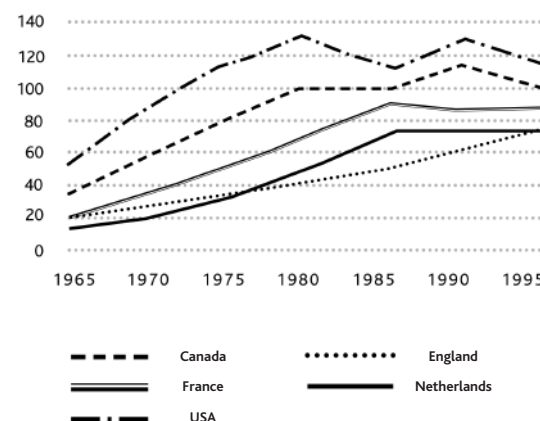
(ICPC), compares rates of residential burglary in five countries between 1965 and 1995.

Between the 1960's and the early 1990's, many industrialized countries saw large increases in recorded crime. Even given more recent declines, levels are still 2 to 3 times higher than before.

In most industrialized countries, rates of crime levelled off in the 1990's, although increases continued until the end of the 1990's in countries such as England and Wales.

Trends in youth crime and in violent crime are harder to estimate since so few offenders are identified. Experts tend to agree that there has been an increase in both the reporting, and the prosecution of young people for violent offences. In the USA, rates of violent crime among youth were 60% higher in 1996 than they were in 1987, but that rate has fallen markedly since then. Generally, there has been a modest but real increase in violent crime by young people in a number of countries. Part of this is due to changes in the way people have reacted to violence, and the tendency to report violent incidents to the police much more often than in the past.

Crime trends in selected countries based on rates of residential burglary for years 1965-1995



For more information:

- *Crime Statistics in Canada, 2003*
Canadian Centre for Justice Statistics www.statcan.ca
- *Criminal Victimization in Canada, 1999*
Canadian Centre for Justice Statistics www.statcan.ca
- *Crime Prevention Digest II: Comparative Analysis of Successful Community Safety, 1999*
International Centre for the Prevention of Crime www.crime-prevention-intl.org

Safety and Prevention: A Strategic Issue for Municipalities

Crime trends in municipalities

How have crime trends affected large Canadian cities?

- ✓ *Crime rates have fallen generally over the past 9 years.*
- ✓ *Crime rates vary considerably between cities.*
- ✓ *City size does not explain crime differences between cities.*
- ✓ *It is important to understand the situation of each municipality.*

Crime and insecurity are often associated with city centres and urban development. This tends to ignore the fact that crime can be found in all areas of life, and in rural and suburban areas. However, it is obvious that municipalities are confronted with many crime problems. The previous file highlighted the relatively large increase in reported crimes across Canada and other industrialized countries between the 1960s and 1990s. Looking at crime trends in the past few years in Canada, how have municipalities been affected?

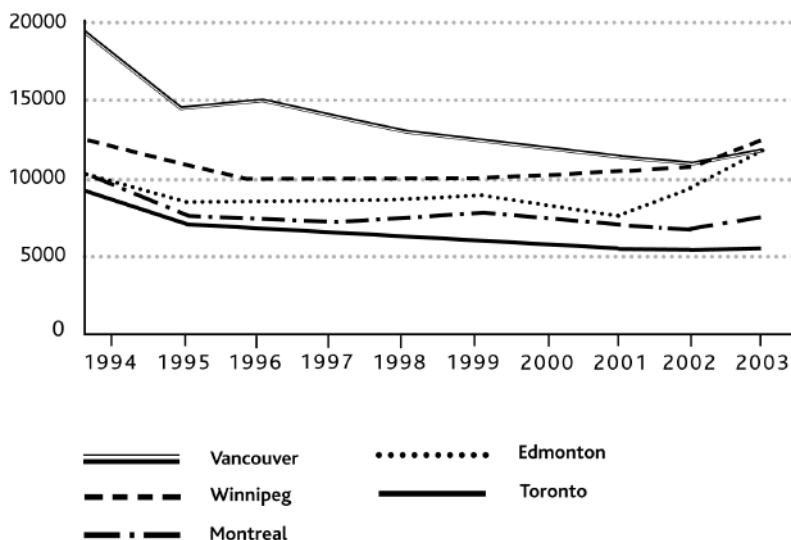
As the following graph shows, the overall crime rate as reported by the police declined in the period 1994 and 2002 in each of the five largest metropolitan cities (over 500,000 inhabitants), with a slight increase in 2003.

These declines are remarkable. In 2003, the overall crime rate per 100,000 inhabitants varied from 11,864 Criminal Code infractions in Winnipeg to 5,304 in Toronto. The rate of violence offences ranged from 1,242 in Winnipeg to 775 in Toronto, while property offences ranged from 7,310 in Vancouver to 2,946 in Toronto.

It is interesting to note that the order of the cities, Vancouver, Winnipeg, Edmonton, Montreal and Toronto, is generally similar, showing that the crime rate is not a function of the size of the city. In addition, there is nothing to indicate that these declines are related to police methods of organization and operation.

See over ➤

Trends in Crime Rates for Five Canadian Cities (1994-2003)



In smaller metropolitan cities (between 100,000-200,000 inhabitants) similar significant variations can be found across Canada. The overall rate of crime per 100,000 inhabitants in 2003 in seven cities is shown below:

➤ Regina :	15,143
➤ Victoria :	10,588
➤ Halifax :	9,324
➤ Windsor :	7,292
➤ Sherbrooke :	6,646
➤ Kitchener :	5,887
➤ Trois-Rivières :	5,310

So the rate of crime is not a function of the size of a metropolitan area or city. It reflects a number of factors such as the population characteristics (ages and family structures, levels of youth unemployment or school drop-out etc.) the quality of the urban environment (public transport, infrastructure, poor neighbourhoods, the concentration of public housing, etc.) or factors which affect the opportunities for crime (e.g. types of buildings and their design, levels of street lighting, etc.).

This is why it is important to undertake a careful analysis of the crime problems and factors affecting crime and insecurity in the municipality, and to develop an action plan which is tailored to local needs.

■ For more information:

- *Crime Statistics in Canada, 2003*
Canadian Centre for Justice Statistics www.statcan.ca
- *Crime Prevention Digest II, 1999*
International Centre for the Prevention of Crime www.crime-prevention-intl.org

Safety and Prevention: A Strategic Issue for Municipalities

Public concern about crime

How important is safety to Canadians, and what are their views on insecurity and prevention?

- ✓ *Canadians place a very high value on community safety and security.*
- ✓ *Women experience a greater sense of insecurity than men.*
- ✓ *Prevention is seen as a viable solution.*

According to a survey of 3,000 Canadians, 88% placed being able to live in a safe and secure environment among the nine most important issues in the country. For Canadians, a sense of security is one of the most important aspects of their lives.

Crime is also a preoccupation shared by elected municipal officials in Canada and elsewhere. An international survey of 135 mayors, representing all continents, and carried out by the United Nations Development Programme (UNDP), found that crime and violence ranked as the 4th 'most severe' problem facing the world's cities.

People's sense of insecurity is based in part on their perceptions about crime. These perceptions, whether or not they reflect actual crime levels, are influenced by many factors. They depend, among other things, on the type and quality of sources of information about crime, on their own personal experiences of being victimized, and their sense of insecurity and social or physical vulnerability.

In spite of the decline in levels of crime in Canada over the past ten or more years, a majority of Canadians (54%) in 1999 thought that the level of crime in their neighbourhood had remained the same over the previous five years. At the same time, 60% of Canadians thought that crime levels were higher in other regions of the country than in their neighbourhood.

In terms of a sense of personal safety, there are some important differences between women and men. Women tend to have a greater sense of insecurity than men:

- Nearly 2 out of 3 women feel unsafe waiting or travelling alone on public transport at night. Only 29% of men share the same concern.
- 29% of women say they feel unsafe alone at home in the evening or at night, compared with 12% of men.
- Nearly 1 in 5 women feel unsafe walking alone in their neighbourhood at night, compared with 6% of men.

So a wide range of factors have a direct impact on feelings of insecurity:

- The lack of a sense of community and social cohesion in residential areas (e.g. because of serious social problems, the presence of drug users or prostitution)
- The condition of buildings and the local environment (e.g. old and dilapidated housing or buildings in poor repair)
- The location of residential areas (e.g. in isolated or industrial sectors)
- Incivilities – the presence of graffiti, broken windows, poor street maintenance
- The media – sensational reporting of local crime
- Poor lighting and design of public spaces
- The lack of good public transport
- Violence against women in the home and outside

See over ➤

Fear of crime and a sense of insecurity have negative repercussions on social life in general and on the quality of life in the municipality. Normal everyday activities such as going to and from work, spending time in public places, or going out to community activities at night are all affected. Some people may even choose to move from one area to another. Overall, feelings of insecurity are increased among those who are or feel physically or socially more vulnerable than others, such as the elderly, women, people on their own etc.

Canadians deal with insecurity in a number of different ways, depending on the individual:

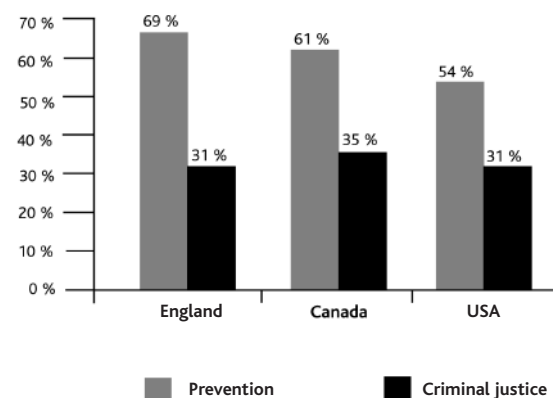
- 57% lock the doors of their cars when they are alone in their car.
- 42% choose their route on the basis of their sense of security.
- 27% say they have changed their plans or avoid certain places.
- 21% have installed security systems.

Anxiety about crime can be as corrosive in its effects as the actual harm and loss inflicted on victims by offenders.

*Anxiety about crime:
findings from the 1994 British Crime Survey*

The public are also generally dissatisfied with current criminal justice approaches to dealing with insecurity. A survey conducted in 1992 for the Quebec Ministry of Public Security found that 2 out of 3 people think current criminal justice policies are ineffective in improving public safety, and over 50% thought prevention a better approach.

Public Support for Prevention or Criminal Justice Measures to Reduce Crime



Surveys conducted in Canada, England and the United States similarly show that the public are more likely to support crime prevention than traditional criminal justice approaches, as the graph shows.

These findings are even more significant given that the same surveys also found that the public tend to *over-estimate* the level of crime in their country, especially violent crime.

In Canada, 61% of the public supported the expenditure of government resources on *preventive* measures to reduce crime, while 35% felt that any additional resources should be spent on the police, courts or correctional systems. These views were even more prevalent in the USA.

In a more recent survey commissioned by the *National Crime Prevention Council*, 73% of Canadians placed more emphasis on prevention than criminal justice measures, while as many as 80% thought giving children a better start in life is the most appropriate way to prevent criminal activity over the long term.

For more information:

- *Crime Prevention Digest II*, 1999
International Centre for the Prevention of Crime www.crime-prevention-intl.org
- *Criminal Victimization in Canada*, 1999
Canadian Centre for Justice Statistics www.statcan.ca
- *Anxiety about crime: findings from the 1994 British Crime Survey*
Home Office Research Study 147, London, HMSO

Safety and Prevention: A Strategic Issue for Municipalities

Costs of Crime and the Limits of the Criminal Justice System

What are the costs associated with crime in Canada?

- ✓ *Crime costs Canadians over 40 billion dollars each year, and Canada is one of the countries with the highest per capita costs.*
- ✓ *Victims of crime, municipalities, businesses, and the public generally assume a very large proportion of these costs.*
- ✓ *Increasing expenditure on the police, courts and prisons has not resulted in a corresponding decrease in crime.*

Crime results in huge costs for Canadian society, including victims and municipalities. In the past few years a number of studies have tried to estimate the actual costs of crime.

The Canadian National Crime Prevention Council estimated the annual costs of crime in 1996 as around \$46 billion:

➤ Police-Courts-Prisons:	9.7 billion
➤ Private Security:	7.0 billion
➤ Costs to Victims:	18.0 billion
➤ Urban Degradation:	5.5 billion
➤ Material Loss:	5.0 billion
➤ Medical Care:	0.5 billion

Considering the criminal justice system alone (police, courts and prisons), around 60% of the total costs are spent on the police, 15% on courts and 25% on prisons. Among other expenses, it is estimated that the annual cost of incarcerating an adult in Canada ranges from \$40,000 to \$60,000 a year, and for a young offender around \$100,000.

One study has estimated the annual costs of violence against women in Canada as around \$4.2 million, of which 55% goes to social services and education, 21% to the justice system, 14% to staffing, and 9% to medical and health services.

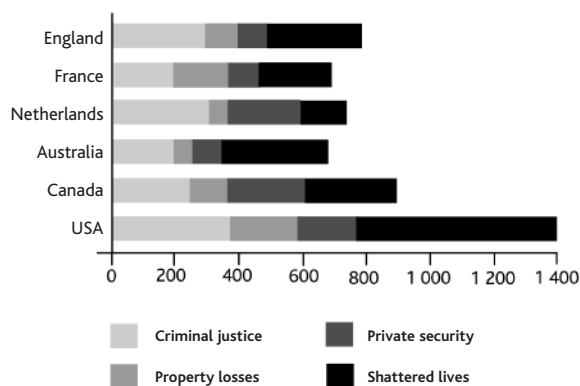
For municipalities, the municipal police service represents a major expense. In the Province of Quebec, for example, municipal policing in 2000 cost more than \$925 million. This represented an average of 13.4% of all municipal expenditures, or around \$154 per inhabitant. Another substantial cost for municipalities arises from damages to buildings and equipment resulting from burglary, theft and vandalism.

The general public must assume the other direct costs of crime. The Insurance Board of Canada estimates that theft of motor vehicles and equipment costs consumers \$600 million a year in insurance premiums. Businesses are also affected. A 2002 survey in Quebec found that retailers had experienced losses of \$635 million in the course of the previous year. Nearly 60% of these losses were attributed to shoplifting, around \$1 million a day.

See over ➤

From an international perspective, while it is difficult to compare the costs of crime between countries, the graph below shows that Canada has the second highest costs of crime per capita after the United States.

Per capita costs of crime



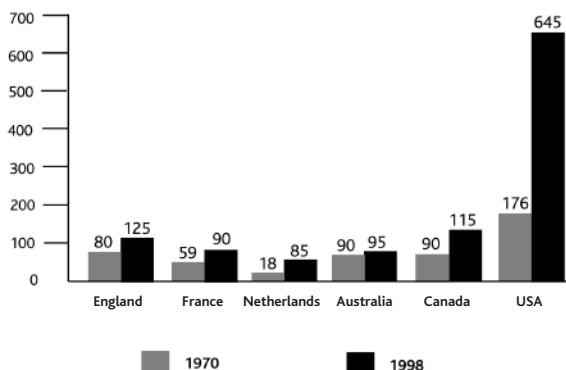
Relying primarily on the criminal justice system - the police, courts, prisons - to prevent and reduce crime over the past decades has had disappointing results. Despite a considerable increase in the resources allocated to the criminal justice system, and apart from the recent declines, crime has not decreased proportionately over the past 25 years.

So despite the fact that crime has generally declined over the past 10 years, the costs associated with the traditional reactive criminal justice approach have not.

The criminal justice system represents 3% of total governmental expenditures in Canada. Efforts to reduce government spending on the justice system in the 1990s have only resulted in a 3.7% reduction, compared with a 5.9% reduction in overall government expenditure. Making adjustments to

take account of inflation and population increases, overall expenditure on the criminal justice system in 1997-8 was only 8% lower than that in 1992-93. For the police alone, the reduction was 8%, for court costs 4%, for legal aid 34%, and for correctional expenditure 3%.

Incarceration rates per 100,000 pop. 1970 & 1998



Moreover, rates of incarceration have also exploded globally in the period between 1970 and 1998 as indicated in the adjacent graph. Canada has one of the highest incarceration rates in the Western world.

In addition, in the same period, the numbers of private and public security personnel have increased considerably, while offence-clear-up rates have declined.

In sum, the criminal justice system alone cannot respond to the security needs of citizens, even by demanding greater and greater investment and resources. And, as with the United States, increasing resort to imprisonment does not prevent crime or victimization, nor does it help in the development of lasting solutions and strong, engaged communities.

Because crime is caused by a range of factors, it will be impossible for any one agency (like the police) to make a major difference on its own.

A Manual for Community-Based Crime Prevention: Making South Africa Safe (2000).

For more information:

- *Crime Prevention Digest II*, 1999
International Centre for the Prevention of Crime www.crime-prevention-intl.org
- *Money Well Spent : Investing in Preventing Crime*, 1996
National Crime Prevention Council, Canada www.prevention.gc.ca
- *Found Investment : Preventing Crime and Victimization*, 1996
National Crime Prevention Council, Canada www.prevention.gc.ca
- *Data on the administration of municipal police services, 2000*
Ministry of Public Security, Quebec www.msp.gouv.qc.ca

Safety and Prevention: A Strategic Issue for Municipalities

Towards an integrated approach to safety and prevention

What can the municipality do?

- ✓ *Develop a broad vision of safety and security.*
- ✓ *Put in place environmental, social and community measures.*
- ✓ *Implement a concerted action plan with all partners and citizens.*

More and more municipalities across Canada are recognizing the importance of developing an integrated strategy on community safety and crime prevention. This approach covers a range of measures, and involves mobilizing a partnership of institutional and civil society actors under municipal leadership.

The traditional public security responsibilities of the police, fire services and emergency measures, need to take on an additional dimension. This requires bringing together and coordinating the work of social and economic partners as well as citizens to improve and create a safer and more secure environment. It is not necessary to reinvent the wheel, but to help achieve improved security by working together collectively in the community.

Such a strategy can include the development of better community policing, improved environmental security, supporting young people, and better public health, family policies and civic participation. It enables the local authority to take account of all aspects of security in planning the social and economic development of the municipality and urban up-grading. It can be inspired by the experiences of many municipalities across Canada and in other countries.

An integrated approach to security and community safety generates a better understanding of the causes and risk factors which generate crime and victimization, and cause insecurity. It includes the following kinds of measures:

- Reducing the **opportunities** for crime and increasing the risks for an offender – by improving street lighting, installing better security systems, or changing the environment by redesigning housing and walkways. This is often referred to as **situational crime prevention**.
- Developing programmes which are targeted to help the groups most at risk, and to improve living conditions in disadvantaged areas. This can include approaches which help young families and children most at risk of becoming involved in crime, or being victims themselves - such as young teen mothers - by giving them support in bringing up their children. This often includes strategies to counteract poverty and the exclusion of marginalized groups. This is sometimes referred to as **crime prevention through social development**.
- Improving the quality of life in neighbourhoods and local communities. This can include projects which increase local participation, involvement and social interaction, or develop mechanisms for dealing with local conflicts in non-violent ways. It can include working to improve the well-being of people and promote pro-social behaviour so that, for example, they are more tolerant of others, or have a sense of belonging to their neighbourhood or school. This may include social and educational crime prevention approaches, and is a form of **community crime prevention**.

See over ➤

A municipal strategy should integrate all these different types of approaches to crime prevention.

So, **effective crime prevention** combines a *determination* to attack the root causes of crime and insecurity, by *mobilizing key partners* to take action to combat them. Crime prevention aims to reduce the number of victims and offenders, which in turn contributes to reducing levels of insecurity in local neighbourhoods and communities. Prevention is an *inclusive* process that helps to demonstrate how all branches of the public service have an important role in fostering safety, and encourages their participation and that of community groups and citizens. It helps to foster civic vitality at the heart of the municipality.

Over the years, a number of studies have identified the *risk factors* associated with crime and delinquency. Some of them relate to the physical environment, and to problems which are found in many municipalities and neighbourhoods. They contribute to crime and to a sense of insecurity. For example:

- Urban decay and deterioration
- Problems of prostitution or drugs in residential areas
- The presence of poorly kept or uninhabited areas next to residential areas
- A lack of lighting
- Public spaces or facilities which do not take safety concerns into account
- Graffiti and the deterioration of urban buildings
- The absence of or poor public transport

Other risk factors are linked to the social environment and people's living conditions. It is often the accumulation of these factors which help generate delinquency and violence. They include:

- ineffective or inconsistent parental supervision
- family conflicts and violence in the home
- precarious income and poor diet
- school violence and drop-out
- social and economic exclusion
- poor or inadequate housing
- a culture of violence, guns, drugs
- sex role stereotyping and gender inequalities

The success of an integrated approach to crime prevention and community safety also depends on the *process* used to implement it. This involves making strategic choices, setting objectives and developing appropriate plans of action. To meet these objectives, individuals and groups must be willing to work through a number of stages of the crime prevention process. These are covered in Section 2 of the Toolkit.

The main stages are summarized below:

- Developing a political vision and the commitment of elected officials and municipal administrators
- Mobilizing local institutions, community groups and citizens
- Making a precise diagnosis of the problems of crime, violence and insecurity in the municipality
- Developing a targeted action plan, sharing resources and expertise, and coordinating the initiative
- Monitoring and evaluating the process and the outcomes.

■ For more information:

- *The Role of Local Government in Community Safety*, 2001
International Centre for the Prevention of Crime www.crime-prevention-intl.org
- *Primer on Municipal Crime Prevention*, 2000
Federation of Canadian Municipalities www.fcm.ca
- *Sécurité dans les milieux de vie: guide à l'intention des municipalités du Québec*, 1999
Comité intersectoriel sur la sécurité dans les milieux de vie www.msp.gouv.qc.ca

Safety and Prevention: A Strategic Issue for Municipalities

Crime Prevention: An Investment

What are the benefits for the municipality of investing in crime prevention?

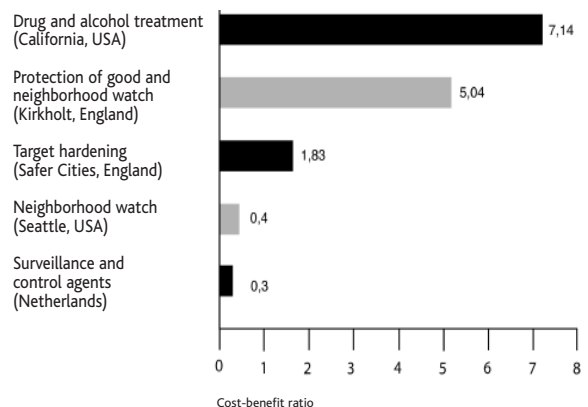
- ✓ *Studies show that prevention is an investment.*
- ✓ *A return on investment for each dollar spent on crime prevention.*
- ✓ *All types of crime prevention can result in positive outcomes.*

Putting in place an integrated municipal crime prevention strategy requires local authorities, their partner institutions, and the community to make strategic choices. Is it worth investing in situational preventive measures, or setting up social development programmes or supporting community development? Is it a good way to spend taxes?

The answers to these very legitimate questions come from an increasing number of important studies conducted in different countries which have evaluated the outcome of prevention programmes. Some examples are shown in the graphs below. Using a variety of methods of calculation and analysis, researchers have measured the return on the investment for each dollar spent on a prevention programme. These are crime prevention programmes that target the risk factors associated with crime described in the previous fact sheet.

The first set of examples deal with situational prevention measures, reducing the opportunities for crime, factors which facilitate crime (such as drugs or the availability of guns), and increasing neighbourhood solidarity.

Economic Benefits of Programmes to Reduce Opportunities and Facilitators of Crime

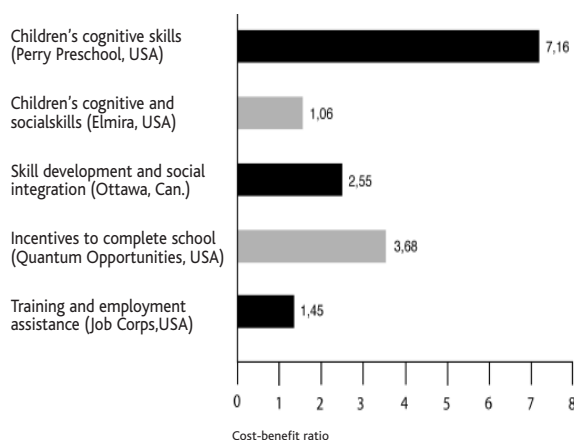


See over ➤

Drug and alcohol abuse treatment programmes in California produced a benefit of \$7.14 for every \$1 invested in the programme. In Britain, a burglary prevention project in over 2,000 households on the Kirkholt public housing estate produced a 500% return on the initial investment. The *British Safer Cities* programme, where burglary prevention projects were developed over a number of years, found significant differences between cities. Projects in cities where there was intensive investment were more cost-effective than those where investment was low or where there was no financial input. One of the key reasons was because the benefits outweighed any displacement effects (e.g. by crime moving to other areas). Furthermore, there was a considerable improvement in residents' views about their neighbourhood. Of the 240 burglary programmes evaluated, the average return to the public was close to double the initial investment. Finally, local surveillance programmes in the US in Seattle neighbourhoods, and the use of security staff on public transport in the Netherlands, produced positive cost-benefits (ratios of 0.4 and 0.3 respectively).

A second series of examples concerns social development prevention programmes targeting pre-school children and their families, capacity development, and job training among youth.

Economic Benefits of Programmes Targeting Social Development Programmes



For children aged 0 to 6, the *Perry Pre-School* programme produced benefits of \$7.16 for each \$1 invested. The benefits of the *Elmira* programme just covered its costs. For children 7 to 12, the *Ottawa Participate and Learn Skills (PALS)* programme produced benefits of \$2.55 for each dollar invested. Finally for youth aged 12 to 18, the *Job Corps* and *Quantum Opportunities* programmes produced benefits of \$1.45 and \$3.68 respectively for each dollar invested.

For more information:

- *Crime Prevention Digest II*, 1999
International Centre for the Prevention of Crime www.crime-prevention-intl.org
- *Economic analysis of the prevention of crime - Applying Economic Analysis to Crime Prevention: Issues for a National Approach*, 2000
Brandon Welsh. Department of Criminal Justice, University of Massachusetts Lowell www.prevention.gc.ca
- Found Incestment : *Preventing Crime and Victimization*, 1996
National Crime Prevention Council, Canada www.prevention.gc.ca

Safety and Prevention: A Strategic Issue for Municipalities

Social and economic advantages

What are the advantages for the municipality and its citizens of implementing an integrated strategy for community safety and crime prevention?

- ✓ *A better quality of life and a more attractive municipality.*
- ✓ *Greater civic and economic vitality.*
- ✓ *Social and economic benefits for all the community.*

Strategic crime prevention brings benefits well beyond increased urban safety. It contributes to the social and economic development of municipalities, and works to improve the quality of life experienced by citizens in the community. Certainly good prevention attacks the sources of inequalities, exclusion, and insecurity by addressing risk factors encountered by particular groups in society. Among other things, it offers support to parents in acquiring parenting skills, and to children by helping them to integrate better into the education system, and later on, into the work force. It also contributes to gender equality through the promotion of personal safety and economic well being for women.

Beyond this, however, it can affect many other aspects of the infrastructure of the urban environment and services to local communities. It facilitates better and more equitable conditions in local housing areas and public spaces, public transport and recreational facilities, and increases the quality of social and urban life in general.

For the municipality and its services

- Improving the quality of life and making the municipality a more attractive place
- Ensuring better control of expenditure on public security (e.g. police service, private security).
- Reducing the costs associated with renovating or replacing public equipment and buildings.
- Increasing the property value of houses, businesses and industrial enterprises.
- Allowing for greater use of municipal equipment and services, for example, parks, libraries and public transport, at different times of the day and night.
- Promoting greater participation by residents in municipal social, cultural and organized sports activities.

For all residents

- Reducing the losses from burglary and vandalism.
- Reducing insurance costs on housing and motor vehicles.
- Increasing the value of their property
- Increasing the sense of security in their neighbourhood

See over ➤

For children, young people and their families

- Reinforcing parental skills and improving support for very young children.
- Making play and leisure areas safer.
- Making social activities more attractive to young people and adapted to their needs.
- Developing the capacity to resolve conflicts in a non-violent manner, especially in schools, on the street and within families.
- Reducing the school drop-out rate, and the problem of street gangs.
- Reducing feelings of isolation among people living alone, especially the elderly and single parent families.

For vulnerable groups and individuals

- Reducing the sense of isolation of people living alone, especially the elderly and single-parent families.
- Improving the quality of life and safety in public housing areas.
- Reducing intolerance and discrimination, especially that based on race, ethnicity, sexual orientation or gender.
- Reducing social exclusion and homelessness.
- Improving support to victims of crime.

For business and commerce

- Reducing the costs associated with theft, break-ins and vandalism
- Reducing the costs of commercial insurance.
- Reducing the need for private security.
- Offering management and staff a safer and better quality residential environment.

For community life

- Reducing insecurity especially among women and the elderly at home, on the street, in public parks, and on public transport.
- Increasing the participation and involvement of citizens in community life.
- Providing greater recognition and involvement of community organizations in community life.
- Fostering a more favourable climate for developing a sense of belonging and community among all municipal groups, and in neighbourhoods, through events such as festivals and other local celebrations.

For more information:

- *Primer on Municipal Crime Prevention*, 2000
Federation of Canadian Municipalities www.fcm.ca
- *Sécurité dans les milieux de vie: guide à l'intention des municipalités du Québec*, 1999
Comité intersectoriel sur la sécurité dans les milieux de vie www.msp.gouv.qc.ca

Safety and Prevention: A Strategic Issue for Municipalities

The importance of local action

How well recognized is the role of local government in developing integrated community safety strategies?

- ✓ *Elected officials in many countries have affirmed the importance of this approach.*
- ✓ *Many countries and the United Nations have recognized the central role of municipalities in the development and implementation of local strategies.*
- ✓ *Associations of cities in Canada and the Provinces support this approach.*

Over the past twenty years, many municipalities in different countries around the world have been actively engaged in partnership initiatives to promote urban safety and crime prevention. This phenomenon can be explained by a number of factors:

- The marked increase in crime, violence and insecurity experienced by many countries from the 1960's to the mid 1990's.
- Growing awareness of the negative impact of crime on the quality of life experienced by their citizens, and the need for cities to retain their competitiveness by ensuring safer communities.
- Recognition of the limits of the traditional criminal justice response to crime (police/courts/prisons) for dealing with crime and insecurity.
- The priority given to finding solutions that *move beyond* addressing the symptoms of crime and insecurity, to attacking their root causes instead.
- Increasing knowledge about the importance of working at the *local level*, mobilizing key local actors (services, organizations, community groups, the private sector and citizens) and coordinating effective action between them on the ground.

In the process, such municipalities have gradually developed an integrated and shared vision of how local action can help to create *safer cities*. Municipal crime prevention programmes have been implemented, international conferences on urban safety organized, and forums and associations of cities created to counteract crime, violence and insecurity. Many national and international associations or federations of cities have adopted policies on urban safety and crime prevention.

In October 1989, for example, Montreal hosted the first European and North American conference on Urban Safety and the Prevention of Crime. This event was organized by the Federation of Canadian Municipalities (FCM), The European Forum on Urban Security, the United States Conference of Mayors, and the Urban Community of Montreal. It brought together 900 participants from around the world. The final conference declaration *For Safe Communities* (adapted below) outlined the fundamental principles for municipal action on urban safety and crime prevention:

- Preventive action must be incorporated at the municipal level, with the support of all levels of government.
- The prevention of crime and insecurity in the municipality requires a long-term action plan which is responsive to the immediate needs of the community, and is not limited just to criminal justice responses.
- The prevention initiative must include those responsible for housing, social services, recreation, schools, policing and justice in order to attack the root causes of crime.
- Elected officials from all levels of government must use their political authority and accept their responsibilities to deal with urban crime. This will help to build the confidence of citizens in the community, and ensure that their quality of life and right to live in peace and security are protected.
- Crime prevention is everyone's business. Therefore, elected officials must support the development of collective action involving all community members.

See over ➤

Subsequent international conferences have supported and developed this vision (e.g. Paris in 1991, and Johannesburg in 1998). Many national governments have realized the value of this approach.

It led to the adoption by the United Nations Economic and Social Council (ECOSOC) in 1995, of *Guidelines for the Prevention of Crime*. In 2002, ECOSOC adopted new *Guidelines for the Prevention of Crime*. These emphasise the central role of municipalities, and the coordination of local action to eliminate the causes of crime, violence and insecurity.

Urban safety has now been recognized as one of the essential elements of urban development, and is actively promoted by the United Nations Organization for Human Settlements (HABITAT).

Prevention strategies addressing the root causes of urban crime hold considerable promise. They tend to involve partnerships among governments, city authorities, civil society organizations and residents themselves. Cities that are safe for all people will, in turn, make the world a safer place, for fear of crime and violence imprisons people in their homes and makes the realization of all other human rights more difficult to achieve.

Kofi Annan, Secretary General,
United Nations. World Habitat Day 1998.

In France, more than 850 local crime prevention councils (LCPC) have been put in place since the 1980's and more than 350 local security contracts have been signed over the past three years between the central government and municipalities. One of the key features of the French prevention and security policy is that it involves integrated action by a range of national ministries in collaboration with cities at the local level.

In England and Wales, local crime prevention partnerships between municipalities and the police have been mandatory since 1998. They must consult citizens and develop and implement local crime reduction plans together with other key groups. In the United States, many municipalities have formed local coalitions at the instigation of their Mayor. They include key actors such as heads of municipal services, the police, local business leaders, school principals, community and religious leaders. They have undertaken a concerted effort to use innovative strategies to deal with local problems of crime, delinquency, and insecurity.

Recent Canadian Developments

The National Crime Prevention Centre (NCPC) in Ottawa was created in 1998, and launched its overall National Strategy on Community Safety and Crime Prevention, administered by the Department of Justice and the Ministry of the Solicitor General. In 2004 it moved to the Department of Public Safety and Emergency Preparedness. The Strategy has been supported by four funding programmes, and Regional coordinators assist in the administration, funding and evaluation of crime prevention projects. (www.prevention.gc.ca).

The Federation of Canadian Municipalities (FCM) first adopted its policy on *Community Safety and Crime Prevention* in June 2001. The policy emphasises the importance of strong and efficient coordinated action on prevention by municipalities at the local level. The FCM also published a *Primer on Municipal Crime Prevention* in June 2000. This highlights the contribution of the FCM and Canadian municipalities in many joint initiatives with the Federal government, especially those supported by the NCPC.

In Quebec, the Ministry of Public Safety (ministère de la Sécurité publique) launched its new provincial policy on crime prevention *Making Our Communities Safer For Everyone*, in November 2001. This sets out its integrated approach, encouraging municipalities to become the leaders in crime prevention in their communities, in partnership and in collaboration with all levels of government.

For more information:

- *Report of the first European and North American Conference on Urban Safety and Crime Prevention*, 1989
- *UN Guidelines for the Prevention of Crime*, 2002 www.unodc.org
Also available at: www.prevention.gc.ca
- *Policy Statement on Community Safety and Crime Prevention*
Federation of Canadian Municipalities www.fcm.ca
- *Making our Communities Safer for Everyone - Departmental Crime Prevention Policy*, 2001
Ministry of Public Safety, Quebec www.msp.gouv.qc.ca

Safety and Prevention: A Strategic Issue for Municipalities

The key role for the municipality

What role must the municipality play in implementing an integrated crime prevention strategy?

- ✓ *Demonstrating strong political leadership and developing a good municipal support system.*
- ✓ *Mobilizing institutional and community partners and citizens.*
- ✓ *Contributing the expertise of municipal services.*
- ✓ *Coordinating the development and implementation of the local prevention strategy.*

Faced with problems of crime, violence and insecurity in the municipality, what role can the local authority play within the limits of its jurisdiction and means? This is an important question if expectations on the part of the public are not to be raised too high, but also to ensure that all partners understand their particular responsibilities and roles.

The importance of mobilizing people at the municipal level to prevent crime is receiving more and more recognition. The municipality is strategically placed to motivate coalitions of local actors, coordinate the efforts made by all partners, and act as a platform to ensure democratic public debates about the methods to be used to prevent crime and insecurity. This is not to suggest that the municipality should be taking over the work of schools, youth organizations, public health, women's groups or race relations committees. On the contrary, the municipality needs to respect the mandates of its partners and acknowledge their expertise in relation to prevention.

The municipality can achieve this through the following:

- Mayors and municipal counsellors need to incorporate public safety and crime prevention as one of their policy *priorities*, and make it a priority in election campaigns. They need to develop a vision and goals for making their municipality safer and more secure for its citizens.
- This policy needs to be enshrined in the work of the municipality e.g. by designating a member of the Council or the Executive Committee as responsible for all questions of public safety and security. The Council could also establish a Commission on Public Security, with a mandate to define the direction and *priorities* of the municipality on crime prevention issues, and to ensure the implementation of the local strategy.
- This public safety priority must also be transversal, it must *cut-across* all aspects of strategic planning and action in the municipality, including economic and social development. Each municipal service needs to be aware of the impact that their daily work can have on public safety. The municipal police also need to develop a systematic community policing approach.

See over ➤

- The Mayor, or another designated elected official, must be the principal spokesperson for the municipality in interaction with other local institutions such as school boards, social and health services, community organizations, the private sector, and the chamber of commerce their role is to convince local partners about the importance of public safety, and the need to work together to develop a collective strategy.
- The Mayor and other designated municipal members can facilitate the setting up of roundtables or local coalitions to discuss how to tackle crime-related problems. The municipality needs to work hard to ensure that all groups are consulted, so that public consultation is inclusive and democratic.
- The municipality needs to ensure the coordination of consultations, and facilitate links between the partners involved in the crime prevention initiative, and support all stages of the process of developing a local crime prevention action plan. The next section of the ToolKit provides more in depth information on how this can be done.
- Mayors and councillors can ensure that public security concerns are taken into account by associations of municipalities, and that they adopt policies on crime prevention. Further, they can lobby other levels of government for financial and technical support of municipal partnership initiatives.

Who should take the lead?

The role of local government

There are several reasons why local government should take the lead in building safer communities. Crime prevention is not about one agency or organization acting on its own: several groups must work together in partnership. But partnerships are not always easy to set up and maintain. Solving crime through partnerships requires:

- leadership and coordination;
- sustained involvement; and
- contact with community.

Local government can meet these needs.

- It is the level of government closest to the people. Elected representatives can make the needs of their community known. Projects can be designed to target these specific needs. Such local solutions are most likely to solve local problems.
- This is where the day-to-day delivery of services happens. These services improve people's quality of life and build better living environments. Many of these services are also the basic elements of crime prevention.
- Local governments are starting to work on developing their communities. If crime is one of the main obstacles to improving the quality of life in your area, the council must take the responsibility for local safety.

Making South Africa Safe.

A Manual for Community Based Crime Prevention
National Crime Prevention Centre
Pretoria, 2000 pg.17

For more information:

- *Primer on Municipal Crime Prevention, 2000*
Federation of Canadian Municipalities www.fcm.ca
- *Launching a Community Coalition for Crime Prevention and Safety, 1998*
Community Safety and Crime Prevention Council of Waterloo Region
- *From the Ground Up: Municipal crime prevention initiatives, 2001*
Caledon Institute of Social Policy www.caledoninst.org
- *The Role of Local Government in Community Safety, 2001*
International Centre for the Prevention of Crime www.crime-prevention-intl.org
- *Crime Prevention and Community Safety: A Practical Guide for Local Authorities, 1989*
NACRO, London, England
- *Mainstreaming Community Safety*
Crime Concern, Swindon, England www.crimeconcern.org.uk
- *Safety in Numbers - Promoting Community Safety, 1999*
Audit Commission, England www.audit-commission.gov.uk

Safety and Prevention: A Strategic Issue for Municipalities

Ideal requirements for success

How to support a successful municipal safety and crime prevention strategy?

- ✓ *The political commitment of elected officials.*
- ✓ *Involving all the key partners and citizens.*
- ✓ *Good data collection and a targeted plan of action.*
- ✓ *Bringing together the expertise of the full community.*

To put in place an integrated plan of action on prevention and community safety a municipality must work to create the most favourable conditions for success. It needs winning conditions, but it must recognize that there can be obstacles and difficulties at all stages. These can be overcome with a clear and inclusive vision, and with dynamic and committed collective involvement.

A clear vision

- Municipal leaders must fully understand the impact of crime and public insecurity on the economic and social development of their city or municipality
- Successful action requires strong political will on the part of municipal leaders and their partners – those from other public sectors, business groups, community organizations and citizens
- Through the use of a number of key tools, urban safety and crime prevention must be embedded in the municipal strategic plan and the functions of different municipal services

An inclusive vision

- The initiative must be led by the Mayor, or an appointed member of the Executive Committee or a Municipal Officer, responsible for mobilizing, developing and maintaining the partnership with the public, private and community sectors
- A committee or coalition of the principal partners should be created to undertake a local safety audit or security diagnosis, and develop and initiate a plan of action. An existing municipal committee could be used to that end, if its mandate and composition can be adapted as necessary.
- The community safety diagnosis should be undertaken using local surveys of crime and safety. These can include formal information from questionnaires and victimization surveys, police, justice and other official data, as well as input from community consultations such as town hall meetings, surveys and focus groups
- The entire partnership process, data collection and action plan must be as inclusive as possible. It should involve marginalized groups (e.g. ethnic and cultural minorities, the elderly, youth) and be gender sensitive, making sure that data analysis takes into account differences between the sexes and the various groups.

See over ➤

A vision focused on action

- Putting in place a small municipal administrative unit responsible for developing and implementing the action plan, with adequate financial resources to fulfil their mandate. In small municipalities, this responsibility could be given to a manager, as long as this task is well integrated into his or her mandate.
- Developing a plan of action which sets targets and objectives which all partners and citizens view as priorities in relation to the problems identified. This plan of action should balance short and long term objectives and initiatives.
- Putting in place an effective coordination mechanism and following the plan of action. All partners should endeavour to identify indicators which can be used to evaluate different stages of the action plan, and to measure its outcomes and impacts.

Using the strength and drive of each group

- The action plan requires the expertise and skills of different municipal institutions and groups. Pooling the collective human and financial resources will ensure that the action plan can be realized, as well as making all partners aware of their own responsibilities at different stages of the plan.
- Accessing additional funds or technical assistance from the Federal and Provincial governments to support the strategy e.g. to fund tools such as the safety diagnosis, local surveys, observatories, pilot projects or staff training.
- Regular consultation with citizens at different stages of the implementation of the action plan will keep them involved and informed of progress in their neighbourhood. Developing a good communications strategy helps to maintain public confidence and cooperation in the crime prevention initiative.
- Exchanging information, experiences and best practices with other Canadian municipalities or internationally, through seminars or conferences, helps to sustain development and build expertise.

■ For more information:

- *Primer on Municipal Crime Prevention*, 2000
Federation of Canadian Municipalities www.fcm.ca
- *The Role of Local Government in Community Safety*, 2001
International Centre for the Prevention of Crime www.crime-prevention-intl.org
- *Sécurité dans les milieux de vie: guide à l'intention des municipalités du Québec*, 1999
Comité intersectoriel sur la sécurité dans les milieux de vie www.msp.gouv.qc.ca

Safety and Prevention: A Strategic Issue for Municipalities

The National Crime Prevention Strategy Government of Canada

What is the National Crime Prevention Strategy, and how can it support local authority action?

- ✓ *Crime prevention through social development.*
- ✓ *Financial programmes to support local action.*
- ✓ *Providing relevant, high quality information.*
- ✓ *Evaluation to help make choices and decisions clearer.*

The *National Crime Prevention Strategy* of the Government of Canada aims to reduce crime and victimization *before* it happens. The Strategy comes under the responsibility of the Department of Public Safety and Emergency Preparedness, having been piloted jointly by the Ministries of Justice and the Solicitor General of Canada. It is based on the principle that the best way to reduce crime is to tackle the factors which place people at risk of offending, such as family violence, school drop out, and substance abuse. In keeping with this proactive approach, the National Strategy provides to communities a range of tools and knowledge which can be used to attack the causes of crime at the local level.

In 1994, the Government of Canada launched Phase I of its strategy, when the *National Crime Prevention Council* was set up. The work of the Council helped to develop the concept of *crime prevention through social development*, and to highlight the needs of different sectors such as municipalities, the police, other services and community groups in terms of prevention.

Phase II of the government's national strategy was launched in 1998, with the creation of the *National Crime Prevention Centre* (NCPC) with an annual budget of \$32 million to support prevention projects across the country. In 2001, \$145 million was added to the initial budget for four years. By the summer of 2004, the national strategy had supported over 4,000 projects across the country since it began, in 1998.

Funding programmes

The *National Strategy for the Prevention of Crime* offers a number of funding programmes. For more information about these programmes, see the website:

➤ www.prevention.gc.ca

See over ➤

Regional coordinators

The *National Crime Prevention Centre* has offices in all provinces and territories in Canada to assist with the administration of funding programmes under the National Strategy, and provide support to projects. These are co-managed with the provincial governments. Links to regional coordinators can be found on the main website.

Information and publications

The National Strategy's web-site provides access to their *Virtual Library* – a collection of information and electronic publications, tools and links relevant to crime prevention. All publications can also be consulted by subject, or type of document. A catalogue of videos and games dealing with the prevention of crime is also available, as well as many specialist references.

Research and evaluation

Research and evaluation are key activities under the *National Strategy*. They provide a number of benefits, including identifying promising practices and approaches, supporting the development of policies and programmes, producing knowledge and tools to support a range of innovative initiatives in Canadian communities. They also help to document ways of mobilizing communities and build community capacity to respond to safety issues, and to replicate and evaluate practices in different communities and with different population groups. Documenting not only 'what works' but also 'how' crime prevention through social development interventions are implemented and maintained is important, as well as drawing on information about similar policies and programmes in other countries.

■ For more information:

- National Crime Prevention Strategy www.prevention.gc.ca

Safety and Prevention: A Strategic Issue for Municipalities

The Departmental Crime Prevention Policy Government of Quebec

The Departmental Crime Prevention Policy: What it is and how it supports crime prevention in Quebec municipalities?

- ✓ *Prevention is an essential tool and needs a diversified intervention strategy.*
- ✓ *It requires an integrated approach.*
- ✓ *Municipalities must take the leadership role in local strategies in partnership with local actors.*
- ✓ *Quebec sub-regional councils and municipalities can benefit from technical and financial support.*

In November 2001, the Quebec Ministry of Public Safety (ministère de la Sécurité publique) adopted a Departmental Crime Prevention Policy entitled *Making our Communities Safer for Everyone*. This policy sets out the main guidelines and strategies for strengthening and promoting the development of crime prevention within a more effective framework. This initiative is an example of the support that can be provided by provincial authorities to crime prevention efforts.

The policy was developed on the basis of a report produced by a Roundtable on crime prevention, *Partners in Prevention for a Safer Québec*, published in 1993. That report had stressed the need to address the causes and consequences of social insecurity, to give much more attention to prevention, and to involve local communities and governments. It proposed a range of interventions, and it called on the *ministère de la Sécurité publique* to take action in supporting such an approach.

A new Departmental Policy also reflects a 1999 policy report *For the Well-being of Citizens and Families*, illustrating the importance of using an integrated and systematic approach to safety. It stresses the need for municipalities to take a leadership role in prevention initiatives and to participate as full partners in a concerted strategy to improve safety. It also describes the main phases of the process, and gives examples of initiatives undertaken in various Quebec municipalities.

Strategic Direction

The Departmental Policy recognizes that crime prevention in Quebec has become, as in many Western countries, an indispensable complement to the work of the police and the justice system. It recognizes that this can only be accomplished by the joint efforts of many actors, both public and private as well as in the community, working together on the ground, to develop long-lasting solutions.

The following six strategies for achieving a coherent, integrated approach to crime prevention in Quebec are proposed:

- Local preventive strategies run by the municipalities and sub-regional authorities, and based on local partnerships.

See over ➤

Municipalities have the duty to ensure the protection of persons and property in their territories. They are thus the authorities best placed to spearhead crime prevention actions at the local level. ... Their political authority gives them the ability to mobilize local resources for creating local prevention strategies on the basis of collaboration and partnership. The powers they have also enable them to oversee the concrete implementation of the strategies that are chosen. Lastly, the accountability of municipalities offers assurance that the process will be rigorously guided.

Excerpt from *Summary of the Departmental Crime Prevention Policy*, 2001

- Closer partnerships with businesses in the private sector to tackle specific crimes
- An interdepartmental forum to develop a governmental vision of crime prevention across the province
- Technical and financial support for local crime prevention strategies developed by the sub-regional authorities and the municipalities
- Support for research and training in crime prevention to promote the development of a broader range of skills and to facilitate the transfer of these skills to practitioners involved in crime prevention
- Raising awareness by informing citizens of the issues related to crime prevention and fostering the involvement of different partners in local prevention strategies.

Local prevention strategies

Municipalities are especially implicated in the Departmental Policy. The Ministry has given the sub-regional councils, which group together smaller municipalities, and large cities the responsibility for developing local prevention strategies, using a structured planning approach.

This includes the mobilization of partners in the municipality such as community groups, the private sector, health and social services, education and the police, to form a prevention committee responsible for developing and implementing a local prevention strategy.

The second stage involves a community safety diagnosis to identify and better understand problems of crime and insecurity affecting the community, as well as public concerns, to be used as the basis for establishing priorities for action.

Other stages include the development of an action plan, its implementation and evaluation.

The *ministère de la Sécurité publique* is providing some support to the sub-regional councils and cities which decide to develop a strategic local crime prevention initiative.

■ For more information:

- *Making our Communities Safer for Everyone - Departmental Crime Prevention Policy*, 2001
Ministry of Public Safety, Quebec www.msp.gouv.qc.ca
- *Report of the Task Force on Crime Prevention*, 1993
Ministry of Public Safety, Quebec www.msp.gouv.qc.ca

2

How to do it ?

The stages of a successful process

2.1 Overview **2.2** The leadership of the Mayor and Municipal Council **2.3** The mobilization of partners **2.4** The local community safety diagnosis **2.5** Developing a plan of action **2.6** Implementing a plan of action **2.7** Monitoring and evaluating a plan of action **2.8** Coordination **2.9** Funding **2.10** Communication and Consultation **2.11** The role of the Media **2.12** Municipalities in action

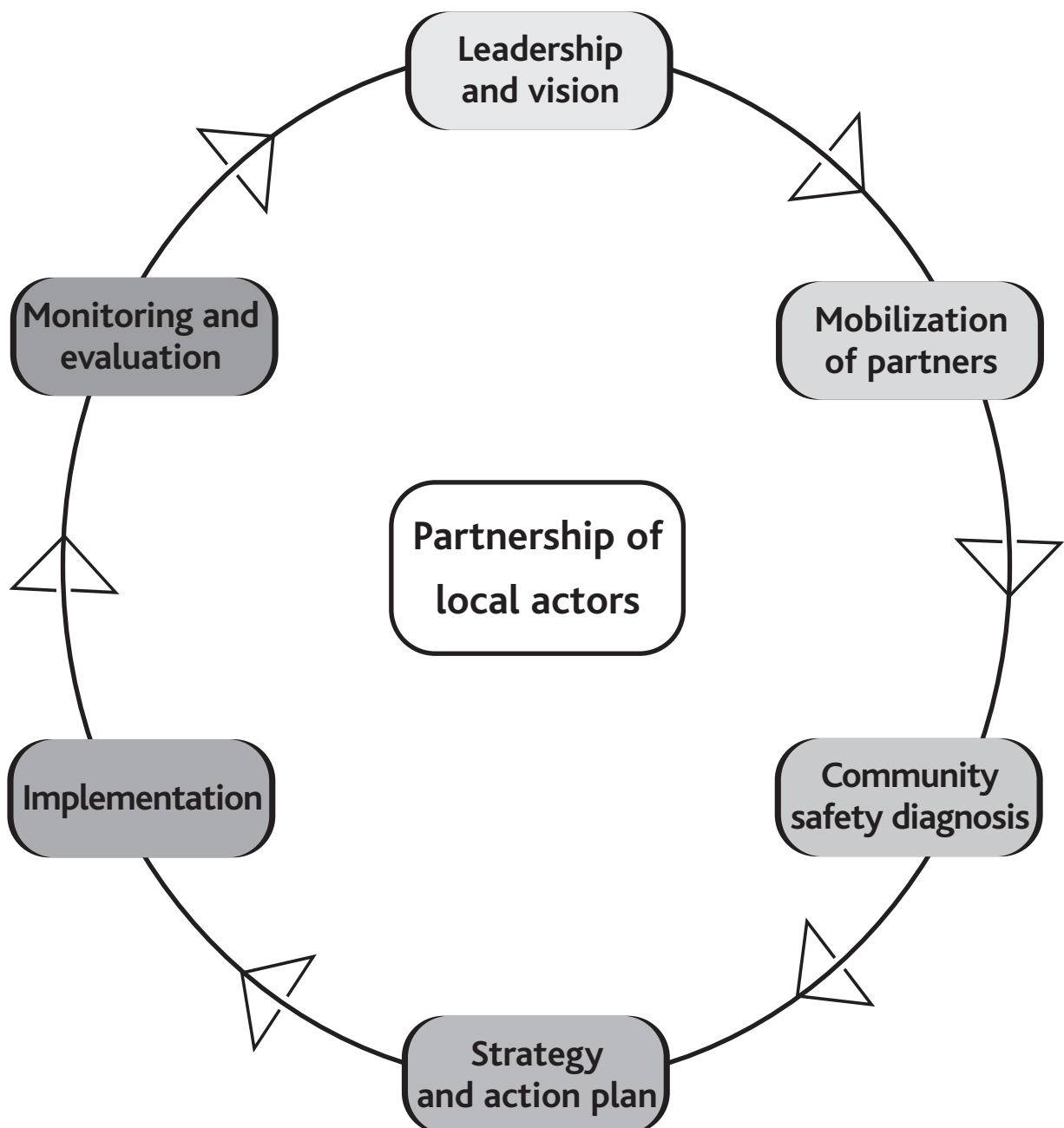


T h e K e y f o r S a f e r M u n i c i p a l i t i e s

Stages of the Process

**Safety and
Prevention**

**Stages for developing integrated
action in the municipality**



Stages of the Process

Overview

The first requirement for developing a strategy on crime prevention and urban safety is a shared understanding among municipal workers of the **necessity** and **feasibility** of working together to combat crime and insecurity. How can this be done, and how can action be sustained over time?

The success of a municipal crime prevention strategy depends largely on the development of a careful action plan and rigorous implementation process. Over the past 20 years, many municipalities in Canada, in the United States, and in Europe have experimented with models of collaboration and partnership which allow us to identify the key stages of mobilization for successful action.

Section 2 of the Toolkit describes these different stages, especially how to develop and implement an action plan. It gives equal attention to a number of questions which are important to consider throughout the process, in order to ensure success.

In this section the following stages of the process of setting up a strategic action plan are presented:

- The leadership of the mayor and municipal council
- Mobilizing municipal partners
- Undertaking a local community safety diagnosis
- Developing a plan of action and setting the priorities
- Putting the plan into action and pooling resources
- Monitoring and evaluating the plan of action

In addition, three essential topics are outlined since they are important to ensure that implementation of the action plan is solid and sustainable:

- Ensuring the smooth coordination of the process
- Ways of ensuring adequate funding
- The importance of good communication and consultation with the public

Finally, the section ends with information about:

- The role of the media throughout the process
- Examples of strategic crime prevention and community safety action in Canadian municipalities.

Stages of the Process

The leadership of the Mayor and Municipal Council

Why is the leadership of the mayor and municipal council essential?

- ✓ *Public expectations about safety and security are central to the quality of life of the municipality.*
- ✓ *Elected officials play a key role in energizing the collective life of the community.*
- ✓ *The police alone cannot prevent crime and insecurity.*
- ✓ *They are guarantors of the public good and the democratic nature of the initiative.*

The municipality is the public institution closest to the daily needs of the public. It is in the best position to foster civic participation, engagement and integration. As part of its mission, the municipality has the responsibility, and the power, to create a vibrant and safe community life for its constituents. Public safety should, therefore, be on a par with social and economic development, and the delivery of quality services. The complex nature of the problems of crime and insecurity in a municipality, and the impact they have on the quality of life of citizens presents an important challenge to the community.

The municipality is strategically placed to assume a strong leadership role on crime prevention and urban safety. It can do so by **bringing together** institutions and groups and **facilitating** the selection of priorities and actions which will help

create a safer environment for everyone, and as economically as possible. Having faced up to the challenges, and set up a process to address them, a **common vision** needs to emerge. This vision is the foundation for action on prevention, which sees public safety as a **common good** to be preserved and promoted in the interests of all. The mayor and municipal counsellors should carry the aspirations of their citizens:

- To be able to live in peace in a safe environment
- For their property to be secure
- To be able to live without violence and insecurity in their home, on the street, at school, in public spaces and on public transport
- To have the means to resolve conflicts in a non-violent way

See over ➤

The most efficient and durable solutions to crime and insecurity in a municipality rarely come from a single intervention on the part of one institution or organization, whatever their expertise. Traditionally, the police have assumed the primary role in crime prevention. However, for a number of years now, Chiefs of Police across Canada have become involved in the creation of local partnerships to reduce and prevent crime. Other organizations have specific mandates to address crime problems, for example, to prevent violence in schools, to design safe public places and equipment, to prevent violence against women through public health services etc. By bringing together all these actors it is possible to reap the benefits of each individual contribution to prevention. They need to work together using an **integrated and coordinated approach** that places emphasis on both the similarities and the differences in their various approaches.

The mayor and his/her municipal advisors need to make crime prevention and urban safety a **policy priority** which contributes to the well-being of the population. They have the responsibility to mobilize both institutional and community partners to become involved as well as to inspire the creation of community groups.

The municipal leadership role is a **shared leadership role** with other actors in civil society. It is a role that acknowledges the know-how and expertise of each group (police, schools, social services, public health, private sector, community groups, etc.). This also helps to ensure that the process of developing the crime prevention and community safety strategy is **democratic** and inclusive of all groups in the community.

■ For more information:

- *Primer on Municipal Crime Prevention*, 2000
Federation of Canadian Municipalities www.fcm.ca

Stages of the Process

The Mobilization of Partners

What partners should the municipality mobilize?

- ✓ *Actors from all social, economic and community sectors, and citizens.*
- ✓ *The mayor plays a key role in this mobilization.*
- ✓ *Establish or using a consultation process which is representative, targeted and effective.*

Crime prevention and public safety initiatives can take many forms, from reducing opportunities for crime through improving the environment and ensuring better urban planning, to early intervention, and social and community development. Implementing an urban safety strategy requires the presence and cooperation of many different actors. The principal partners include representatives of municipal and community institutions at district and ward levels, as well as local citizens.

All the individuals and organizations who can contribute their expertise and resources to resolving problems of crime and insecurity should be mobilized. In addition, they must be directly involved in the development and implementation of the local safety and prevention strategy.

The key partners include:

- Municipal police services
- Other municipal services
- School boards and commissions
- Health and Social Services
- Housing Agencies

- Business groups
- Community groups, including women, youth and ethnic/cultural groups
- Researchers
- Media
- The public

All the partners should form part of the local coalition, and agree to become involved in a concerted way to tackle problems of crime and insecurity in the municipality. The Mayor plays the key role in mobilizing these partners, as with all other dossiers which deal with municipal development. Each representative acts on behalf of their institution or organization – but also as part of the new coalition. Their involvement needs to be supported and sustained in the long term. The ability of the coalition to develop concrete plans of action and coordinate the input of all members will depend on this. Particular attention needs to be given to identifying short and long term initiatives, and to mobilizing resources for their implementation.

See over ➤

It is for the municipality to select the most appropriate mechanism for initiating and supporting the work of the local partnership coalition. Several approaches are possible:

- The municipality can decide to set up a *commission* or a *committee* on security and *prevention*. Apart from the mayor and municipal councillors, this committee should include representatives of all institutions and groups associated with the initiative as well as citizen representatives. The advantage of this approach is in creating a permanent mechanism for dealing collectively with all issues concerned with public security and with the key partners.
- The municipality can also decide to broaden and adapt the mandate of an *existing committee or council* to include safety and prevention and key partners representing all community groups. Such an approach uses a structure already in place, and enables all issues of public security and prevention to be treated in an integrated way, drawing on the expertise of all its members.
- The municipality can decide to participate actively and increase its support to an existing *roundtable or advisory group* concerned with issues of public safety and prevention. This approach capitalizes on the on-going work of social, economic and community institutions and groups. Once again, it is important to ensure that it is representative of all sectors of the community, and that questions of security and prevention are treated in an integrated way.

Regardless of which form the coalition takes, whether a commission, a council or a roundtable/advisory group, it should pay particular attention to the following issues:

- Elected municipal officials must play an active role in ensuring that the coalition is a real partnership taking account of the views and needs of all groups. They must also ensure that the work of the local coalition is well coordinated.
- The local coalition must be as *inclusive* as possible. Specific attention must be given to ensuring the participation of women's groups, youth groups and cultural and ethnic minorities, and other minority sectors, apart from practitioners, organizations and institutions.

Whatever the approach used, this allows the coalition to develop a common vision about how to tackle the causes of crime and insecurity, and not just their symptoms. It will help to develop a culture of partnership, and allow each partner to understand and develop their own legitimate role, and to see the benefits of a concerted initiative.

■ For more information:

- *Creating a Blueprint for Community Safety - A guide for local action*, 1998
National Crime Prevention Council, Washington, DC www.ncpc.org
- *Making South Africa Safe - A Manual for Community Based Crime Prevention*, 2000
National Crime Prevention Centre, Pretoria, South Africa www.csir.co.za

Stages of the Process

The local community safety diagnosis

What does a good community safety diagnosis involve?

- ✓ *Pooling information from all partners.*
- ✓ *Taking good account of the views and experiences of the public.*
- ✓ *Ensuring that data collection and analysis allow for differences in terms of age, sex and other significant factors.*

The local **community safety diagnosis** (CSD) or **safety audit** is an essential stage and an indispensable tool for developing a crime prevention strategy. A careful analysis allows everyone in the community to become better acquainted with the types of problems and insecurities which affect their quality of life. The strength of the CSD lies in its ability not only to systematically identify current and potential problems, but also to identify their causes.

A good community safety diagnosis can help to identify the **risk factors** associated with crime and insecurity. It helps identify the range of interventions which can be used to respond to those problems – to target the risk factors.

The most important requirement for a strong CSD is a **comprehensive information-base**. This should separate out data by age and sex where possible. All partners involved in the local prevention strategy can contribute to building this base by sharing relevant information from their own sector. This includes not only information on community safety issues, but also on health, economic and social problems. Sources of information include:

- Information on reported crimes and local crime patterns and trends from the police in the municipality. They can help to identify crime 'hot spots' for example. In some cases they may have access to sophisticated technology such as crime mapping to identify high risk areas in the community.

- The Planning Department of the municipality will be able to provide demographic, social and economic information on the resident population, employment and urban development. These provide the important contextual background which is essential for understanding the generation of problems of crime and insecurity.
- Municipal services such as public works and parks and recreation departments, will have considerable information about vandalism and damage to equipment and buildings, on patterns of activity, and on use of their facilities and services and public spaces. This will help to determine such things as high and low participation rates e.g. time of the day or night, or the extent and patterns of delinquency and marginalization among groups of young people.
- Municipal housing services can provide information on problems and patterns of damage and insecurity in public housing and elsewhere.
- The public transport service and associated transport organizations such as taxis, can often compile data on crimes against property or people, including theft, violence, vandalism, or on graffiti. They can also provide information on problem travel times, specific problem spots, and perhaps on initiatives which seem to prevent or deter problems.
- Social and health services in the municipality, including the public health authority, can provide considerable guidance on the extent and location of problems such child abuse, family violence, mental illness and drug and alcohol abuse.

See inside ➤

- Local School Boards and education departments can provide information and their analytical resources on issues such as bullying and safety around their premises, as well as on school drop out rates, or illiteracy problems etc.
- Community organizations working with victims, with the elderly, women or young people, and cultural and minority groups all have particular expertise and local knowledge which will add considerably to a better understanding of the nature and extent of problems of crime and insecurity in the community.
- Business associations and the local board of trade will often have information on instances of victimization, and the different types of theft, fraud, intimidation or vandalism experienced by their members.

The Community Safety Diagnosis is a tool as useful for bringing together and mobilizing people, for creating debate and strengthening democratic participation, as it is for developing knowledge about the issues, so that action can be better targeted.

Community Safety Diagnosis,
ICPC (2002)

All this data can be used to provide a much richer picture of local problems than one based on police reports, or official statistics alone. Furthermore, it is important to recognize that many offences are never reported to the police. This means it is equally important to take account of the experience and perceptions of the public, and of their sense of insecurity. While most people are not likely to be victims of crime, the prospect that "it could happen" can affect their quality of life. Fear of crime and its consequences leads, in some cases, to the under-reporting of offences, and helps to throw light on perceptions in different neighbourhoods.

A number of different tools can be used to capture the views of the public:

- The municipality can organize information or 'town hall' sessions on local safety, to encourage residents to share their knowledge, views and concerns. These could also take the form of focus group discussions in neighbourhoods.
- Victimization surveys, using street or door-to-door questionnaires, enable a much more precise picture of crimes committed in a community to be developed, as well as providing information on patterns of repeat victimization, and on people's sense of insecurity, and victims' perceptions of the police and justice response. Discussions with residents in local neighbourhoods can also be used, especially in areas with groups at risk.
- Exploratory marches or safety walks are another method which has been used by women and others such as the elderly. Groups of local inhabitants use the walks to identify local areas (streets, parks, public spaces, buildings) which generate insecurity or present particular safety risks. This is a simple tool which is easy to use. Such marches also elicit solutions which the group or community can suggest or put in place.
- The analysis of crime will provide a better understanding of the context and motivation of much youth crime and delinquency. Focus and discussion groups are a useful way of generating ideas about how such behaviour can be discouraged and prevented, and what can be done to improve the social integration of marginalized young people.

The greater the depth and variety of the data included in the CSD, the easier it becomes to assess the real crime problems facing the community and to develop a targeted plan of action. It is important that information is disaggregated in terms of gender, ethnicity, age, etc., since this can help identify specific problems experienced by particular groups, and help in the selection of initiatives which target their concerns.

However, it is important to acknowledge that the consultation process is not simple. It can bring challenges because people may initially be unwilling to share information or data. Some community groups or individuals may be mistrustful of the police or local authority. There may be language and cultural difficulties. It is important to develop creative ways to consult hard to reach populations such as young people on the street. (See Streetwise Networks Project in Section 4 for a good example of how this can be done).

Thus, the CSD provides an opportunity to bring partners together to develop and discuss relevant indicators (health, social, economic, etc.) affecting the quality of life of all citizens in the municipality. It combines different types of data (quantitative, qualitative and ethnographic) and facilitates an integrated analysis of community safety issues.

The following table summarizes some of the kinds of information which can be collected for the Community Safety Diagnosis.

Socio-economic information

- Demographic trends (population, in terms of age, sex, ethno-cultural composition and size of household)
- Urban structure (old and new sectors, arteries and road, industrial and commercial zones)
- Social conditions (tax rates, educational levels, social security)
- Economic conditions (levels of economic activity, employee profiles, unemployment rates)
- Housing (quality of buildings and repairs, rented and owner occupied, social housing, rates of tenant occupancy)
- Public health (life expectancy, birth and mortality rates, birth weights, youth fitness levels)
- Social problems (school drop out, prostitution, drugs, homelessness)
- Infrastructure and equipment (schools, social services, sports and recreation)

Information on crime

- Offences reported to and recorded by the police (types, frequency, times of occurrence)
- Sensitive areas (parks, open spaces, commercial areas, bars, poorly lit areas)
- Penal sanctions (profile of convicted offenders, levels of recidivism, reintegration into the community)
- Victims (victim surveys, profile of victims, revictimization)
- Effective policing and intervention programmes
- Private security firms

Information on levels of insecurity

- Perceptions of insecurity (provincial, neighbourhood and municipal surveys, questionnaires, complaints)
- Public consultations
- Media coverage

An example of a Safety Audit Checklist used in the city of Belfast, Northern Ireland is given below:

CRIME				
Source	Type of data	What it will tell you	What it will not tell you	Development issues
Police	Crime Incidents	Time, location, type of offenses reported to the police	Levels of reporting vary by crime type	Inconsistent reporting
	Offender information	Known offenders by age, ethnicity, gender	Unknown offenders	Repeat victimisation recording systems need to be developed
Police Authority	(Possible) public surveys	Perceptions of safety and fear of crime	Unlikely to be at detailed street level	Fear of crime will need to be tracked
Local Housing NIHE/Others	Housing voids	Costs of crime to NIHE and Housing Associations. Likely to cover high crime neighbourhoods	Costs of crime to:	Inconsistent capture of:
	Criminal damage costs	Local unease and experience of crime	Private landlords	Data
	Complaints		Those who don't think it's worth complaining	Past inadequacies-need to increase confidence
Social Services Department	Information on vulnerable groups	Where to find groups, who may be victims of crime (e.g. the elderly)	Concentrates on the most vulnerable, known to Social Services	Data may not be easy to analyse
	Information on young people			
Education & Library Board	Exclusions	Schools where % pupil are out of school	Need to establish nature link between non-attendance and crime locally	Patchy recording
	Truancy	Risk factor for offending or being victimised Complements police data		
Individual Schools	Experience of discipline	Local attitudes	What the school is doing to help	Involvement of young people
Probation Board	Information on offenders	Perspective on criminal behaviour and its causes	Covers only offenders	Analysis of data locally
		Locates known offenders		
Health Trusts	A&E records of assault and domestic violence	Likely to cover offenses not reported to police	Sources and locations of injuries not always recorded	Data unlikely to be easy to analyse
	Information on drug taking	Should complement police and health data	Need to establish link between drugs and offending locally	

For more information:

- *Community Safety Diagnosis: Mobilization, Knowledge, Action*, 2001
International Centre for the Prevention of Crime, Bulletin www.crime-prevention-intl.org
- *Primer on Municipal Crime Prevention*, 2000
Federation of Canadian Municipalities www.fcm.ca
- *Crime Prevention and Community Safety: A Practical Guide for Local Authorities*, 1989
NACRO, London, England www.nacro.org.uk
- *Implementing Community Safety & Crime Reduction*
From Audit to Action. Community Safety Centre, Belfast, NI www.communitysafetyni.gov.uk
- *A Manual for Community Based Crime Making South Africa Safe*, 2000
CSIR in collaboration with the Institute of Security Studies and the SAPS
Crime Prevention Division, Pretoria, South Africa www.csir.co.za
- *A Survey of Children and Youth in Waterloo Region*, 1998
Community Safety and Crime Prevention Council, Waterloo Region, Ontario
www.preventingcrime.net

Stages of the Process

Developing a Plan of Action

What should a municipal action plan on crime prevention include?

- ✓ *A strategic choice with agreed upon priorities.*
- ✓ *A balanced collection of prevention measures.*
- ✓ *A pooling of resources.*
- ✓ *Contributions from the range of partners.*

One of the main tasks of the partners who form the coalition or local commission on crime prevention and urban safety is to develop the plan of action, based on the findings of the local community safety diagnosis (CSD). This requires making choices about priorities and deciding on how to achieve the established objectives. It can be a difficult exercise which requires balancing the needs with the available resources, and with the capacity of different partners to contribute their expertise and know how.

In developing the action plan, it is important to:

- Develop a consensus among partners about the local priorities to be tackled on the basis of the results of the CSD. The local diagnosis will help to determine to a large extent the nature and causes of crime, and its impact on the community.
- Include in the plan of action a range of preventive measures targeting specific risk factors. These may include measures aimed at making the environment or public equipment safer and user-friendly, and social development projects addressing problems for women, children and youth, for example. Since there will be a range of problems to be tackled, different approaches and solutions are needed.

- Identify clearly in the plan of action the goals and objectives of each project or initiative, as well as their intended outcomes. This assists with identifying any modifications which might be needed, as well as positive changes.
- Identify and target the resources necessary for ensuring project development. This includes identifying different types of expertise and technical assistance, as well as financial resources.
- Designate an agency or organization which will be in charge of each project and assume the leadership role, to ensure successful implementation. It is also important to identify which partners will be called upon to collaborate in each initiative.

See inside ➤

It is important not to underestimate the difficulties of implementing a plan of action on crime prevention at the municipal level. Particular attention needs to be given to the following:

- The development of a culture of partnership between the different sectors such as public servants, community groups and the private sector. They will need to reconcile differences in their organizational structures and missions, for example, law enforcement, service provision or protection of rights.
- Keeping up the momentum generated by the creation of the coalition and the development of the safety diagnosis. The continued participation of partners may be lost if use is not made of their specific expertise, and they are not made aware of the roles they play in the action plan.
- The interest and involvement of citizens in the strategy will be maintained if the action plan includes a series of measures which will produce short, medium and longer-term results.
- Projects which involve a number of different sectors are often best developed through pilot projects which allow for experiment and the testing of new ways of working, and provide an opportunity to learn from what went right or wrong.
- The initiatives developed should not target just one area such as the city centre. They need to address problems encountered in various communities and to work to improve their quality of life.
- It is important in the plan of action not to marginalize or excluding individual groups who encounter difficulties, such as young drug abusers. Inclusion is a fundamental principle of any crime prevention initiative.

The following extracts from a plan of action developed by the London Borough of Hackney, UK, highlight many of these principles.

Violent Crime
Conjugal Violence and Violence in Public Places

Objective

To enable services to deal more effectively with the real incidence of crimes of violence including domestic and street violence.

Long Term Target

To increase by 75%, over three years, the reporting of these crimes and improve services to the victims.

Overview

The trends of violence against the person (assaults) in the borough have been fairly level at a time when nationally the trend is upwards.

In the audit period there were slightly fewer crimes in the borough (excluding common assaults) than in 1996/97. Half of the crimes in this category were "common" assaults involving minor or no injury and violence between people unknown to each other was rare. Crimes of violence occur more frequently in areas that contain concentrations of pubs, bars, restaurants.

Violence against the person is a common feature of domestic violence. In fact, 50% of reported domestic violence incidents involve violence against the person. The data does not provide any information on the level of threats made which many women have experienced in violent relationships.

National and local research suggest that domestic violence is greatly under reported. Research specific to Hackney suggests that the levels of domestic violence reported probably represents approximately 30.4% of the actual levels of domestic violence in the borough.

See next page ➤

Short Term Objectives

Activity	Description	Lead	Start
Crimes of Violence Action	Conduct a review of the nature, incidence patterns and crimes of violence to enable an effective long term strategy to be developed and implemented.	Police/CSU	1.10.99
Domestic Violence Reduction	A project to include co-ordination of victim's services through the development of a Domestic Violence Forum.	Multi Agency	1.4.99
Domestic Violence Public Awareness Programme	A project to raise the professional awareness of organisations to the issues of domestic violence and the public's awareness of the issues and how to tackle the crimes and reduce them.	Multi Agency	1.9.99
Repeat Victimisation Programme	Continuing and improving the provision of community alarms for likely repeat victims of domestic violence and also victims of racial and non racial harassment and intimidation.	Hackney Sheltered Housing Community Alarm Service/Police	cont'd
Borough Risk Management Panel	Developing work to manage and reduce the risk within the Borough of re-offending by serious offenders.	Multi Agency	cont'd
Programmes for Repeat Violent Offenders	A range of activities organised by the Inner London Probation Service	Probation	cont'd
Victims of Domestic Violence Support Programme	Continuing and developing the multi agency being undertaken to support victims and their families.	Multi Agency	cont'd

Source

Hackney Crime Reduction Strategy, 1998, p.11

Co-Operating Partners

Hackney Women's Aid, Inner London Probation Service, Metropolitan Police Service, Hackney Council Services, UK.

For more information:

- *Crime and Disorder Reduction Strategy 1999-2002*
Hackney, London, England
- *A Framework for Action : a Four Pillar Approach to Drug Problems in Vancouver*, 2001
City of Vancouver, British Columbia www.city.vancouver.bc.ca
- *Reducing Neighbourhood Crime - A Manual for Action*, 1998
Crime Concern, Swindon, England www.crimeconcern.org.uk
- *Brent Crime and Disorder Reduction & Community Safety Strategy 2002-2005*
Brent Council, London, England www.brent.gov.uk/crimezone

Stages of the Process

Implementing a plan of action

What are the main challenges in implementing a plan of action?

- ✓ *Strengthening the commitment of all partners.*
- ✓ *Garnering the necessary human, technical and financial resources.*
- ✓ *Ensuring that the direction of projects is professional.*
- ✓ *Ensuring the coordination and stability of all projects.*

Implementing the plan of action developed by the coalition brings its own challenges. The success of the plan depends on the full involvement of all the partners, gathering the necessary human and financial resources, good project management and careful coordination of all steps and all projects. The plan of action outlines a series of projects and interventions aimed at reducing or preventing crime and insecurity in the municipality. They will have been selected to respond to the strategies identified in the community safety diagnosis. They will respond to various safety needs, such as restoring a sense of security in a neighbourhood victimized by a series of recent burglaries, or improving the quality and efficiency of services designed to respond to victims of crime.

For each project/initiative in the plan, it is essential to identify an organization to take the lead responsibility, and clearly identify all other services, community organizations etc. who will be involved in that project. It is very important for project partners to be **connected, involved and engaged** for successful implementation. This can be accomplished by:

- Creating a team that identifies with the objectives of the initiative, is able to adapt to possible obstacles encountered, actively works to maintain the interest of all actors involved, but also understands the limits and constraints on the participation of each player.
- Making clear the exact nature of the contribution of each partner, and their anticipated resources. This may take the form of funding, human resources, technical or secretarial support, or the provision of material or equipment.
- Identifying, right from the start, the key personnel from each organization to be directly involved in the project. This ensures that the lines of communication among partners are clear and that there is continuity. These people should have a mandate from their organization, experience and sufficient room to manoeuvre to facilitate the smooth implementation of the initiative.

See over ➤

Project implementation involves **financial and human resources** contributed by all partners. Funding short and long term initiatives can be a challenge. It is essential to understand the importance of investing in crime prevention, and not to rely solely on volunteer support. This requires identifying the financial needs for setting up a project, making clear and convincing applications for grants, and continually assessing the short and long term financial needs, as well as preparing periodic reports for funding organizations.

In terms of human resources, each intervention needs to be able to count on the particular expertise of each of the different partners involved. Such expertise is not limited to those familiar with crime prevention and urban safety issues. It includes the following:

- The general design of projects (objectives, development stages)
- Organizational and budget planning
- Human resource management
- Tracking the finances and drafting management reports
- Time management
- Monitoring and evaluation

Avoid adopting a heavy and bureaucratic management style. Go for simplicity, efficiency and dynamism in implementing your projects.

Finally, it is important to work to balance and coordinate the various projects and stages of the overall plan of action. This is one of the tasks of the coordination team. Regular meetings between different project teams are very useful. They provide an opportunity to exchange experiences, common problems and solutions, and help to build a real spirit of involvement, synergy, and purpose among all those involved in the strategy and in creating community safety.

■ For more information:

- *Primer on Municipal Crime Prevention*, 2000
Federation of Canadian Municipalities www.fcm.ca
- *Local Crime Prevention Toolkit*
CSIR Crime Prevention Centre, Pretoria, South Africa bholtmann@csir.co.za

Stages of the Process

Monitoring and evaluating a plan of action

How can you ensure good monitoring and evaluation of your action plan?

- ✓ *This is the job of both the coordination team and the local coalition.*
- ✓ *Attention must be given to measuring process and outcomes from the start.*
- ✓ *Identifying relevant indicators.*
- ✓ *Evaluating the quality of the local partnership process.*

The plan of action requires particular attention to monitoring and evaluation. Implementing and sustaining multi-agency and sector projects, often using multidisciplinary approaches, is never easy. New local partnerships, or expanded partnerships, where people are called upon to work together for the first time, also present many challenges.

Monitoring and evaluation are just as important as the other stages of developing the crime prevention strategy. They are invaluable in enabling you to demonstrate that a strategic preventive approach can reduce problems of crime and insecurity, and that traditional criminal justice responses are not the only solution.

While the **local coalition** is responsible for overseeing the overall strategy, responsibility for monitoring operational aspects of the action plan rests with the **coordination team**.

The **coordination team** plays a key role in the development and implementation of the strategy. It sustains good links between the different partnership members, and offers essential technical support to projects in the action plan. This includes:

- ensuring that initiatives are well managed overall, time-tables met, and all appropriate actors fully involved
- making regular progress reports on the action plan to the local coalition or advisory council

- providing support to the start-up of projects, especially funding and the appointment of working groups
- acting as the liaison between different partners, but
- taking care to avoid assuming responsibility for day-to-day project management.

The local coalition or Advisory Council is responsible for monitoring the crime prevention strategy. This involves:

- careful attention to progress reports prepared by the coordination team
- making any necessary modifications to meet the objectives and goals of the strategy – this is very important to enable projects to be adapted to local needs and circumstances, and overcome difficulties encountered in practice
- making adjustments for any management problems that can impede project goals and objectives
- regularly informing the public, local partners, and funders on the implementation of the plan of action
- formally consulting practitioners and others on the overall priorities and direction contained in the plan.

See over ➤

Evaluation of the overall impact of the plan of action, and of specific projects, requires attention from the start of the partnership. This is also likely to be a requirement of funders who subsidize projects.

This depends on the accuracy of the analysis of problems of crime and insecurity identified in the local safety diagnosis. To a large extent the quality of this information will determine the capacity to measure the results of the action plan. From the start, it is important to ask the following questions:

- What situation do we wish to change?
- What are the main aspects of this problem?
- What are its causes?
- What should our objectives be?
- What action should we take?
- How do we measure whether we have achieved the objectives set?

The objectives may differ e.g. to reduce specific crimes or behaviour, such as vandalism, burglary or assault; to reduce the sense of insecurity in a neighbourhood or public places; to encourage greater community involvement. Each of these objectives will call for different measures of evaluation and impact, such as:

- A decline in reported crime or in the specific offence targeted
- A decline in levels of victimization - measured by surveys before and after the intervention
- An increase in the sense of security - measured by surveys before and after the intervention
- Increased use of public equipment or spaces
- Revitalization of neighbourhoods and an increase in community activity.

The members of the local coalition must consider which indicators can be used to evaluate the overall strategy, and develop an evaluation plan. This needs to take account of the fact that some projects can be expected to take longer than others to show an impact. Those which aim to work with vulnerable groups or those most at risk, and using social development approaches, may only show results in the long-term. Projects which use situational approaches to reduce the opportunity for crime, are likely to show an impact in the short-term. It is important to consult regularly, and keep everyone, including the public, aware of the anticipated impacts of projects in the action plan.

The municipality can decide to appoint consultants (e.g. through a local university) to assist with the evaluation plan, as well as with other stages of the plan of action. Overall, evaluation should be undertaken with all those involved. Finally, the coalition should also undertake self-evaluation periodically, asking such questions as:

- Are we including all key partners?
- Are we working well together?
- Are we maintaining the involvement of all members?
- Are all members managing to mobilize the appropriate resources necessary for the implementation of the action plan?
- Is there evidence of a new and healthy culture of partnership?

■ For more information:

- *You Can Do It: A practical tool kit for evaluating police and community crime prevention programmes*, 2001
National Crime Prevention Centre, Canada www.prevention.gc.ca
- *The Nacro Guide to Monitoring and Evaluation*, 2001
Nacro, England www.nacro.org.uk/
- *Guidelines for Evaluating Community Crime Prevention Projects*, 2003
National Crime Prevention, Australia www.crimeprevention.gov.au
- *Local Crime Prevention Toolkit*
CSIR Crime Prevention Centre, Pretoria, South Africa bholtmann@csir.co.za

Stages of the Process

Coordination

Why is coordination so important?

- ✓ *To ensure that the action plan is well integrated and coherent.*
- ✓ *To support the local strategy through all stages of its development and implementation.*
- ✓ *To ensure that the expertise of all partners is well utilized.*

For a municipality involved in mobilizing a coalition of partners to develop and implement a community safety strategy, the success of the overall strategy depends to a large extent on good coordination. The municipality must be able to rely on the technical expertise of an individual, or a small team, to ensure that the coalition and the plan of action work well. This is important for keeping the coalition engaged, focused, and energized at all stages of the process.

Good coordination enables the municipality:

- to mobilize, liaise with and energize all institutional and community partners at the municipal level
- to analyse problems of crime and insecurity in the municipality and coordinate the development of the local action plan with all the partners
- to facilitate the development of a coherent set of strategies based on the action plan, and the priorities established by the partnership, and to contribute to the mobilization of resources to ensure their sustainability
- to follow-through individual projects in the action plan, prepare progress reports for the partnership and funders, and to intervene or modify projects when problems arise

- to develop measures of the impact and outcomes of projects and initiatives, and an efficient consultation strategy with elected officials, institutional and community partners, the public and the media.

Partnerships in crime prevention and urban safety are demanding. In recent years a number of municipalities in Canada and other countries have created positions such as urban safety coordinators, or developed small multidisciplinary coordination teams for this purpose.

In the majority of cases, they are directly attached to a political authority (e.g. Mayor's Office, Advisory Council, Public Safety Committee) or an administrative office (e.g. the Executive Director) which then assumes municipal leadership of the initiative. The coordination teams often include personnel seconded from other municipal services such as the police, education boards, health or social services, or seconded or recruited from the private sector.

See over ➤

Their specific tasks often include:

- Collection and analysis of data on crime and insecurity in the municipality
- Liaison with practitioners to get to know their concerns, encouraging them to join the local coalition partnership and to invest resources
- Preparation of the community safety diagnosis, documents on specific problems, summaries of reports or consultations, making recommendations for action, progress reports and evaluation
- Organization and support of the local coalition (annual assembly, monthly meetings, working groups, consultations, publicity, etc.), aid in the development of projects (objectives, methods, required resources, expected results) assistance in the resolution of implementation problems as they arise, and maintenance of good cooperation between partners), monitoring and coordination of projects in the action plan (to ensure that objectives, and set deadlines are met)
- Identification of financial sources, preparation of funding applications and negotiation with funders (governmental programmes, foundations, sponsorships, etc.)
- Development of evaluation criteria and performance measures, in collaboration with specialists and community organizations, and development of communication tools (news bulletins, Internet site, journal articles, videos, annual reports, etc.)
- Liaison with other municipalities or city associations to promote good crime prevention practices.

Therefore, the position of coordinator, or membership of the coordination team, requires people with a range of skills and abilities including:

- Academic training in an appropriate discipline, not necessarily only in criminology
- Work experience in the area of public security (e.g. police, probation), social development (e.g. education, health) or in urban management (e.g. urban development or planning, recreation, community development)
- Knowledge of issues relating to crime, violence and insecurity, and in a municipal context
- Planning, organizational, analytical, and writing skills
- Good political judgement and an ability to take initiative and work autonomously
- Good communication skills and the ability to work as a team player

Coordinators or local coordination teams are pivotal for the crime prevention partnership.

■ For more information:

- *What Works? Partnerships, Coordination and a Holistic Approach* in *Models of Practice for Community Safety and Crime Prevention*, 2000
Jill Lightwood. National Crime Prevention Strategy www.prevention.gc.ca
- *Community Coordination to Improve Women's Safety*, 1999
Caledon Institute of Social Policy www.caledoninst.org
- *An Overview of Crime Prevention in Victoria*
Elizabeth McMillan, Director Crime Prevention Division.
Ministry of Police and Emergency Services, Victoria, Australia www.aic.gov.au

Stages of the Process

Funding

How can partnerships and safety initiatives be funded?

- ✓ *The municipality must invest in the coordination of the initiative.*
- ✓ *The partners must provide some financial support for projects.*
- ✓ *Federal, provincial and territorial governments can support some initiatives.*

Without doubt, the success of the entire municipal crime prevention strategy depends on adequate financial support for the partnership process and the action plan. Funding is often a complex issue, especially in terms of ensuring support for the partnership and initiatives over the medium and long term.

It is essential that the municipality understands that financial support for the strategy is an investment in the quality of life of the community. While it can call on volunteers to help implement some aspects of the plan, the strategy must be able to draw on separate and adequate financial resources. Significant and specific funds are usually set aside for public safety in a municipality, including policing. Similarly, prevention must be seen as one aspect of municipal public safety. Some financial support may also be derived from the contribution of the various institutional and community partners.

From the start, it is important to identify the financial needs at each stage: establishing partnerships, community safety diagnosis, developing the action plan, implementation and evaluation. Continuity at all stages of the crime prevention process is essential. Individual projects within the plan may require specific financial and technical support. Funding sources must then be identified to meet those needs.

The municipality must be ready to allocate financial resources to the overall strategy. Making a financial commitment is the clearest way of strengthening the profile and credibility of the initiative, and engaging other partners. The municipality's investment can include:

- funding the recruitment of specialized staff to oversee the strategy
- assuming direct responsibility for certain components, e.g. improvements to urban design or community policing
- making qualified staff available for certain projects
- providing office space, equipment and services (furniture, computers, telephones, photocopiers, etc.)
- subsidizing community organizations engaged in relevant projects/activities.

See over ➤

Public sector partners such as schools and school boards, health and social services, housing agencies etc., can also provide support in-kind by:

- assuming direct responsibility for certain initiatives (e.g. school conflict resolution or projects to support children and families at risk)
- funding specific projects or organizations developing prevention programs, providing aid to victims
- offering technical expertise and personnel
- providing support in the form of goods and services.

The private sector (businesses and industry) can provide real support by:

- Helping to fund situational prevention programs to improve security in corner shops, theft of motor vehicles, or the re-vitalization of local streets and shopping areas.
- Funding or commissioning projects and activities developed by other public sector or community partners
- Making expertise or technical services available for the development or management of projects
- Providing support in terms of equipment and materials.

Finally, the federal and provincial governments can offer programs to support community security and crime prevention efforts. At the federal level, the Department of Public Safety and Emergency Preparedness Canada offers funding programs as part of its National Crime Prevention Strategy. The programs are aimed at preventing crime through social development with a particular emphasis on children, youth, women and Aboriginal people. Provincial governments may also support the activities of organizations that are aimed at enhancing security.

Funding for crime prevention in Quebec

In Quebec, the Government of Canada's National Crime Prevention Strategy programs are co-managed with Quebec's Ministère de la Sécurité publique (MSP). A joint management committee comprising representatives of the Government of Canada, the government of Quebec, and of the community reviews projects and makes appropriate recommendations to the Government of Canada for the granting of funds. For more information about these programs, please consult one of the following Internet sites:

www.prevention.gc.ca or www.msp.gouv.qc.ca

In addition, the Ministère de la Sécurité publique manages or co-manages two other crime prevention funding programmes:

- The Funding Programme Stemming from the Sharing of Proceeds of Crime can support crime prevention projects targeting youth, such as preventing bullying, or violence in personal relationships. The funds allocated to this program are mainly reserved for local community organizations.
- The Insurance Bureau of Canada and MSP Funding Programme can support crime prevention projects targeting specific problems of interest for the insurance industry, such as vandalism or breaking and entering, through a prevention approach aimed at reducing opportunities for crime.

Funding for crime prevention in other provinces and territories

Funding for crime prevention initiatives might be available from programmes under the responsibility of the provinces or territories in the different regions of Canada. Please consult the Internet site of your provincial or territorial government.

For more information:

- *National Crime Prevention Strategy*
National Crime Prevention Centre, Public Safety and Emergency Preparedness Canada
www.prevention.gc.ca
- *Crime Prevention Funding Programmes*
Ministry of Public Safety, Quebec www.msp.gouv.qc.ca
- *Funding Community Safety, 1999*
Crime Concern, Swindon, England www.crimeconcern.org.uk

*Stages of the Process***Communication and Consultation**

Why is communication and consultation so important?

- ✓ *To help decide priorities and understand public perceptions about local crime problems.*
- ✓ *To maintain the interest and active involvement of all partners.*
- ✓ *To validate the plan of action and its outcomes.*

This Toolkit has often mentioned that the municipality is the level of government closest to the public. It is well positioned to consult them on their safety needs, and to encourage their active involvement in all stages of the development and implementation of the community safety strategy.

Regular interaction with the public helps to increase understanding about the initiative, and also to maintain a high level of involvement and interest among institutional and community partners. It also ensures that there will be a real appreciation of the results of projects on the ground. Local counsellors can also raise issues of public safety during municipal elections, and invite the public to discuss ways of reducing crime and insecurity.

The municipal department responsible for communication needs to develop a *communication strategy* to convey a real sense of the vision and shared responsibility for preventing crime, which the local partnership is taking on. Communications staff might want to use some of the following approaches:

- Showing how crime prevention is a cross-cutting priority in the municipal planning strategy, and in the overall development plan of the municipality.
- Setting up mechanisms and opportunities for the municipal council to consult with partners and the public in general.
- Making use of all appropriate public meetings to encourage the involvement of local services, organizations, community groups and citizens in the initiative.
- Use existing communication tools such as municipal newsletters, bulletins, and websites etc., to publicize the initiatives and provide regular updates on progress.
- Develop new communication tools or techniques to increase communication and interaction between the public and coalition activities (eg. interactive theatre, special campaigns, etc).
- Organize press conferences and public activities to publicize the crime prevention strategy, report on progress and results, and highlight the involvement of all the partners.

◀ See page 4

Brent Crime and Disorder Audit Questionnaire

Brent Crime Prevention and Community Safety Partnership

London Borough of Brent (UK), 1999

Please fill in your answers to the following questions:

1. I think that this Audit gives a good picture of the crime and disorder problems in Brent.

☐ strongly agree ☐ agree
☐ disagree ☐ strongly disagree

2. Do you think there are any crime and disorder problems we have not mentioned that should be included as a priority?

☐ yes ☐ no

Describe _____

3. Please let us know if you agree or disagree with the analysis in the audit of the following problems.

	strongly agree	agree	disagree	strongly disagree
Burglary				
Robbery				
Young people as victims				
Young people as offenders				
Racial incidents				
Domestic violence				
Drug & alcohol related crime and disorder				
Fear of crime and disorder				
Road injuries				

4. I think that the proposed general strategy and options for action outlined in the audit is right.

☐ strongly agree ☐ agree
☐ disagree ☐ strongly disagree

5. Please can we have your comments on the proposed options for action to tackle the following problems.

Please rank each problem according to priority :
 1 = top priority, 9 = bottom priority.
 If you need more room, please use a separate sheet of paper.

Burglary _____

Robbery _____

Young people as victims _____

Young people as offenders _____

Racial incidents _____

Domestic violence _____

Drug & alcohol related crime and disorder _____

Fear of crime and disorder _____

Road injuries _____

See next page ➤

6. Brent's Crime Prevention Strategy and Partnership has already identified the following concerns about crime in Brent.

Please let us know if YOU agree that they should be a Priority for Action.

Should be a priority for action	strongly agree	agree	disagree
Street robbery			
Burglary at homes/ break-ins			
Drug related crime/disorder			
Alcohol related crime/disorder			
Reducing fear of crime			
Violence/assaults			
Crime committed by young people			
Crime committed against young people			
Domestic violence			
Crime committed against elderly people			
Racial crime and racial harassment			
Crime on housing estates			
Helping victims of crime			
Crime on buses, subway and rail			
Theft of, or from cars			

7. Which of the above concerns do you think are the most important to tackle in Brent?

1. The most important is: _____
2. Second, most important is: _____
3. Third, most important is: _____
4. Fourth, most important is: _____
5. Fifth, most important is: _____

8. Are there any other crime and disorder problems in Brent you think should be tackled?

☐ yes ☐ no

If YES, please say which ones _____

9. To what extent do you feel threatened by crime in your area?

☐ a great deal ☐ a fair deal
☐ not very much ☐ not at all

10. How would you like the Council and Police to help you and your local community in the future?

Please specify

11. Have you been a victim of any of the following crimes in the past 12 months?

	Have been a victim		More than once		Did you report in to the police	
	Yes	No	Yes	No	Yes	No
Street robbery						
Burglary of homes/ break-ins						
Theft of car						
Theft from car						
Assaults/violence						
Racial harassment						
Domestic violence						
Burglary of offices, shops, etc.						
Robbery from commercial premises						
Threats by neighbours						
Threats by young people						
Threats by other strangers						
Sexual assault						
Graffiti/vandalism						
Bogus callers						
Drug abuse/disorder						
Alcohol abuse/disorder						
Other (specify)						

12. Are there any particular areas of the borough you avoid because of fear of crime?

☐ yes ☐ no

If YES, please state where and whether day and/or evening
 Day - Where? _____ Evening - Where? _____

13. My age is:

☐ under 18 ☐ 18 - 24 ☐ 25 - 34 ☐ 35 - 44
☐ 45 - 54 ☐ 55 - 64 ☐ 65 - 74 ☐ more 75

14. Sex: I am ☐ Male ☐ Female

15. Ethnic origin: I would describe my ethnic origin as:

☐ White British ☐ Caribbean ☐ Polish ☐ Bangladeshi
☐ Irish ☐ African ☐ Chinese ☐ Pakistani
☐ White other ☐ Indian ☐ Other _____

16. Where I live:

☐ Renting council ☐ Renting other
☐ Owner occupier ☐ Living with family/friends
☐ Homeless ☐ Other _____

The *public sector, community and private sector organizations* in the partnership can use their own publicity networks, newsletters and websites to publicize the initiative and project developments.

A *consultation plan* which covers *all the stages* of the development of the crime prevention strategy, the plan of action, and its implementation, is important. This gives the public an opportunity to contribute to each stage, including the priority choices for action, and the kinds of interventions selected.

At the *community safety diagnosis* stage, the municipality may decide to use a victimization survey to measure actual experience of crime and insecurity in the city, or selected neighbourhoods. They may distribute questionnaires to assess the public's view on safety issues, and contributing factors, or set up exploratory walks that allow the public to identify areas in the urban environment where they feel insecure. Once the community safety diagnosis is completed, it is important to inform the public about the findings through formal consultation meetings.

In the same way, the *selection of priorities for action* by the partnership coalition needs to be the subject of public consultation. A brilliant action plan will

not survive in the long-term if the public is not on side. Close attention also needs to be given to public consultation on the *proposed methods of intervention*. Many projects in the plan are going to be implemented in neighbourhoods, public spaces or among families. This makes it crucial that there is good public debate beforehand. Taking time to conduct full consultations is important for avoiding and not exacerbating problems and tensions in a neighbourhood. Projects which are directed at street prostitution or delinquent behaviour by groups of young people, for example, need to be very carefully thought through and discussed with all sectors of the public.

It is equally important to provide opportunities for informing the public on *the progress of the action plan*, and some of the ways in which difficulties and obstacles have been overcome. This can be through regular forums or meetings. These can also be occasions to ask the public about their perceptions of any changes and improvements in their neighbourhood, following action taken.

Below is a copy of a questionnaire developed by the London Borough of Brent in England, which was designed to assess public views on crime and insecurity in the Borough, as part of the development of their community safety action plan.

■ For more information:

- *Guidance on Community Cohesion*, 2002
Local Government Association, UK www.homeoffice.gov.uk/docs/cc_guidance.pdf
- *Crime Stories: A Guide to Communications Strategies in Community Safety Partnerships*, 2001
Nacro, England www.nacro.org.uk
- *Brent Crime and Disorder Audit Questionnaire*, 1999
Community Safety and Development Unit, London Borough of Brent, England www.brent.gov.uk/crimezone

Stages of the Process

The Role of the Media

How can the media contribute to community safety?

- ✓ *As a partner in the entire enterprise.*
- ✓ *By developing and using a 'civic journalism' approach.*
- ✓ *By ensuring greater visibility throughout the strategy.*
- ✓ *By helping to project a more positive image of young people.*

It is well known that the media have a major influence on public perceptions about crime, violence and insecurity. Their role is, after all, to report on events on a daily basis. Crime and acts of violence are often given major coverage by television, radio, the press and even the internet. Very often that coverage is over sensationalized.

Sensationalist reporting of crime, and especially violent crimes, by the media can often contribute to increasing the public's feelings of insecurity. Crimes are rarely presented in the context which allows them to be put into perspective in terms of the prevalence, or their causes. Similarly, relatively little attention is given to good prevention projects or their outcomes.

Given this situation, without strong local media support the coalition is likely to be hampered in developing and implementing its plan of action. The committee needs to develop a special relationship with the media - one that goes beyond using them as a simple advertising tool for public announcements. Instead, they need to work to influence general reporting practices on crime-related issues, throughout the development and implementation of the strategy. Cooperation between the media and the municipal team responsible for the crime prevention strategy can bring about real changes in attitudes to crime and in levels of insecurity.

A number of different approaches can be used:

- *Including the media:* Local media representatives could be invited to attend meetings of the local coalition, and local neighbourhood meetings, so that they are more directly informed about the problems affecting the community, and about the work and objectives of the partnership. This can lead to more balanced reporting on crime by media representatives. The media could be asked to designate a specific journalist to cover the work of the coalition, and to report on a regular basis.
- *Getting messages out to the public:* The local coalition could ask the media for their specialized help in developing clear and creative ways to get messages out to the public - through television, newspapers, public announcements, as well as developing information leaflets, summary reports, and in measuring the impact of projects,

➤ *Encouraging public cooperation and feedback:* The media could help the local coalition to organize public events, and foster debate and feedback. For example, they might host community meetings to discuss neighbourhood safety concerns and possible solutions with local residents and stakeholders. Community events also encourage members of the community to get to know one another, and can help foster community spirit and a greater sense of security. (See for example the Parkdale 'Here and Now Festival' below).

➤ *Civic journalism and pro-actively controlling media stories around crime:* Greater media involvement can help to foster a sense of responsibility and civic journalism among the members of the local media. Media stories around crime prevention can also be controlled more pro-actively through the reporting of positive achievements (e.g. the results of specific crime prevention projects). (See example of Charlotte, USA, below).

➤ *Providing positive images of youth:* Youth tend to be blamed for much local crime and disruptive behaviour, especially in public places. Reporting on the positive contributions made by young people in the community, including crime prevention initiatives, school and volunteer work and recreational activities, as well as their struggles, can all help to foster better images of youth among the public. The Media Awareness Network is one initiative that provides a voice and tools for Canadian youth, including Aboriginals and visible minorities, who want to challenge their negative portrayal in the news media.

I think that people our age are portrayed by the media as violent, lazy and uneducated. I myself have held down two jobs, am going to high school fulltime and take high school classes on the Internet. I would like to see, for once, something put forward to the public to let them know we are not lazy people.

Speak Out

MNet's online discussion group for youth:
www.media-awareness.ca

See over ➤

Examples of civic journalism and the positive involvement of the media are illustrated below:

Civic Journalism: Taking back our neighborhoods, City of Charlotte, USA

Problem

In 1993 the City of Charlotte, USA encountered severe problems of drug abuse and violence. Some neighbourhoods were especially stigmatized as the main location of the problem. In the same time, two police officers were killed by car thieves in the area, leading to high levels of public insecurity.

Plan of Action

At the instigation of the Mayor and the Chief of Police, journalists assigned to report on municipal affairs in the community newspaper 'The Charlotte Observer', decided to change their coverage of criminal events and analyze the causes and real impact of violence in the neighbourhoods. A special operation called 'Taking Back our Neighborhoods' was launched. The newspaper sent a team of reporters to cover community meetings organized with local people (e.g. municipal workers, police, merchants, etc.). The meetings allowed local problems and possible solutions to be discussed fully, and led to the development of a concerted local prevention strategy. The careful coverage by the newspaper was matched by good coverage in the electronic media.

Impact

'Civic journalism' is concerned with the responsibility of the media in supporting communities and encouraging positive involvement in solving local problems. Such an approach allows the media to contribute by giving the public the tools to become actively involved in resolving neighbourhood problems. The earlier sensationalist coverage of crime and violence had not contributed to the engagement of local residents. In 1994, no murders were committed in Charlotte, and the overall rate of crime was reduced by 24%, and violent crime fell by 48%.

Key Partners

Mayor, police, community members, journalists, municipal commissions, and merchants.

Here and Now Festival, Parkdale, Toronto

Problem

In the early 1990's, the Parkdale community in Toronto became the target of negative publicity in the media, because of problems of prostitution, drug use, and police harassment of street people.

Action

In 1994, a group of Parkdale residents and members of the Parkdale Village Ratepayers Association formed a volunteer committee to promote Parkdale in a positive way through organizing special events for the public. In 1995, the committee organized the 'Here and Now Festival' which served to bring members of the Parkdale community together and draw media attention to local youth talent in the community. Rogers Cable Television and City TV were invited to attend the 3-day event and report on the festivities that occurred.

Impact

Since its inception, the Here and Now Festival has expanded by partnering with other groups in the area, such as the Village BIA to create 'Parkdale Festival Week '99, a week of celebrations including art, theatre and dance. It has brought residents closer together, and allowed the public to recognize and accept the diversity of the community.

Partners and Additional Funding

The City of Toronto, Parkdale residents, the Toronto Metropolitan Police, the Parkdale Village BIA, Parkdale Community Focus, the Masar Cowan Center, the Parkdale Library, Rogers Cable Television, City TV and many local business sponsors who have donated goods and services. www.parkdalevillage.com/festival/

For more information:

- *Le traitement de la nouvelle criminelle - Une nouvelle perspective: le journalisme civique!* in *Intersection*, Bulletin d'information et de liaison sur la police de type communautaire, no 3. 1996
- Media Awareness Network www.media-awareness.ca
- *Here and Now Festival*, Parkdale, Toronto www.parkdalevillagebia.com
- *Working with the Media*. Youth in Action Newsletter (March 2000), 14 National Youth Network. U.S Department of Justice, Office of Juvenile Justice and Delinquency Prevention www.ncjrs.org
- *Partnering with the media to build safer communities. Toolkit*, 1995 National Crime Prevention Council, Washington, DC www.ncpc.org
- *Stories in a Park, Second-Generation CPTED in Practice: Reducing Crime and Stigma Through Community Storytelling* (September 2003) Wendy Sarkissian. *The CPTED Journal*, vol. 2, issue 1.

Stages of the Process

Municipalities in action

Have any Canadian municipalities developed community safety strategies for their cities?

- ✓ *Several municipalities have initiated safety and prevention strategies and programmes.*
- ✓ *They put an emphasis on analysing problems, bringing together key actors and targeting and adapting interventions.*
- ✓ *Their work has been sustained over a number of years.*

In the course of the past ten years, municipalities in all regions of the country have established strategies to reduce and prevent crime and insecurity in their area. Some of these strategies have been in place for a number of years, and their work has been developed and adapted to the different types of crime problems they have experienced. Others have set up consultation

mechanisms and developed plans of action. Several have developed original solutions to the problems confronting their communities, which has helped to make them safer and strengthen a sense of community across the city. The examples below illustrate how three municipalities have responded to the challenges of creating safer communities through strategic action.

The Waterloo Region Municipality (Ontario) More than ten years of strategic action

The Waterloo Region Municipality groups together the three municipalities of Cambridge, Kitchener and Waterloo, as well as four rural areas. It has a population of 450,000 inhabitants. In the 1990's, it put in place the *Community Safety and Crime Prevention Council of Waterloo Region Ontario* (CS&CPC).

The Council's principal mandate is to coordinate crime prevention and community safety activities across the region. It includes some thirty representatives of institutions and community organizations: elected regional councillors, directors of municipal services (including police services, sports and urban planning) education, health, social services, housing, and community groups and businesses etc.

The different stages of its development are outlined below, and illustrate some of the achievements, as well as the difficulties, likely to be encountered in setting up and sustaining strategic community partnerships in crime prevention.

In 1993

On the initiative of Mr Andrew Telegdi MP, a member of the Regional Council, a Waterloo Region crime prevention *Steering committee* was established, chaired by the Chief of Police, Larry Gravill. The committee eventually included members from the police, health, education and social services, as well as community representatives.

In 1994

Inspired by the use of multi-disciplinary approaches and the example of a group of Texas mayors (Texas Action Plan T-CAP), seven mayors met together. This led to the establishment of the *Community Safety and Crime Prevention Council of Waterloo Region* (CS&CPC). The goal was to reduce crime and increase the quality of life experienced by residents in the community. Political leadership and partnerships with the police were established from the start.

In 1995

Recognizing that volunteer action alone could not support effective crime prevention, and that financial resources were needed, the Regional Council approved a budget of \$225,000 (over three years) to support initiatives developed by the CS&CPC. A **Co-ordinator** Christiane Sadeler was hired, and eight sub-committees or **Actions Teams** were created to address specific issues:

See inside ➤

- community partnership,
- research and development,
- safety in public spaces,
- alternative justice approaches, neighbourhoods.
- older adults,
- youth,
- the media,

The Coordinator acted as facilitator and link between each action team, the CS&CPC and the Council.

In 1996

The Council released its first comprehensive report, based on the work of the eight action teams, with 50 recommendations. Public feedback on the report was sought through town hall meetings, surveys and focus groups.

In 1997

As a result of the feedback, a new Council team structure was developed. Family violence, and public perceptions about crime were identified as additional crime prevention concerns. An annual Justice Dinner was set up to raise awareness about community safety. Four additional Action Teams were created (of which three remain today):

- Communication Strategies Action Team
- Child, Youth and Family Action Team
- Safer Communities Action Team
- Community Justice Action Team

Each action team identifies their **work plans** and **goals** for the year, and submits a progress report to the CS&CPC and the Regional Council. The action teams now include many community members.

In 1998

The CS&CPC:

- launched its Newsletter *Prevention Matters*
- published a guide *Launching a Community Coalition for Crime Prevention and Safety* (with funding from the National Crime Prevention Centre (NCPC))
- developed a *Neighbourhood Action Kit* (with funding from Ontario Solicitor General)
- developed a public-service announcement with CKCO-TV.

In 1999-2000

CS&CPC was named a good practice by the United Nations Best Practices and Local Leadership Programme. It developed guidelines for sponsorship and partnership protocols, and reaffirmed its key focal points as: **communication, partnership, planning and development**. A three-year Safe and Sound project was launched in three selected neighbourhoods (funded by NCPC).

In 2001-2004

The Council's budget has doubled to just under \$350,000 per annum, and it now has an independent but integrated office within regional government: Crime Prevention Resource Place. The completed *Safe & Sound Project* project has been the catalyst for on-going work in three neighbourhoods including a conflict resolution programme in a high risk neighbourhood, and a well-supported and recognized youth and teen programme in an area where nothing had existed for youth. New regional surveys on youth and on victimization and perceptions have been conducted. Workshops have been hosted with local community partners on a range of topics – harm reduction, conflict resolution, youth at risk, capacity building for families etc. It launched its *Look Deeper* campaign (sensitivity curriculum), which is being used by recreational and educational organizations in the Region and across Canada, and the Council has been asked to develop a comprehensive violence prevention plan for the next 25 years.

For more information:

- See CS&CPC website: www.preventingcrime.net and www.violencefree.net
Or contact: Christiane Sadeler
Coordinator Community Safety and Crime Prevention Council
Regional Municipality of Waterloo
99 Regina Street South
Waterloo, Ontario N2J 4G6
Tel. (519) 883 2305; Fax (519) 883 2234

**City of Toronto
Community Safety Plan**

This case study illustrates how a large city has developed an integrated and high-level community safety strategy which adapts and responds to emerging needs.

January 1998

A *Task Force on Community Safety* was created at the first meeting of the City Council of the newly amalgamated City of Toronto. Its mandate was to develop a comprehensive, co-ordinated and community-based plan that would make the city a world leader in crime prevention.

March 1999

The Toronto City Council approved the final report of its Task Force '*Toronto, My City, a Safe City: a Community Safety Strategy for the City of Toronto, February 1999*' (Report available at www.toronto.ca/safety/sftyprpt.htm).

The five priorities in the Task Force Report were:

1. Strengthening neighbourhoods
2. Investing in children, youth and families
3. Policing and justice
4. Information and co-ordination
5. Making it happen: information, evaluation and monitoring

The report proposed the re-establishment of the task force to monitor the implementation of the recommendations, to respond to crime prevention issues as they arise and to promote a co-ordinated approach among all partners. Council established the reconstituted *Task Force on Community Safety* (CSTF) in November 1999, with a revised mandate. The immediate priorities of the new Task Force were to facilitate the implementation of the community strategy agenda, and to establish the City as a leader in community safety and crime prevention, by positioning these issues as a priority for the City. Other goals included keeping up to date on best practices and innovative approaches, and responding to emerging community safety issues that impacted on the quality of life in the City.

An *Action Plan* was approved in July 2001, leading to the establishment of seven inter-departmental working groups, which have recommended and implemented a series of initiatives:

- Safety Audit Work Group
- City Watch Work Group
- Safety Awards Work Group
- Women Abuse Work Group
- Progress & Monitoring Work Group
- Youth and Safety Subcommittee
- Youth Gang Work Group

The mayor also established a related *Strategy to Promote a Safer Toronto for Youth* in 2002. A summary of the work of the Task Force and its working groups was completed in 2003: *Task Force on Community Safety: Key Activities & Accomplishments September 2003*. (www.city.toronto.ca/community_safety)

March 2004

Following elections in November 2003, Toronto City Council adopted a new *Community Safety Plan* (CSP) proposed by the Mayor. The CSP builds on the work of the former Task Force on Community Safety as well as a broad range of existing programmes designed to improve community safety. These include community safety and violence prevention programmes provided by the City and its community based partners. The CSP recognizes the importance of balancing enforcement and prevention initiatives.

It has the following main components:

- 1) Establish a Mayor's Panel on Community Safety
- 2) Establish a Community Safety Secretariat
- 3) Develop neighbourhood action plans for key at-risk communities
- 4) Target programmes and services to designated at-risk neighbourhoods
- 5) Fast track the development of innovative programmes to combat gun use and gang involvement
- 6) Engage the corporate sector in developing additional employment opportunities
- 7) Advocate with senior orders of government regarding legislation
- 8) Expand the Community Crisis Response programme
- 9) Engage Councillors in developing or expanding community safety initiatives in their wards.

The Mayor's Panel on Community safety will guide the implementation of the Community Safety Plan and provide strategic advice on community safety issues. The priority focus for the panel will be finding solutions to gun-related violence and creating new opportunities for at-risk communities.

While the CSP is currently being implemented, a Community Safety Secretariat is being established in the Social Development and Administration Division of Community and Neighbourhood Services to coordinate and implement the CSP and develop policy on safety issues.

Montreal (Quebec)
Urban Security: a key aspect of the quality of life

Over the last 20 years, a sustained initiative has been implemented to ensure a safe and peaceful environment throughout the City of Montreal, which includes over 1.8 million inhabitants. The participation of municipal authorities has taken different forms, depending on the challenges posed to the city by crime, violence and insecurity. The approach taken emphasises community-based action, as well as citizen participation, and takes into consideration the needs of the most vulnerable sectors of the population. It relies on partnerships between the municipality, other institutions, and community organisations.

A neighbourhood prevention strategy

A number of prevention programmes have been implemented in the districts of the former city of Montreal, as well as in the former municipalities which have now been integrated (to varying degrees) into the much larger amalgamated City of Montreal created in 2003. Some of the noteworthy programmes include:

- Tandem Montreal this organization was established in 1982 and is based in the districts. The programme forges partnerships with community organisations interested in developing prevention projects or public education activities in their neighbourhood. The initial priority focused on residential burglaries, but the scope gradually widened to take into account a number of problems of security and violence. The municipality gradually increased its substantial financial contribution to the programme, to an annual budget of \$1.8 million. More than 150,000 citizens have been involved or included through public education activities every year within the framework of the project, and around 2000 activities a year are developed. Tandem Montreal has received numerous national and international awards of recognition.
- OSA (Objectif Sécurité Action) this organization has developed sustained prevention action in the district of Anjou since 1986. Over the years, the programme has focused on personal development projects, burglary prevention, and on special projects targeting gangs and extortion. The money invested by the local authorities has enabled them to mobilize other financial resources ensuring the continuity of projects.
- YMCA and by other community organisations have developed and sustained a series of projects in the former suburban municipalities, including youth support programmes.

The primary aims of these prevention programmes are:

- Improving the security of property by conducting security assessments of the home, property marking, neighbourhood watch, and preventing theft of and from automobiles;
- Improving the security of the person through activities for women, the elderly and new Canadians, through conflict resolution workshops and through educating people about the impact of crime, such as vandalism in schools;
- Improving the security of the population, notably by involving business people in issues such as women's safety, by reclaiming and making safer public spaces, and promoting social cohabitation.

Particular attention to the security of women

The programme Femmes et Villes, part of the social and community development service of the city administration, focuses mainly on questions concerned with the security of women in urban environments. This had been developed primarily in collaboration with the following initiatives:

- Holding a conference in 1992 on the security of women *J'accuse la peur*, and the creation of the Comité d'action femmes et sécurité urbaine (CAFSU) (Action Committee of Women and Urban Security);
- The symposium *Agir pour une ville sans peur*, (Acting for a Fear-Free City) organised in 1993, and the subsequent creation of a guide on the security of women in cities;
- The campaign *Et si deux millions d'hommes et de femmes décidaient de s'allier pour la sécurité des femmes?* (And if Two Million Men and Women Decided to Work Together for the Security of Women?) launched in 1994;
- The implementation of the service *Entre deux arrêts* (Between Two Stops) by the Société de transport de Montréal;
- The production of a directory of activities in Montreal entitled *Agir ensemble pour la sécurité des femmes* (Working Together for the Safety of Women) as well as the conception of CAFSU's toolbox *Sécurité des femmes: de la dépendance à l'autonomie* (Women's Safety: from Dependence to Independence);
- In 2002 the City of Montreal hosted the first International Seminar on Women's Safety.

A community-policing model

In 1995, the Montreal Police Services adopted a community-policing model that emphasised local area responsibility, a client-oriented and a problem-solving approach, and the development of partnerships with other institutions, community organisations and citizens.

Taking social problems into account

The City of Montreal plays an active role in joint and strategic initiatives targeting the kinds of social problems characteristic of big city agglomerations, such as prostitution, drug abuse, and homelessness. It works in close collaboration with the health and social services sectors among others on these issues.

A programme supporting citizen participation in urban security

Since 2003, the City of Montreal has implemented a new programme which aims to promote and support citizen participation in urban security at the local community level. This initiative depends on the establishment of a partnership with local community organisations and upon implementing a range of public education and prevention projects and activities.

For more information:

- City of Montreal www.ville.montreal.qc.ca
- Objectif Sécurité Action www.osa.qc.ca
- Women and Cities International www.femmesetvilles.org
- City of Montreal Police Service www.spcum.qc.ca

3

Who should take action ?

The role of municipal actors

- | | | | |
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| 3.1 Overview | 3.2 Mayor | 3.3 Municipal Council | 3.4 City Manager |
| 3.5 Police Service | 3.6 Urban Planning | 3.7 Public Works | 3.8 Health Services |
| 3.9 Sports and Recreation | 3.10 Parks Services | 3.11 Community Development | 3.12 Economic Development |
| 3.13 Permits and Inspection | 3.14 Public Transport Services | 3.15 Fire Department | 3.16 Cultural and Library Services |
| 3.17 Communication and Public Relations | | | |

The Key for Safer Municipalities

The Role of Municipal Actors

Safety and Prevention

The breadth and depth of municipal expertise

Mayor

- Political commitment
- Leadership and vision
- Mobilization of partners

Municipal Council

- Strategic orientation
- Public consultation
- Implementation and evaluation of results

City Manager

- Strategic planning
- Coordination of services
- Technical support

Urban Planning

- Environmental planning and urban design
- Norms and standards
- Neighbourhood renewal

Communications and Public Relations

- Keeping the public informed
- Public education campaigns
- Public surveys and consultations

Economic Development

- Local business support programmes
- Sensitization of the business community to prevention
- Promoting quality of life

Fire Department

- Safety visits in homes, schools and businesses
- Safety tips
- Safety and security analysis

Parks Services

- Safety design
- Maintenance and surveillance
- Activities for families and youth

Recreation

- Sports and cultural activities for all, including youth and families
- Programmes adapted to the needs of specific groups (e.g. teenage girls, ethnic communities)

Cultural and Library Services

- Cultural activities for groups at risk
- Vandalism prevention
- Activities focussed on peace and non-violence

Public Works

- Street lighting
- Maintenance of roads and public spaces
- Neighbourhood cleaning and maintenance

Police

- Community policing
- Technical expertise
- Public information campaigns

Community and Social Development

- Neighbourhood programmes
- Support for community groups
- Public awareness campaigns

Health Services

- Advocacy and public education
- Support for community organizations working with at risk groups
- Training on health-related initiatives

Permits and Inspection

- Standards and norms for buildings
- Health and safety inspections
- Regulating commercial activities

Public Transport

- Surveillance
- Public information campaigns
- Safety design and service adaptation

The Role of Municipal Actors

Overview

How can each municipal sector or service help to promote crime prevention in the municipality? **Each sector** of the municipality has a distinct role which enables them to contribute to the strategic crime prevention initiative in different ways. This applies to everyone from elected leaders to municipal services and local institutions, and the success of the initiative depends very much on their commitment and involvement.

In many cases, municipal services already help to prevent crime in the course of their day-to-day work. **Section 3** of the toolkit outlines the contribution which each service can make in a strategic way. They have been considered in three groups.

The leadership and general development and coordination of the strategy are the responsibility of the elected officials and those in charge of the overall administration of the municipality. They also have responsibility to direct the implementation of the action plan. This section presents the roles which must be played by:

- the Mayor
- the municipal council
- the city manager.

In addition, certain services have a particular technical expertise which is crucial to the development of the strategy, notably public security, urban planning and community development:

- police service
- urban planning and design
- parks services
- community development.

Other services can also have an important impact on prevention and community safety if their activities and development plans are integrated with the work of the other departments:

- sports and recreation services
- public works
- permits and inspections
- economic development
- public transport
- fire prevention
- cultural and library services
- communications and public relations.

The Role of Municipal Actors

The Mayor

What role does the Mayor play in promoting the strategic crime prevention initiative?

- ✓ *Make security a key priority for the development of their municipality.*
- ✓ *Exercise their leadership to mobilize partners.*
- ✓ *Give all levels the appropriate support to develop action at the local level.*

The Mayor, as the principal elected official in the municipality, is the leader who provides the vision for its development and future. The Mayor works to ensure that high quality municipal services are provided, at reasonable cost, for the economic, social and cultural benefit of the community.

Public security is an essential component of this process, since it contributes to the quality of life of the municipality. This is also an issue of great importance to all residents and constituents. Given its central importance, the mayor has a key leadership role to play in maintaining or improving community safety and the quality of life of the community through instituting a strategic crime prevention initiative. This includes the mobilization of institutional and community partners and the co-ordination of municipal services. Much of the success of the initiative depends on the Mayor's strength of conviction in the importance of the strategy and support for its at all stages.

In particular, the Mayor needs to:

- Ensure that public safety and crime prevention is a clear electoral priority for the municipality, and an integral part of the electoral platform and programme plan.
- Promote a balanced and inclusive approach to tackling problems of crime, violence and insecurity in the municipality. This requires a good understanding of the causes of such problems locally, and of the best ways of addressing them.

- Be the catalyst who will mobilize active forces in the municipality and who will be committed to working in partnership to achieve the goals of the initiative. These forces can be found within the various municipal services, public institutions such as schools, social and health services, within community organizations, and neighbourhood coalitions, church and faith groups, among the private sector (business and commerce), and citizens with a keen interest in the issues.
- Develop an active relationship with the media to publicise the strategic initiative, good news outcomes, and special public events.
- Be prepared to lobby all levels of regional, provincial/territorial and national government (at senior levels such as deputies and ministers) for support and concrete tools to assist in all stages of the development of the crime prevention and urban safety initiative.
- Play an active role in provincial/territorial and municipal associations such as the Canadian Federation of Municipalities, in order to promote municipal crime prevention policies, as well as the development and exchange of expertise and good practice within Canada and with cities in other countries.

See over ➤

The box below provides a powerful example of the active role played by a group of US mayors in the early 1990's to initiate, develop and maintain municipal crime prevention strategies with a range of partners.

Mayors United on Safety

Texas, U.S

Challenge

At the beginning of the 1990's seven major cities in Texas experienced sharp increases in levels of crime and insecurity and their mayors took the leadership to respond. These were the cities of Arlington, Austin, Corpus Christi, Dallas, Fort Worth, Houston, and San Antonio.

Action

The mayors adopted a proactive approach which put an emphasis on:

- creating a road map to reach the goals;
- focusing effort where action was needed and likely to be productive;
- avoiding the "business as usual" trap;
- maximizing the use of existing resources;
- tailoring its approach to local needs;
- building new commitments, partnerships, and resources;
- reflecting on and incorporating changes in the real world outside the planning room; and
- dealing more effectively with contingencies and emergencies.

A crucial stage for each municipality was the establishment of a local crime prevention coalition. These were representative of the community in terms of its ethnic, social, educational and economic composition.

Impact

The National Crime Prevention Council supported the development of the project and found that each city established an approach which was adapted to its particular crime problems. Local communities were able to take part in the action plans developed by the coalition. Overall, the process was successful in bringing together different partners in the local community to tackle safety and security issues in their municipalities.

Key Partners

Mayors, the police, other municipal services, residents, residents, local businesses, schools, social, youth, and health services, economic development and public transport services.

■ For more information:

- *Taking the Offensive To Prevent Crime - How Seven Cities Did It*, 1994
National Crime Prevention Council, Washington, DC www.ncpc.org
- *The Role of Local Government in Community Safety*, 2001
International Centre for the Prevention of Crime www.crime-prevention-intl.org

The Role of Municipal Actors

Municipal Council

How can the municipal council contribute to the success of the concerted strategy?

- ✓ *By designating one of their members to take responsibility for security issues.*
- ✓ *By appointing a committee or mandating an existing committee.*
- ✓ *By creating an advisory council open to partners and citizens.*
- ✓ *By taking an active part in the work of the local coalition.*

The municipal council is an important actor throughout all stages of the strategic initiative. In addition to the mayor, councillors can bring pressure to bear on different levels in order to support the development and implementation of the initiative.

- A first step is to designate a member of the council to take charge of public security issues. This approach allows the person who 'carries the flag' to be clearly identified, and who in addition to the mayor, ensures that crime prevention is always at the heart of municipal priorities. The adoption of a municipal resolution can facilitate this step, as illustrated in the example below.
- A second step is to create an advisory council on public safety, or to adapt or enlarge an existing committee which has such a mandate. The role of the elected officials on this council is to ensure that all municipal policies and programmes address issues of crime prevention and insecurity. They can make recommendations about existing programmes and policies. They can undertake public consultations to ensure that municipal priorities correspond to the interests and needs of the population. They can examine municipal budgetary decisions to

ensure that sufficient resources are earmarked for urban safety and crime prevention initiatives. With respect to local municipal police services, they can promote the implementation of community policing in their locality. They can also ensure that all municipal services contribute to the goals and objectives established for public safety and prevention.

- A third step is to put in place or enlarge a consultative committee or special council dedicated to public safety and prevention. This provides an opportunity for municipal representatives from different departments to work together with one another and with the public. An example of such a committee is shown below (City of Saskatoon).
- Finally, a municipality can choose to delegate members of the municipal council to take part in an existing local coalition or working group which includes members of different public sectors and community organizations.

See inside ➤

The involvement of the municipal council demonstrates their real determination to tackle the problems of crime and insecurity in their municipality. It helps to ensure sustainable action, facilitates policy and programme development, and strengthens local democratic decision-making. An example of such a resolution, and the terms of reference for the Safer City Committee in Saskatoon, are shown below.

Resolution In favor of the security of citizens and families.

Considering that the Municipal Council understands:

- that security is a **fundamental right** and pre-requisite for the well-being of citizens - this important value must be ensured;
- that it is important to **improve citizens' sense of security**;
- that a secure environment can contribute to a more comfortable and enjoyable quality of life among citizens and can attract new families and citizens to our region; an **insecure environment leads to a decline in social, economic and human capital**;
- that prevention represents a cost-beneficial investment and it is possible to make economic gains by adopting a comprehensive security strategy;
- that it is important to **consult** with citizens, develop a strong **partnership**, and develop a concerted strategy involving different sectors involved in security.

Considering that the Municipality:

- has a **responsibility to offer a secure environment** which responds to the needs of citizens;
- by virtue of the powers invested on them, has the **necessary means to intervene to prevent many problems related to security**;
- must **ensure strong leadership in matters of security** so that their region can be safe for citizens working within it, to the limits of their range of responsibilities (local regulations and bye-laws, urban planning, consulting with different organizations across the region).

Therefore, it is proposed that the Municipality:

- **Names** (name of municipal councillor), responsible for the security dossier in the municipality and that their tasks shall be:
 - to ensure the presence of a committee assigned the mandate of improving community safety;
 - to maintain the links between the council, municipal services, citizens and partners in order to develop collaborative initiatives on prevention and security issues;
 - to keep the municipal council and population informed on a regular basis about developments in the security dossier;
 - (and all other elements of the mandate are included in municipal affairs).

City of Saskatoon
Safer City Committee

Authority

The Safer City Committee is established and appointed by City Council.

Goal

To develop a holistic approach to building a “safer” city that will be most effective use of time and resources within the City of Saskatoon. The Committee will use a combination of approaches, both short and long term, to identify, prioritize, carry out, and evaluate actions. The Saskatoon City Committee has identified four key strategies:

- crime prevention through social development;
- properly targeted problem-oriented community policing;
- effective dispute resolution and effective alternatives to incarceration; and
- target-hardening and crime prevention through environmental design (CPTED).

Terms of reference

- To monitor, analyse, and advise City Council on issues of policy affecting the safety of the citizens of Saskatoon;
- To make recommendations to City Council on initiatives the City of Saskatoon should take to improve the safety of the community;
- To guide the administration on issues of programming and actions related to urban safety strategies that may be implemented;
- To facilitate the evaluation and appropriate targeting of urban safety strategies through the coordination of information from various agencies, departments, and governments;
- To facilitate the coordination and cooperation of activities and initiatives in Saskatoon by various agencies and organizations interested in urban safety, including civic departments;
- To advise Saskatoon residents and organizations on urban safety and justice related issues and to advise residents and organizations of strategies and actions they could implement to deter crime.

Composition of committee

- His Worship the Mayor
- City Manager
- Chief of Police
- General Manager of Community Services
- General Manager of Fire and Protective Services
- Five members of the community-at-large (one of whom is a designated youth representative)

City Council shall appoint the five volunteer members to the Safer City Committee. Members will represent a cross-section of the Saskatoon community, be interested in community issues currently being addressed by the Committee and willing to actively participate in the activities of the Committee.

The Committee will actively search for an appropriate youth representative as one of the five volunteer members. In addition to the regular Star Phoenix ad, the City Clerk’s Office shall distribute a call for applications through organizations that deal directly with youth such as the Saskatoon Public School Board, The Saskatoon Catholic School Board, The Saskatchewan Children’s Advocate Office, Saskatoon Tribal Office, Saskatoon Boys and Girls Club, Egadz, etc. This call for applications may be in advance of the normal advertisements in the paper to ensure sufficient lead-time for these organizations. The designated youth representative shall be between the age of 15 and 21 years unless the Committee agrees that it is to the Committee’s and applicants benefit to do otherwise.

See over ➤

The Mayor shall be the Chair of the Committee. A Vice Chair will be selected from among the volunteer members of the Committee.

The Safer City Co-ordinator shall be an ex-officio non-voting member of the Committee and shall provide the administrative support to the Committee.

Tenure of office

All volunteer members were appointed for a 1 year term for 1999. The maximum term for all appointments is 6 years. As of 2000 two members will be appointed for a 1 year term and three members will be appointed for two year terms in order to stagger the appointments and to ensure there is continuity within the committee.

Resignation and removal

Any member of the Committee may resign at any time upon written notice to City Council.

Any member may be removed by City Council for just cause. Non-attendance at three consecutive regular meetings shall be considered as a just cause. A new member shall then be appointed by City Council for the remainder of the un-expired term of office.

Meetings

Regular meetings shall be held once each month.

Special meetings may be held at the call of the Chair or by request of any three members of the Committee with adequate notice to each member.

Working group

The Committee co-ordinates the Safer City Co-ordinator and the Safer City Working Group. The Working Group will report to the Safer City Committee through the Safer City Co-ordinator.

The Safer City Working Group consists of a representative from each of the civic departments that are member of the Safer City Committee.

Committee operations

All members shall have voting privileges and must vote on every matter before the committee, unless there is a conflict of interest. Committee members cannot "abstain" from voting.

Any amendments to these Terms of Reference must be approved by City Council.

For more information:

- *Sécurité dans les milieux de vie: guide à l'intention des municipalités du Québec*, 1999
Comité intersectoriel sur la sécurité dans les milieux de vie www.msp.gouv.qc.ca
- *Urban Safety Safety for All*, October 1998
Report of the International Conference for Crime Prevention Partnerships to Build Community Safety, Johannesburg, South Africa www.iss.co.za
- *Community Safety and Crime Prevention Social Plan*, March 2003
Canterbury City Council, New South Wales, Australia www.canterbury.nsw.gov.au
- *A City Tailored to Women - The Role of Municipal Governments in Achieving Gender Equality*, 2004
Federation of Canadian Municipalities and City of Montreal
www.icmd-cidm.ca www.ville.montreal.qc.ca/femmesetville
- *City of Saskatoon Safer City Terms of Reference*, 2000
www.city.saskatoon.sk.ca

The Role of Municipal Actors

City Manager

What role can the city manager play in the local strategy on prevention?

- ✓ *Make security a priority in the planning and administration of the municipality.*
- ✓ *Ensure the integration and coordination of the actions of the various services.*
- ✓ *Provide strategic and technical support to the partnership.*

Once the Mayor and municipal council decide to make prevention and public safety a priority for improving the quality of life of residents, it has implications across all sectors of their responsibilities. All facets of municipal activity need to be examined to decide how each can contribute.

The city manager of the municipality is responsible for ensuring the good functioning and coordination of all services and programmes. This includes supervising and preparing budgets and reports for the municipal council, as well as planning strategies on economic and social development. Since the city manager's duties include providing assistance and advice on most aspects of municipal operations, this provides him or her with a crucial opportunity to ensure that the public safety strategy is interwoven into the on-going work and planning of the municipality.

To achieve this, the city manager should require each municipal service to integrate preventive action into their existing job functions. Many

municipal programmes and activities already have an impact on public safety. It may not be necessary to reinvent the wheel, or create new projects in every sector, but integrating a common vision of prevention as a priority into current duties and activities is vital. For example, community safety can be given high priority through the various stages of land development (development, re-development, improvement etc.) the planning, design, construction and maintenance of buildings (condominiums, housing estates, etc.) and in the enforcement or creation of By-laws (e.g. liquor licensing, business hours, parking regulations).

Further, the municipality needs to provide support for the creation and co-ordination of the crime prevention partnership. It is often appropriate for the committee co-ordinator and staff to function from within the office of the city manager, given their global perspective on municipal affairs. In addition, the city manager needs to make available the necessary technical, budgetary and human resources for the overall initiative.

■ For more information:

- *Sécurité dans les milieux de vie : guide à l'intention des municipalités du Québec*, 1999
Comité intersectoriel sur la sécurité dans les milieux de vie www.msp.gouv.qc.ca

The Role of Municipal Actors

The Police Service

What key contribution can the police service bring to the local crime prevention strategy?

- ✓ *A unique expertise and in depth experience of the problems.*
- ✓ *A specific contribution to all stages of the process.*
- ✓ *Adopting a community policing and problem solving approach to policing.*

The police are privileged partners in all aspects of the crime prevention initiative. Their participation and resources are essential for achieving the objectives set by the strategy. They have unique expertise in public safety issues, given their mandate to ensure peace and public order, as well as their involvement in prosecution and court processes. The evolution of policing over the past ten years, has resulted in the adoption of a community policing approach by many police forces, and the development of closer community liaison and community-based initiatives, especially in the area of crime prevention.

It had also become clear over the past decade that police forces across Canada cannot assume sole responsibility for reducing or preventing crime and insecurity. Those problems have multiple causes which require multi-sectoral responses. As a result, police chiefs have worked to **promote and expand partnerships**, by calling on the collaboration of other public sectors, community groups, citizens, and the private sector to ensure public safety. A **community policing** approach (see box below) reflects this vision of a shared responsibility, and a strategic approach to preventing crime and insecurity in municipalities.

Although community policing has multiple definitions, some of the most common elements of community policing include:

- Defining police work more broadly
- Reordering police priorities
- Paying greater attention to neighbourhood disorder and quality-of life issues
- Shifting to shared decision making with citizens
- Focusing on problem solving
- Recognizing the community plays a critical role in solving neighbourhood problems
- Restructuring and reorganizing police departments to encourage and reward a fresh set of police behaviours.

Source: D. Rosenbaum et al. (1998).
The Prevention of Crime: Social and Situational Strategies.
Wadsworth, Toronto, Ontario.

See inside ➤

The **Chief of Police** is one of the key leaders in the development of the local partnership in prevention, together with the mayor and municipal council. The Chief maintains an active role in the local coalition throughout the various stages of the initiative.

The **Police Service** contributes to the success of each stage of the process:

- The local **community safety** diagnosis: providing access to statistical data on crime and crime trends to aid the assessment of the range and extent of crime problems in the municipality, and taking part in the analysis and identification of likely causes at the local level.
- The **development of the action plan**: their expertise can help the partnership in the establishment of crime prevention priorities at the municipal level, as well as the selection of appropriate interventions in different neighbourhoods.
- The **implementation of the action plan**: assuming leadership responsibility for certain projects outlined in the plan, as well as sharing experience or providing assistance to other projects being developed by partnership members.
- The **monitoring and evaluation of a plan of action**: providing access to statistical data and analyses of crime, before and after project implementation, to aid in the measurement of the impact of projects in the action plan.

The development and implementation of the plan of action enables the police to share and increase their knowledge of the social and economic factors which contribute to crime and insecurity.

Working in partnerships enables the police service to fulfil its crime prevention role more effectively. It provides an opportunity to understand the important roles which other sectors, community groups, and individuals can play in urban safety, as well as learning to work in a multi-sectoral way.

However, given the traditional power and role of the police, it will be important to promote a gradual change in the organizational culture of the police. This includes a willingness to work in partnerships without over-shadowing other partners outside the police force. It also requires the crime prevention strategy to be well understood and accepted at all levels of the police organization. Working on community-based crime prevention strategies is very different from the traditional police role of reacting after the commission of an offence.

The participation of the entire police force in the crime prevention strategy will also help to change and improve the perception which other institutional and community groups, and citizens, may have of the police.

The boxes below contain an extract from the 2000 Ministerial Policy on the development of community policing in Quebec, and a description of organisational changes being made by the Calgary police service to promote more effective and proactive policing.

See next page ➤

Community Policing in Quebec

In Quebec, community policing is defined in the policy document *Towards a More Community-Based Police Service* - adopted by the Department of Public Safety in December 2000:

Implementing a community policing approach enables the police to respond more effectively to public concerns about safety, most notably in neighbourhoods or urban areas which experience high levels of crime.

A community-oriented approach is in effect a different way of tackling crime-related issues and ensuring the safety of citizens. Its main goal is to foster collaboration with the community to help the police understand the nature of crime and insecurity as experienced or perceived by, people in their immediate surroundings. It is also based on a partnership between the police service and a wide array of local organizations, institutions, and community groups.

It requires restructuring and reorganizing policing practices to ensure more direct contact with citizens, to be able to better respond to their needs, and develop tangible solutions to the problems identified.

Community Policing is based on the four main principles:

- A partnership between the police service and citizens who become co-producers of safety and security;
- The creation of real partnerships with representatives of community organizations and local institutions, to anchor policing services in the community;
- A modernized policing approach oriented towards pro-active policing, and problem-solving, rather than reactive policing;
- Reinforcing a preventive approach, by developing solutions which tackle the causes, including problems of crime and delinquency.

Working with the community for proactive crime prevention

The Calgary Police Service

In its own words, the Calgary Police Service is focusing on:

- Strengthening connections with Calgarians and enhancing its relationship with its many diverse communities;
- Addressing the demographic, social, economic, and technological changes taking place in Calgary and the rest of the world;
- Working with the City of Calgary departments and community partners on homelessness and other pressing social issues;
- Maintaining its focus on youth by addressing the many challenges youth face.

Over the past five years, the Calgary Police has put its ideas in motion by focusing on internal growth, change, and continued learning. The focus on internal renewal has been matched with a concerted effort to build strong community relationships and partnerships. Combined, these efforts have given the Calgary Police a foothold on a journey to more effective and proactive policing. The following highlights key ways the Calgary Police has brought about these changes, categorized under key areas in which it invests.

Working with the community

- Many community partnerships have been established resulting in improved police response to issues like children at risk, prostitution, and domestic violence.
- Relationships with Calgary's diverse communities have been strengthened through the establishment of Advisory Committees and increased police involvement. Key to the success of these relationships is the involvement of both frontline officers as well as senior management.
- Increased opportunities for the public to provide feedback and input into decision-making.

Serving our growing city

- New facilities have been developed locating police services within communities, strengthening ties, and reinforcing a community-based approach.
- Organizational changes have saved resources that could be diverted to the community.
- Based upon enormous growth in the City of Calgary, the police have responded with recruitment and new policing districts as required.

See next page ➤

Keeping Calgary safe

- The Service has shifted from a reactive force to a proactive, strategic service.
- A more holistic approach to problem-solving has been adopted, strengthening both intervention and prevention efforts.
- Police priorities are determined with the community so the issues of most concern are addressed.
- New programmes have been developed in response to emerging problems or issues (e.g. stalking, high-risk offenders).

Building the organization

- The entire organization was re-structured based upon feedback from communities and staff.
- Work areas were re-organized to directly link intervention and prevention with investigation, enforcement, and prosecution, helping to integrate proactive policing.
- Decision-making now involves people at all levels of the organization.
- Employee recruiting, training, promotions, and transfer systems now are aligned with community needs and expectations.
- The recruitment process aims to increase the diversity of members within the Service.

Planning for a safe tomorrow

- Long-term strategic planning is central to the functioning of the Service.
- Consultation with the community is on-going and important.
- An extensive review of the Service was carried out in 1999 to manage continued growth and effectiveness.

The above lists concrete changes taken by the Calgary Police Service. Not surprisingly, the feedback from the public has been positive, noting improved satisfaction in the effectiveness of the police. The above examples provide only a glimpse of the varied ways police have made prevention and partnerships central to their functioning. Such efforts consistently require:

- Considerable structural change.
- A devolution of power, decision-making and strategic planning.
- Extensive support to members in taking on such new and challenging roles.

To date, such efforts are welcomed by the community and recognized as delivering concrete results.

Source: *The Role of the Police in Crime Prevention. Tool Kit.*
ICPC, Montreal, 2002

For more information:

- *Urban Safety and Good Governance - The Role of the Police*, 2001
International Centre for the Prevention of Crime and UN-HABITAT www.crime-prevention-intl.org
- *Inspiring Police Practices*, 2000
International Centre for the Prevention of Crime www.crime-prevention-intl.org
- *The Role of the Police in Crime Prevention - Toolkit*, 2002
International Centre for the Prevention of Crime www.crime-prevention-intl.org
- *Calling Time on Crime, Thematic Inspection Report*, HM Inspectorate of Constabulary and the Home Office
London, Home Office www.homeoffice.gov.uk
- *Towards a More Community - Based Police Service*, 2000
Ministry of Public Security, Quebec www.msp.gouv.qc.ca

The Role of Municipal Actors

Urban Planning

What is the role of urban planning?

- ✓ *To consider safety and security in all aspects of urban development.*
- ✓ *To apply design norms and standards which include safety and security.*
- ✓ *To consult residents and users of public places about safety issues.*

There is no doubt that the planning and design of urban spaces can contribute immeasurably to the prevention of crime, and improving people's sense of security. The municipality can plan the development of its roads and buildings, and modify and develop public places and spaces, in a way which takes into account the concerns of the public. Urban planning can also contribute to the creation of greater neighbourhood stability in areas under development or transition, by facilitating better social integration and a more dynamic community life.

In recent years, the concept of crime prevention through environmental design (CPTED) has been applied more and more in urban design. There is considerable evidence of its effectiveness in reducing crime and insecurity. Increasing the security of an area, by increasing informal social controls and surveillance, or by improving physical design and layout, can help to make it more difficult, and thus deter people, from committing offences. This can also encourage people to make greater use of public space and transport, and for longer periods during the day and night.

It is important to recognize the particular concerns of women about safety and security in public places. A number of practical tools, which enable their concerns to be integrated into urban design and planning, have been developed in Canada and elsewhere. They exist for large and small cities, and rural communities. (See the website of Women and Cities International www.femmesetville.org).

Thus, it is essential to take account of public perceptions of public spaces and neighbourhoods. This can be facilitated by using practical tools such as questionnaires, surveys or exploratory walks, and by involving neighbourhood residents, or particular groups, such as women, students, or the elderly etc., who may feel more vulnerable than others at certain times, or in certain places.

Women are the group most affected by insecurity in urban settings. This phenomenon is found in most Western countries including Europe and the United States. In Montreal, in the course of the last few years, a public opinion survey found that 60% of women reported being afraid of walking alone at night in their neighbourhood, compared with 17% of men.

Thus, at the end of the 1980's, several women (representing community, university, practitioner and professional groups) began to analyse the physical urban environment in order to understand its role in aggression against the person in public spaces. This was the basis for the development of the overall approach to urban security management.

*Pour un environnement urbain sécuritaire –
Guide d'aménagement
Ville de Montréal, 2002*

See inside ➤

In the design or improvement of urban public space, the municipality must respect the following principles of environmental safety for all users of that space:

- Knowing where you are and where you are going;
- To see and be seen;
- To hear and to be heard;
- To be able to exit easily and seek help;
- Be in a clean and attractive environment.

In *Design and Safety in Public Spaces* the Quebec ministry of municipal affairs identifies a series of essential criteria for safety in public spaces:

Appearance of the Site

Lighting

Lighting is an important element in ensuring public safety. It should always be assessed in terms of its effects. If it is too bright, this can have a negative impact since it may obscure a full view of the environment. If it is too low or too widely spaced, it may create zones of shadow which could provide cover for potential aggressors.

Sight-lines

When someone enters a public space for the first time, they need to be able to take in and gain a sense of the situation immediately. This includes how empty or full the space is, how well lit, what obstacles there are. Immediate and clear perception is essential for fostering a sense of safety.

Confined spaces

Certain public places contain passages, tunnels and stairwells which may provide opportunities for potential aggressors. As far as possible, the creation of such spaces should be avoided. Where they do exist, safety and a sense of security can be enhanced by installing bright lighting, mirrors and closed-circuit television cameras in such areas.

Dangerous zones and traps

It is important to study and plan all pedestrian footpaths and routes to ensure that they do not include potential traps (e.g. spaces under stairwells). Concrete improvements to these areas can be made by installing gates, doors and fences, in addition to mirrors and appropriate lighting.

See next page ➤

Surveillance

Communication

For those who find themselves in unfamiliar places, or in relatively isolated situations, it is reassuring to know that they can be observed at all times from nearby windows and buildings. A sense of safety can also be enhanced by the installation of emergency telephones, inter-com systems and by ensuring that there are well-lit places in which to take shelter or refuge.

Mixed Functions

Flexible zoning can be used in the urban planning process to ensure that pathways and routes which are well used give reassurance to the public e.g. by making them available for a variety of users such as walkers and cyclists, and facilitating pedestrian access to businesses or shopping, as well as by ensuring that these are open and well-lit.

Controlling activities

In the same way, it is possible to make zoning changes which will help to eliminate certain activities from some sectors of the municipality, or reduce intense use of other areas at certain times of the day.

The sense of belonging

It is important to prevent the physical deterioration of public spaces to prevent their abandonment by the public. Buildings and areas which show signs of damage and dilapidation, need to be quickly repaired and restored. This helps to reassure users, and fosters a sense of security and belonging.

Signs and directions

Signs

Clear and detailed signs and directions need to be available to pedestrians in busy or well frequented public places (e.g. shopping malls or parks). This ensures that they can select or find their destination with ease, in addition to providing an indication of the safest routes.

For more information:

- *The Safe City: Municipal Strategies for Preventing Public Violence Against Women*, 1998
City of Toronto, Ontario
- *Safer Places - The Planning System and Crime Prevention*, 2004
Office of the Deputy Prime Minister, England www.crimereduction.gov.uk
- *New Deal for Communities*
Neighbourhood Renewal Unit Annual Review 2000-2001, London, England
- *L'aménagement et la sécurité dans les lieux publics – Guide à l'usage du milieu local*
(Design and Safety in Public Places), 1999
Ministry of Municipal Affairs and of the Metropole, Quebec
- *Guide d'aménagement pour un environnement urbain sécuritaire*, 2002
Programme Femmes et ville, City of Montreal www.ville.montreal.qc.ca/femmesetville
- *Safer Cities: Is it possible to change the places which generate fear?* 2002
Göteborg City Planning Authority, Sweden yvonne.wennersten@sbk.goteborg
- *Women and Community Safety Manual*, 2002
Cowichan Valley Safer Futures www.saferfutures.org
- Women and Cities International
www.femmesetvilles.org
- *Knowledge Base / Tools / Women's Safety*
International Centre for the Prevention of Crime www.crime-prevention-intl.org

The Role of Municipal Actors

Public Works

What role can the Public Works Department play in enhancing safety and security?

- ✓ *Strengthen the quality of the environment in the municipality.*
- ✓ *Repair damage to buildings and infrastructure rapidly, including deteriorating and vandalised neighbourhoods.*
- ✓ *Keep the police informed about problem situations and develop closer ties with the local population.*

Public works departments are primarily responsible for maintaining and repairing the municipal infrastructure, from highways, roads and sidewalks to parks and open spaces. In so doing they contribute in a multitude of ways to the creation and maintenance of a safe physical environment. When this is done in collaboration with other partners in the municipal crime prevention initiative, they can greatly increase their contribution to improving the quality of life of citizens.

Since they have the primary responsibility for repairing the city infrastructure, Public Works departments are strategically placed to intervene to prevent the kind of deterioration of streets and neighbourhoods described in the adjacent box.

The rapid decline of a neighbourhood and municipality can be prevented by setting up a systematic public works repair programme, to deal with such things as:

- Poor or defective lighting
- Damaged or vandalized buildings
- Graffiti
- Accumulation of household garbage
- Public roads or alleyways obstructed or poorly maintained.

Such a programme can be even more successful if it is accompanied by a community campaign to alert local residents to the value of cleaning up areas, and notifying the Public Works Department about repairs which need undertaking. It can also be combined with a local neighbourhood clean-up and improvement project.

The Broken Windows Theory:

If a window in a building is broken and not quickly repaired, it creates the impression that the building is abandoned, which can lead to more damage and vandalism and the gradual physical deterioration of the surrounding area. This in turn encourages further vandalism and crime, and the area becomes labelled as dangerous and a source of insecurity, resulting in apathy on the part of residents and the municipality.

The broken window is just one example of the kinds of factors which contribute to the development of disorder and crime. Others include piles of household refuse, poor street lighting, abandoned or boarded up buildings.

Other ways in which the Public Works Department can contribute to the overall municipal crime prevention initiative is by helping with the initial identification of areas which are dilapidated, poorly maintained, abandoned, etc. for the **Community Safety Diagnosis**.

Public Works employees can also contribute to the **plan of action**. This should include the development of a systematic programme of upkeep and repair of the infrastructure. It can also include beautification programmes (e.g. adopt a highway, adopt a street) or the creation of legitimate space for graffiti murals. Public Works employees can help recruit local merchants and residents in neighbourhoods to take part in projects. Given their high visibility, they could also advertise crime prevention initiatives underway in the city by, for example, using logos on municipal vans or uniforms.

The municipality can profit from their high visibility for implementing the plan of action by implementing systematic surveillance among employees. As part of their regular duties, public works employees could be asked to be vigilant in identifying problem situations that may require the intervention of police or social service agencies in an area. They can also develop collaborative links with the public. It would be useful to establish protocols to define the various functions and responsibilities, as well as lines of communication between public works staff and the police. One of the conditions for establishing highly motivated and effective intervention by public works employees will be the speed with which the police respond to such notification. Similar partnership protocols need to be established with other public services such as telephone, gas and electricity.

At the monitoring and evaluation stage of the crime prevention initiative, public works employees can help identify areas which are still consistently being damaged and require renewed action, and those which have shown improvements.

The following example, based on a project in a European city, illustrates the value of collaborative municipal partnerships which include the public works department.

Use of Public Space:
City of Dammarie les Lys, France

Challenge

Vandalism to public spaces and open green areas in a social housing neighbourhood, in this city of 22,000 inhabitants.

Strategy

The scheme began in 1990. The strategy involved a team of staff from the municipal public works department and private firms who undertook the repair and replacement of urban fixtures, children's playground equipment and fences, and tended flower beds and lawns, on a daily basis. The purpose was to prevent deterioration of the area and further vandalism, and improve the quality of life of the area.

The process

A partnership was formed between the municipality, the national government and the local housing authorities. A Maintenance Agreement, setting out the action to be taken, was signed by the city and the local social housing corporations. Weekly meetings of all partners (including representatives from the city, housing authorities, caretakers, local police and service providers) helped to identify and respond to problems speedily and efficiently. Local residents were invited to attend the meetings and discuss specific problems to help to ensure the appropriateness of interventions and repairs.

Results and difficulties encountered

The image of the neighbourhood was improved, and residents made much better use of the public spaces. Economies of scale were achieved. On the other hand, it was not always easy to involve local residents in the project.

Partners and funding

Local residents, public works, local police, and social housing authorities. The municipality piloted the scheme, and social housing authorities financed half the cost of the maintenance and repairs, in proportion to the amount of property they owned in the neighbourhood.

Urban Security Practices Secu-Citiés
European Forum for Urban Safety, Paris, 1996

For more information:

- *Local and community strategies to prevent crime*, 1995
National Crime Prevention Council, Washington, DC www.ncpc.org
- *Urban Security Practices*, 1996
European Forum for Urban Safety www.urbansecurity.org

The Role of Municipal Actors

Health Services

How can health services contribute to the local strategy on urban safety?

- ✓ *Identifying risk factors in the community.*
- ✓ *Advocacy and public education.*
- ✓ *Collaborating with partners in the development of projects for at risk groups.*
- ✓ *Supporting community organizations working with at risk groups.*
- ✓ *Helping with training of municipal staff and others on health-related initiatives.*

The health service's mandate is to protect, maintain, and enhance the health of citizens in the community. Health cuts across all sectors in society, and the prevention of crime and violence is now recognized around the world as a public health problem, which requires communities to work together in partnership. A World Health Organization (WHO) report released in 2002 summarizes current knowledge about the causes and consequences of violence against children, family violence, youth violence, sexual violence, and violence against the elderly. It also outlines what is being done to prevent it.

In the municipality, health services can contribute to all stages of the process of developing the local safety strategy:

Community Safety Diagnosis

The public health sector collects data which are very important for the identification of the risk factors linked to crime and victimization, such as drug abuse and alcoholism, or hospital and accident information. This information can help a municipality locate disproportionate numbers of health-related problems, and map the over-lap with other kinds of risk factors such as high levels of school drop out, or the presence of drug trafficking.

Plan of action

In partnership with other municipal services, the health service can ensure that the plan of action addresses the major economic, social and environmental factors that influence health in the community.

Implementation

At this stage, health services can play numerous roles including advocacy services and research to support violence reduction programmes:

- Education (in schools, and through public service announcements e.g. on the long term health gains from effective prevention projects such as increased self esteem among children, lower public health costs through reduced violence)
- Environmental projects (community clean-ups, needle exchanges)
- Funding (e.g. providing funds or in-kind services to community-based organizations involved in crime prevention)
- Training (youth workers, municipal staff, citizens groups, teachers, etc.)

Monitoring and Evaluation

Assist or give advice on the monitoring and evaluation of the strategic plan.

The following examples illustrate some of the ways in which health services are playing an active role in community safety and crime prevention:

Early intervention

Aboriginal Head Start Programme (AHS): is a four-year pilot project which began in May 1995, for First Nations, Inuit and Metis children living in urban and northern communities. It is developed in consultation with local Aboriginal groups, and aims to demonstrate that locally designed and controlled early intervention strategies, primarily implemented by parents and the community, can provide Aboriginal children with a strong sense of self and a desire for learning. In the initial four year pilot phase \$83.7 million has been invested in about 100 projects across Canada. In 1998, Health Canada expanded its off-reserve programme to include Aboriginal families and children living on-reserve. The names of the two components of the former AHS programme have been changed to First Nations Head Start and Aboriginal Head Start (Urban and Northern Communities) to clarify their distinct roles.

Substance Misuse

The City of Vancouver released its *Framework for Action: A Four Pillar Approach to Drug problems* in April 2001. It appeals to all levels of government, non governmental agencies, law enforcement, criminal justice and health care professionals, to work together to develop and implement a coordinated, comprehensive framework for action, to deal with the serious problem of substance misuse in Vancouver. The framework has four pillars: prevention, treatment, enforcement and harm reduction, and balancing public order and public health. It aims to:

- Provide the City of Vancouver and its citizens with a framework for action that compels the provincial and federal governments to take responsibility for issues within their jurisdiction.
- Show which levels of government are responsible for actions to achieve the goals in the framework.
- Clarify Vancouver's drug problems and establish appropriate, achievable goals and action.

Quebec Network of Healthy Cities and Towns

Funded by the Quebec Department of Health and Social Services, the Information Center of the *Quebec Network of Healthy Cities and Towns* (Villes et Villages en Santé) is a non-profit body with an Executive Board of ten members (mostly municipal officials), whose mandate is to support **integrated action and community participation** by local actors (e.g. municipal services, community based organisations, etc) who work to improve the quality of life of citizens. The network is part of an international movement initiated by the World Health Organisation (WHO). Since 2001, the Quebec network has developed a membership of over 140 municipalities. Benefits of membership include: a liaison bulletin, a documentation centre, a toolbox, pertinent advice, an annual symposium, training activities for project leaders, and the organisation of meetings in the field.

In addition, the Public Health and the Montreal Region website (Régie et Régionale de la santé de Montréal) has developed a number of specific tools to help promote healthy dating relationships, and combat conjugal violence.

For more information:

- *World Report on Violence and Health, 2002*
World Health Organization www.who.int/violence
- *A Framework for Action: A Four-Pillar Approach to Drug Problems in Vancouver, 2001*
City of Vancouver, British Columbia www.city.vancouver.ca/fourpillars/
- *Aboriginal Head Start in Urban and Northern Communities Programme*
Public Health Agency of Canada www.phac-aspc.gc.ca
- *Quebec Network of Healthy Cities and Towns (Villes et Villages en santé)*
www.rqvvs.qc.ca
- *Agence de développement de réseaux locaux de services de santé et de services sociaux*
www.santepub-mtl.qc.ca

The Role of Municipal Actors

Sports and Recreation

What role can the sports and recreation service play in the crime prevention strategy?

- ✓ *Providing good quality equipment in all neighbourhoods.*
- ✓ *Developing programmes which meet the needs of the local population, especially young people.*
- ✓ *Developing partnerships with parents, schools, and the private sector.*
- ✓ *Providing adequate training for those working with young people at risk.*

The sports and recreation service in the municipality provides sporting, cultural and leisure activities to residents, and is one of the services which is best equipped to prevent crime. They have long been recognized as one of the essential components of good social integration and community development.

Sports and recreation services provide positive and educational activities and programmes for young people in particular. These programmes are often designed and adapted to meet the needs of specific populations or neighbourhoods, such as programmes for teenage girls, or for different ethnic or age groups, or in poorer areas lacking open space. These programmes can facilitate inter-generational relationships, especially between teenagers and seniors, as well as the integration of new residents or cultural groups.

In relation to sports and recreation, the municipality can:

Plan the development of sports equipment by taking account of the needs of all age groups and sectors, and in all areas:

- Develop new activities which are attractive to young people, and adapt services to their interests (for example, roller blade activities, spaces reserved for graffiti etc.)
- Foster and support partnerships with parents and other volunteers in the organization of sports and cultural activities especially in poorer areas

- Investigate patterns of use, and why some groups may not be using facilities
- Allocate resources for training on working with youth at risk
- Develop partnerships with the private sector to provide financial and technical support for sports and recreation in the municipality.

New paradigm for public recreation services

- Offer services that meet the social and economic needs in all sectors of the community,
- Work to ensure that the resources offered meet the needs of citizens
- Ensure that staff support the public, so that they can take on leadership roles
- Plan for the future, consulting with potential clients, staff, elected officials, the private sector, experts and local community organizations
- Recognize that the ultimate objective is individual and community development

Gray, D.E. (1987).

Managing our way to a preferred future,
In J.J Bannon (Editor), *Currents issues in leisure services, looking ahead in a time of transition.*
Washington, D.C., International City Managers Association.

See over ➤

Activities such as public theatre or festivals can help build a greater sense of neighbourhood or municipal belonging, which also contributes to preventing crime and victimization.

Public Theatre

Theatre is a very effective way of transmitting information. Put on a play about local crime or violence problems to get prevention messages across to the public. Sites can include neighbourhood streets or public parks.

The play could deal with themes such as good neighbours, and how they help to prevent local crime. To attract a large audience, advertise well in advance. Local newspapers can publish scheduled times, dates and places of performances, invitations may be mailed to local residents, and put on bulletin boards in community centres, supermarkets, schools etc. With the aid of the police, closure of residential streets, and traffic controls can be set up during the event.

At the end of the performance (about 30 minutes) a facilitator with a microphone can circulate among the crowd to solicit reactions and views on the play and its themes. A small information kiosk can provide information and allow for an exchange of views and suggestions on crime prevention. Sites and topics might be selected on the basis of the types of local crime problems encountered. Young people can also be recruited to perform as part of summer employment programmes. The same concept can be used to reach very young children, e.g. using a puppet theatre.

Example

Breaking the Cycle (Somebody's Daughter): An intensive arts-based and education programme for at risk young people. Australia.

Run by *Somebody's Daughter Theatre Company*, the programme involves group workshops in drama, music and art; one-to-one sessions to improve literacy and numeracy and negotiate pathways back to education and training; and a focus on the health and welfare needs of each young person. The Company reports that following participation in the programme, the young people, many with histories of violent behaviour towards themselves and others, have substantially reduced, or ceased the use of violent behaviour.

In 2003, this initiative was awarded a Certificate of Merit by the *Australian Crime and Violence Prevention Awards* (www.justice.vic.gov.au)

For more information:

- *Local and community strategies to prevent crime*, 1995
National Crime Prevention Council, Washington DC www.ncpc.org
- *Youth in Action - Arts and Performances for Prevention*, January 2000
Vol 11, Office of Juvenile Justice and Delinquency Prevention www.ncjrs.org
- *Histoire d'ici ou d'ailleurs*, 1996
Mercier-Hochelaga-Maisonneuve, Tandem Montreal
- *How can rural Recreation Commissions help create safer communities?* 2004
New Rural Partnerships Project, British Columbia www.saferfutures.org

The Role of Municipal Actors

Parks Services

What role can the parks service play in the prevention of crime and insecurity?

- ✓ *Design parks as safe and secure places.*
- ✓ *Maintain them to ensure they do not deteriorate.*
- ✓ *Plan adequate surveillance, together with users, neighbours and the police.*
- ✓ *Organize activities for both day and night time.*

Good design, maintenance and surveillance of parks and playgrounds can do much to reduce insecurity, and improve the quality of life of local residents and users.

Park design

Over the past few years, an understanding of how the design and construction of municipal parks can help to ensure greater safety has developed rapidly. Specific tools, such as exploratory walks, have been developed to evaluate safety in public parks and recreational spaces.

The public's sense of security is strongly associated with the environment in which they live. Park design must take account of their perceptions of safety. Everyone who spends time in a park needs to feel at ease and to have a good view of their surroundings. For example, hedges and bushes can be kept low, to allow park users 'to see and be seen'.

Park Maintenance

Park space and equipment is often subject to vandalism which can be very costly to the municipality. The more vandalism there is, the less likely people will want to use parks and their facilities. Feelings of safety can be improved if damaged equipment is repaired rapidly, and graffiti removed. Programmes can also be set up in schools and leisure centers, to sensitize children and young people to the damage and consequences of vandalism and graffiti.

Difficult problems can sometimes develop in inner-city or crowded urban areas, e.g. drug use and the presence of used syringes in city parks. In this case, it is important to provide training in the handling of used syringes for park employees (e.g. in collaboration with public health services). Some municipalities have established needle exchange programmes in the areas most affected by drug use.

See inside ➤

City of Toronto

Context

In May of 1997, the City of Toronto published a guide entitled 'Safer City Guidelines: A Working Guide for Planning and Designing Safer Urban Environments'. This was in response to concerns about safety and especially violence against women. Listed below, are some of their recommendations for parks and playgrounds.

Lighting

Is lighting along paths and areas intended for evening use at the same level as streets (i.e.: approximately .4 foot candles). Is there a clear demarcation in terms of lighting levels between areas that are likely to be deserted at night, and areas where there is likely to be activity? Are landscaping elements chosen and maintained so that they do not block light? Are there evening park patrols that include checks on lighting?

Sightlines

Do pathways have unimpeded sightlines, especially where they curve or change grade? Is it possible to see most of a small park or playground from the street? Are playgrounds, small parks or the edges of larger parks overlooked by housing or commercial establishments?

Entrapment spots

Do pathways and playgrounds have a border of low-lying or high-branching vegetation, as opposed to trees and bushes which can easily create entrapment spots and reduced sightlines? Are multiple entry and exit points provided to a park or playground?

Signage

Does signage clearly indicate, using words, symbols, maps, the name of the park, location of telephones, washrooms, isolated trails, less isolated paths, and any places where people are likely to be at most times that the park is open (e.g. tennis courts)? Are there signs at decision points, such as the intersection of two major paths, or at the entrance to the park? Do the signs indicate where and how help can be found, and where maintenance problems can be reported?

Toronto Safer City Guidelines, City of Toronto Safe City Committee, 1997

See next page ➤

Residents are the experts in the user patterns of their local parks. Through their daily observation of park life they know these spaces intimately. Planners must learn how to tap into this local knowledge for the benefit of everyone.

Green Spaces, Safer Places – A forum on planning safer parks for women,
Metropolitan Toronto Planning Department, Safer City Committee, 1990

Surveillance

One of the main ways to reduce vandalism is to ensure the continuous presence of people. A park surveillance programme could include not only Parks and Services employees, but also users, groups of volunteers such as 'friends of the park', and immediate neighbours.

Park service employees need to get to know their users and neighbours, and to encourage their cooperation in a surveillance programme. They can report incidents or situations that are potentially dangerous. A special hotline telephone number for the Parks Service, or one directly to the police could be set up for this purpose. Another approach is adopt-a-park. Such a project recruits volunteers from among local residents, who work in collaboration with park employees on periodic clean-up campaigns. These events do not have to be seen as a form of drudgery - they can become community events allowing neighbours to get to know each other and reclaim their local park. By 'adopting a park' and its facilities as their own, residents develop a greater sense of belonging. The main challenge with such a programme, as with others, lies in sustaining the interest of participants over time.

Another way of ensuring a continual presence in a park, and reducing the opportunity for vandalism or problem situations, is a bicycle patrol. This can be used in the summer months especially.

Such patrols can employ students, easily identified among park users (special t-shirt, helmet, etc.) and able to contact the Parks Service or police rapidly while on patrol (e.g. by cell phone). It is important to define their role clearly, since they are not peace officers, and should not intervene directly in situations that are dangerous.

Animation

Holding activities in parks and on sports fields is another useful way of preventing local vandalism and delinquency, and of increasing a sense of community. In collaboration with the municipal recreation services, such activities can take a variety of forms, open-air entertainment, picnics, neighbourhood festivals, thematic festivals, competitions etc. Parks should be seen as attractive places for all men and women, young and old, with activities taking place at all times of the day, and sometimes at night.

For more information:

- *Toronto Safer City Guidelines*, 1999
City of Toronto Safer City Committee, Ontario
- *Safer Places - The Planning System and Crime Prevention*, 2004
Office of the Deputy Prime Minister, England www.crimereduction.gov.uk
- *Guide d'aménagement pour un environnement urbain sécuritaire*, 2002
Programme Femmes et ville, City of Montreal www.ville.montreal.qc.ca/femmesetville
- *Green Spaces, Safer Places - A forum on planning safer parks for women*, 1990
Metropolitan Toronto Planning Department, Safer City Committee
- Women and Cities International www.femmesetvilles.org

The Role of Municipal Actors

Community Development

How can municipal community development services contribute to crime prevention?

- ✓ *Encourage consultations about social problems.*
- ✓ *Support local community organizations working on the ground.*
- ✓ *Contribute to innovative projects supporting e.g. victims, young offenders and youth at risk.*

Many municipalities have community development services, in some cases linked to sports and leisure services. Community development services encourage public participation in community life and strengthen the ability of community organizations to provide aid and support to different neighbourhoods and groups. This may include youth, women, the elderly, minority communities, victims groups etc.). Discussing community issues in partnership with local residents and organizations, helps to give a sense of empowerment and involvement to all those taking part, and to strengthen a community.

In many large municipalities, social and community development departments often set up working groups or round tables, in partnership with community organizations, to discuss social problems. They may deal with such issues as drug use and drug trafficking, prostitution, youth and adult homelessness, and school drop out. The leadership of the department can help to mobilize local practitioners, services and organizations to pool their knowledge and resources, and to develop innovative joint projects.

Many community organizations are concerned with issues of violence, safety, and security. Some provide support to victims such as women and children involved in family violence, or young offenders or other groups at risk. The municipality needs to provide support to these organizations. This could take the form of technical or financial aid, in terms of a grant or start-up subsidy,

the secondment of personnel, use of furniture, office equipment (computers, internet access, photocopying, etc.) or the lease of premises or free office accommodation in municipal facilities.

Some examples of how this has been done in a network of cities and villages in Quebec are presented below:

Villes et villages en santé

In **Victoriaville**, Québec, the city provided support to community groups in the area by purchasing a former Hydro-Quebec building for the use of community-based organizations.

In **Beauport**, Québec, the city developed a social intervention strategy offering community organizations the same kinds of assistance as that available to government services. This included financial aid (subsidies), administrative (salary administration), technical (loan of office space, equipment, storage space) and professional (human resources and training).

By banding together with community forces in local development projects, many municipalities have killed two birds with one stone: creating new job opportunities and improving the quality of life for residents. You must dare, take risks, and be proud when you see the results.

Quebec Association of Villes et villages en santé.

See over ►

The Quebec association *Ville et villages en santé* outlines a series of community development projects adopted by different municipalities in Quebec, and based on citizen consultation.

- Developing directories of neighbourhood and community resources;
- Developing job search services;
- Creating community partnerships to help tackle economic, social, and management problems;
- Training practitioners in the management of community organizations e.g. advisory and management boards, financial management, etc.

Social and community development, together with better municipal environmental management and planning, and in collaboration with community organizations, make for very powerful tools for preventing crime and victimization. Projects tackling housing, access to recreation, job training, family support, the safety of women and children, and the integration of immigrant or minority groups, all help to promote community safety.

■ For more information:

- *Crime Prevention Through Social Development*, Fact Sheet 2002
National Crime Prevention Centre, Canada www.prevention.gc.ca
- *L'obsession du Citoyen - Vade-Mecum pour des villes où il fait bon vivre*, 1998
Quebec Network of Healthy Cities and Towns www.rqvvs.qc.ca
- *Guidance on Community Cohesion*, 2002
Local Government Association, England www.communitycohesion.gov.uk

The Role of Municipal Actors

Economic Development

How can economic development contribute to the local strategy on urban safety?

- ✓ *Encouraging the business community and commerce to join the strategy partnership.*
- ✓ *Supporting social and community involvement by the private sector.*
- ✓ *Facilitating the development of prevention programmes in commercial sectors.*

In most municipalities, the department responsible for economic development has the mandate to promote and expand business, industry and employment in the area. This requires them to work in collaboration with existing commercial enterprises, but they are also called on to promote the advantages of the municipality in campaigns to encourage new business to locate in the area. As part of their role, therefore, they are well placed to promote the work of the local urban safety strategy, and its potential impact on economic stability and commercial life. They are equally well placed to encourage the local business community to become partners in, and take an active part in the overall strategy and all stages of its development and implementation.

Thus, the economic development department is in a strategic position in relation to the business sector for mobilizing local enterprises to become involved in crime prevention initiatives. The contribution of the private sector can help to create and maintain a safe environment. This will help to improve the overall quality of life of residents generally, as well as those who are employed by, or live near local firms. Such engagement clearly has benefits for the commercial sector itself by helping to reduce the costs of crime and vandalism, and encouraging greater use of commercial areas.

Economic development can also assist businesses and enterprises to contribute to the community safety diagnosis or safety audit, by providing or compiling information on the location of the crime problems they encounter, from shoplifting to theft or robberies in industrial parks. They can also facilitate liaison and collaboration with the police and other partners.

This assistance can equally be valuable during the development of the plan of action. The department of economic development can help with the identification of the most vulnerable areas and hot spots, as well as with the identification of initiatives that improve the safety of industrial or commercial zones. These might include:

- Increasing collaboration between police, private security and businesses
- Increasing awareness about safety in commercial areas among local businesses and enterprises
- Working toward the revitalization of commercial areas, in partnership with business associations.

Among other things, economic development can help to identify ways in which business and commerce can become more involved in the social activities of the community. This could take a variety of forms:

- Providing financial support to community organizations developing prevention initiatives
- Developing their own activities or planning events related to prevention
- Providing human resources or goods and services in support of prevention initiatives
- Creating summer programmes or internships for young people in the municipality, especially those from disadvantaged neighbourhoods, or who have been in conflict with the law.

See over ➤

The contributions of local businesses are not limited to economic ones. Their active presence in commercial areas can contribute to a more animated neighbourhood and street life. They should be a reassuring presence for the public.

The project outlined below, developed by TANDEM, a crime prevention organization in Montreal, provides an example of the role local businesses can play.

Here you are in good hands!

Problem

Women's concerns about being harassed or being the victim of violence or theft are a reality, and can limit their ability to get around in their city or neighbourhood. It is not only the extent of actual crime committed, but their sense of insecurity, which is at issue. Providing a welcoming atmosphere in commercial areas, and sensitizing employees to the safety concerns of women, helps to combat feelings of insecurity.

Description

The principal goal of this project is to increase awareness among commercial property owners, businesses and employees about the safety needs of citizens, especially in and around commercial properties. The project trains employees to offer assistance or give advice to people on where to get help in emergency situations. To raise public awareness about the service, project stickers are placed on the doors of shops, businesses, cash registers, etc.

Difficulties

Maintaining the level of awareness, training, and information about the project among local commercial businesses.

Partners

Store owners and employees, the local crime prevention association team, and the local media promoting the project.

Adapted from Tandem Montreal, Quebec

For more information:

- Business Network on Crime Prevention
National Crime Prevention Centre, Canada www.prevention.gc.ca
- *Safer Places - The Planning System and Crime Prevention*, 2004
Office of the Deputy Prime Minister, England www.crimereduction.gov.uk
- *International Observer*, No 30, August 2004
Special Issue on the role of the private sector in crime prevention
International Centre for the Prevention of Crime www.crime-prevention-intl.org
- *Knowledge Base / Tools / Business*
International Centre for the Prevention of Crime www.crime-prevention-intl.org

The Role of Municipal Actors

Permits and Inspection

How can the permits and inspection service contribute to the urban security initiative?

- ✓ *Ensuring the construction of safe buildings.*
- ✓ *Preventing the deterioration of buildings.*
- ✓ *Controlling illegal commercial activities.*

The work of the permits and inspection service usually includes the inspection of buildings under construction and renovation, fire safety, and health and safety inspections of commercial premises. The standards and regulations established can be powerful tools for preventing crime and increasing public safety in the municipality, when carefully used in a partnership strategy. This helps to create a more secure environment, and improve the quality of life in local neighbourhoods.

Construction

Many municipal regulations on the construction and renovation of buildings are based on national standards. The addition or modification of these standards and norms can have a marked impact on crime prevention. This may include standards of building design to maximize visibility and sight lines, or regulate security features to discourage burglaries in residential areas. The following example from the Netherlands illustrates the powerful potential of this approach:

Secure Housing Design The Netherlands

Challenge

The Dutch police initiated a 'secured housing' programme in 1991 in the triangle formed by Rotterdam, Leiden and The Hague. The aim was to reduce property crimes such as burglary, car theft, and vandalism, as well as fear of crime.

Description

The project was modelled on the results of a number of crime prevention through environmental design (CPTED) studies, as well as the findings of pilot projects to design secure housing in Britain between 1985 and 1990. After inspection, houses were given a 'secured housing' label. To receive the approved police label, housing developers or housing association projects must meet a set of standards on environmental and architectural design, and target hardening measures (e.g. approved window and door locks to make entry more difficult).

Results

After one year, there was a 70% reduction in burglaries among participating houses with the secured housing label.

Partners

The police service, municipal services, housing agencies, and builders. They formed a regional steering committee.

100 Crime Prevention Programmes to Inspire Action Across the World
ICPC, 1999

Experience with the modification of construction norms in some U.S. States has produced similar results. Such approaches need very careful planning and discussion, however, since changes to construction standards can increase housing costs, and it may be difficult to gain the participation of building associations.

Public Health

Abandoned or dilapidated buildings often serve as a site for illicit activities such as drug abuse and trafficking, prostitution and vandalism. They may become 'shooting galleries', or be frequented by groups of young people or the homeless. Apart from concerns for those taking part in such activities, this can contribute to generating feelings of insecurity in neighbouring areas. Enforcing municipal regulations that require property owners to barricade and secure abandoned buildings, or make repairs to improve the appearance of run-down buildings, are effective and straightforward ways of discouraging vandalism and criminal activity, and helping to increase the public's sense of security.

Commercial Activities

Municipalities usually require businesses to display a business license. These regulations can be used to control activities on such premises. Pawn shops, for example, may be used as outlets for stolen goods. Limiting their hours of operation, and requiring owners to keep a precise inventory of objects pawned or bought, are practical ways of reducing the market for stolen goods. Some municipalities, in an attempt to prevent the sale of stolen goods, have also used permits and inspection to regulate the operation of organized garage sales, and forbid the sale of new merchandise.

Municipalities can also attack the issue of violence among young people with the implementation of regulations controlling the sale and carrying of knives, by minors. This can be a valuable part of a broader strategy to prevent violence among young people and street gangs.

For more information:

- *New ways of working with local laws to reduce crime*, 1996
National Crime Prevention Council, Washington, DC www.ncpc.org

The Role of Municipal Actors

Public transport

How can the public transport service contribute to urban safety?

- ✓ *Ensuring safe and secure equipment and buildings.*
- ✓ *Ensuring there is good surveillance.*
- ✓ *Ensuring good maintenance.*
- ✓ *Respond to the needs of users in innovative ways.*

Public transport is a fundamental part of the functioning of big cities and municipalities. For many people it is the only means of getting to work or school, to access health services, or recreation, and participate in social activities. However, many people do not feel safe using public transport in their neighbourhood or city, especially at certain times or certain places.

64% of women and 29% of men surveyed in Canada report being a little, or very worried, when waiting for or using public transport alone at night.

Criminal Victimization in Canada, 1999

For this reason alone, municipalities and public transport organizations or commissions need to work together to make public transportation safer by:

- Planning and designing infrastructures (subway stations, bus terminals, designated waiting areas, etc.) to take into consideration safety issues, and consulting users about their concerns and suggestions
- Installing communication equipment that enables users to obtain help quickly and efficiently (e.g. telephones in designated waiting areas in train, bus or subway stations, telecommunication systems in buses)
- Installing closed-circuit television equipment at strategic points
- Providing adequate lighting
- Establishing a systematic and routine cleaning system to remove graffiti, and repair damaged areas and equipment.

See inside ➤

It is possible to create public transport projects that respond to the particular needs of its users, as illustrated in the following example:

Between Two Stops

Montreal, Quebec

Problem

60% of Montreal women say that they are afraid to go out at night alone for a walk versus 15% of Montreal men (Gallup). The places where women feel the most insecure (about 90%) are public transit stations (e.g. bus, metro). Women represent the majority of public transit users (60% women, 40% men).

Description

The 'Between Two stops' service was created to respond to the safety needs of women who travel alone at night. This service offers women who travel by bus at night the opportunity to be dropped off at places they chose between the designated bus stops on the scheduled route. Thus, it provides women with closer access to their destinations, and allows them to avoid isolated or remote bus stops. At the initial stages of the programme in 1996, the service was offered from 9:00 p.m. to the end of the scheduled hours of bus routes. Since 1999, following the recommendations of women, the service begins at 7:30 p.m. in the fall and winter months. Women must inform the bus driver of their desired destination in advance of the scheduled stop, to ensure that the driver can stop the vehicle safely. The driver also has some discretion to decide whether the requested stop is feasible.

Results

The Montreal Community Transport Society (STM) estimates that 100 requests are made daily for this service. The programme has helped to make people more aware of the insecurity experienced by some female passengers on public transport, and their right to move freely and safely in their environment. The Laval Transport Society (north of Montreal) also implemented a similar service in September 1999.

Principal Partners

Comité d'action femmes et sécurité urbaine (CAFSU), Société de transport de Montréal (STM)

Boîte à outils du CAFSU sur la sécurité des femmes (toolkit)
2001

The principles underlying the safe design of train stations, shown in the example below, can be applied universally, and adapted for any municipal public transit system.

Safer Stations

Wandsworth, England

Problem

At 13 subway and railway stations in the London Borough of Wandsworth, reduced staffing and a deteriorating environment were identified as underlying problems and causes of public insecurity and crime.

Description

The Safer Stations Working Group was created in 1992 in London to improve the quality of life experienced by the public using stations. Their action plan included the following:

- Improved lighting
- Closed-circuit television surveillance
- Securing access points
- Increased staffing levels
- Installation of public telephones
- Introduction of an annual survey to assess crime problems and possible solutions or improvements

Results

A 33% reduction in reported crimes at participating stations (from 715 incidents in 1993 to 482 in 1995); and 56% decrease in street crimes committed around the stations (from 356 incidents in 1993 to 157 in 1995). The project was replicated in the London Borough of Lambeth.

Partners and Funding

The local municipal council, British Rail, London Underground, the Metropolitan Police. Funding was provided by all of the above, in addition to franchise operators.

ICPC, *100 Crime Prevention Programs*

For more information:

- *Criminal Victimization in Canada, 1999*
Canadian Centre for Justice Statistics www.statcan.ca
- Metropolitan Action Committee on Violence Against Women and Children www.metrac.org
- *Sécurité des femmes : de la dépendance à l'autonomie – La boîte à outils du CAFSU* (Toolkit), 2001
Comité d'action femmes et sécurité urbaine, Montreal www.femmesetvilles.org
- *100 Crime Prevention Programmes to Inspire Action Across the World, 1999*
International Centre for the Prevention of Crime www.crime-prevention-intl.org

The Role of Municipal Actors

Fire Department

What role can the fire department play in crime prevention and urban safety?

- ✓ *Identify problem situations in residential and commercial areas.*
- ✓ *Provide information to homes and businesses on undertaking safety and security audits.*
- ✓ *Take part in public education campaigns.*

The fire service through its expertise and visibility in the municipality can contribute to the strategic crime prevention strategy. The service is held in high regard by the public. Fire departments have traditionally visited residents and commercial buildings in the municipality to make sure that fire prevention norms and standards are maintained, to ensure compliance with fire regulations, and to encourage good fire prevention practices.

Such visits provide an opportunity for residents and businesses to identify potential risks and become more aware of the vulnerabilities of residences or premises to burglary, theft or vandalism. Officers can distribute information on how to improve the security of their property, and the role that individuals can play in reducing crime in their neighbourhood. This can include information on strengthening locks or doors, or improving lighting, but also on other strategies such as working with local schools or youth clubs to develop alternative activities for young people who may contribute to some of the problems.

At the request of residents and businesses, the fire department can assist with security audits of both fire safety and crime prevention. Routine inspection visits also provide an opportunity for the fire service to contribute to the municipal community safety diagnosis by identifying high-risk areas, both residential and commercial, which are vulnerable to arson, accidents and break-ins.

The fire department should be represented at a senior level within the partnership so that all staff can be made aware of the municipal crime prevention strategy. The fire officers undertaking prevention visits should also be well informed about the crime prevention strategy, and receive

training on the conduct of local safety audits, and the development and implementation of action plans. Such activities need to be coordinated with all partners (e.g. police, schools, local community organizations and residents) and form a part of the overall strategy developed by the municipality. Therefore, the co-ordination team needs to be fully involved at all stages. Thus:

- Officials from the fire department can make routine visits to homes, schools and commercial places.
- They can provide education on prevention matters.
- They can help to identify areas or premises that are vulnerable to arson, or neighbourhoods where standards of fire protection and building security are poor.
- They can raise awareness of the value of individual household prevention as well as conducting local safety audits.
- They can work in collaboration with the police and schools to develop crime prevention messages for children and young people.

For more information:

- *The Role of the Fire Service in Crime Reduction*, 2003
Nacro, England www.nacro.org.uk

The Role of Municipal Actors

Cultural and Library Services

What role can the cultural and library services play in prevention?

- ✓ *Setting up activities geared to groups at risk.*
- ✓ *Supporting innovative projects, promoting peaceful and non-violent problem solving.*
- ✓ *Educating residents and users on ways to prevent vandalism.*

In most municipalities a programme of cultural activities is planned each year to meet the needs of different sectors of the population. Many of these activities can be adapted and developed as part of the local strategy on prevention and community safety. These can include:

- Creative arts programmes (visual arts, theatre, dance, music, etc.) offered to children and youth in disadvantaged neighbourhoods.
- Projects to celebrate alternative cultures (such as rap music, graffiti, ethnic crafts and design).
- Festivals or exhibitions on themes such as non-violence or conflict resolution.
- Debates about violence, racism or sexism in the media (e.g. computer and video games, films, the Internet).

For such projects, the municipality can work in partnership with school boards, or individual schools and youth centres in the area, to develop cultural programmes for young people that are as inclusive as possible of local youth. In addition, the library services can initiate projects to make people more aware of crime prevention approaches and possibilities, and to help to mobilize the public to take part in planned initiatives. Two examples are provided below:

See over ➤

Preventing Book Vandalism Montreal, Quebec

Challenge

To increase awareness among children about the consequences of vandalism in municipal and school libraries.

Description

A travelling exhibition of vandalized books from libraries and schools was circulated among municipal libraries in Montreal. These books had been subjected to various forms of vandalism - some had been immersed in water, others had missing pages, and others had torn and damaged pages. The exhibition was accompanied by a facilitator for very young children - as Doctor Dubouquin and his library rat Horace (a puppet). These characters were used to make children aware of the 'sicknesses' suffered by the books, and to suggest ways to prevent them from occurring. This was followed by a discussion with the audience on the effects of vandalism more generally. Bookmarks and comic books with further prevention messages were given to the participants at the end of the presentation.

Partners

The School Board, and the network of municipal libraries.

Tandem Montreal, Quebec.

Public Writing Competition for Young People
Toronto, Ontario

Challenge

In the City of Toronto (pop 2.48 million), homelessness continues to be a major social problem. In 1999, it was found that youth comprised 21% of all people using emergency shelters, but only 12% of the population, and between the years 1994-1999, there was a 13% increase in the number of youth using emergency shelters (Toronto Youth Profile 2001).

Objective

The Public Writing Contest in Toronto aimed: 1) to provide a mechanism for the voices of street youth to be heard, 2) to increase the Toronto Public Library's profile with youth in the city, 3) to increase general awareness of the Library about street youth, 4) to create a publication that would be of interest to all teens, including those living on the street, and 5) to provide new opportunities for youth.

Process

The Toronto Public Library invited youth aged 12-17, living on the street and in shelters, to participate in a public writing contest. The theme of the contest was "adolescents growing up against violence". Three young project workers were hired by funds raised by the *Children and Youth Action Committee*, to visit shelters and encourage street youth to submit poems, stories, and essays in the contest. Each of the selected entries was published in a book entitled *Young Voices from the Street*, and each winner received a prize of \$100.

Outcome

An annual collection of teen writing entitled *Young Voices* developed as a result of this initiative and continues to be published by the Toronto Public Library. In addition, in the year 2000, the Library created a more substantial publication combining *Young Voices* and *Young Voices from the Street* entitled *Young Voices-Speaking Out in Toronto*, to gain national exposure for youth and their issues (www.tpl.toronto.on.ca).

Funding

The Library covered the costs of administering the programme. Additional funds (\$3000) were sought from the Children and Youth Action Committee to cover:

- Employment of two youth workers for 3 weeks.
- Writing Workshops, including refreshments and honorarium for Canadian teen authors.
- Publication Costs.

Additional Information

The same type of project could be offered to children under 12. It could also take the form of a design or drawing competition on the theme of violence, undertaken in partnership with schools or recreation centres.

Partners

Community Services Committee, Children and Youth Action Committee, Toronto Public Library and street youth.

For more information:

- Toronto Public Library www.tpl.toronto.on.ca
- Toronto Youth Cabinet www.city.toronto.on.ca
- Toronto Youth Profile 2001 www.torontoyouth.com/youth_profile/report.html
- Tandem Montreal www.ville.montreal.qc.ca

The Role of Municipal Actors

Communication and Public Relations

What can the municipal communications service do to support the strategic crime prevention initiative?

- ✓ *Develop a communications strategy.*
- ✓ *Provide the public with information on the various stages of the process and the progress made.*
- ✓ *Consult the public on safety problems and project priorities.*
- ✓ *Lead public awareness campaigns with the public and the medias.*

Communication and public relations services are crucial components for the success of the crime prevention initiative in the municipality. They are key to transmitting messages to the public on behalf of the mayor and municipal council, and providing good information about the programmes and activities being developed and implemented. There are many ways in which they can work to support the strategy, including canvassing the views, needs and expectations of the public, communicating information about all stages of the process, and about the progress and results achieved by different projects included in the plan of action.

In particular this can be done by:

- Creating a communication strategy linked to all stages of the crime prevention initiative.
- Including messages from the Mayor and Council about the importance of the crime prevention initiative in municipal bulletins or newsletters.
- Ensuring regular publication of up-dated information on the different stages of the process (mobilization of partners, community safety diagnosis, development of a plan of action, etc.).
- Using municipal newsletters to distribute surveys for the public to complete (e.g. a section to complete and return) as a way of gathering information on their perceptions about crime in their neighbourhood, and possible solutions.

- Preparing press releases and kits for the media, and to circulate these at public events (e.g. the launch of a new project, or a speech by the Mayor).
- Providing information about the resources being made available to local groups and community organizations (Crisis Centre, Youth Centres, Victim's Assistance etc.) to support initiatives tackling crime and insecurity.

The partners in the municipal initiative can also be invited to use their own communication services to inform client or target groups about particular prevention projects in which they are involved.

Some Do's and Don'ts of Communication

Do invest in communication with local people (both ways) in as many ways as possible (meetings, launches, newsletters, door-to-door, website, radio, focus groups, leaflets etc)

DO publicly recognise the achievements of staff as well as residents. You couldn't do this without their commitment too.

DON'T wait for the community to come to you. Get out there and visit them.

New Deal for Communities, 2001

See over ➤

Specific Communication Tools

In some cases, it is worth considering the publication of a specialized booklet or newsletter on crime prevention to disseminate information to the public. This could include articles on different themes and crime problems (e.g. local vandalism and graffiti, residential burglaries, fraud schemes targeting seniors) and announcements about future events relating to the crime prevention strategy. It could feature a citizen's section where they can voice their concerns about neighbourhood problems. The publication could be distributed through municipal offices which deal directly with the public, in libraries, at public events, or to all households.

The municipality can also publish separate flyers on specific subjects such as the conclusions of the local safety diagnosis, the plan of action, neighbourhood initiatives, or advice to specific groups such as young people, women, or the elderly.

Acting as a Listening Ear for Citizens

A good way of becoming familiar with the opinions and needs of the public is through the creation of a crime prevention telephone line, or a dedicated web-page and email link. These provide additional ways of encouraging the public to communicate their concerns and participate creatively in suggesting solutions to local problems, or commenting on existing initiatives.

The municipality may also decide to undertake or commission sample surveys in selected neighbourhoods, to measure levels of insecurity and victimization, as part of its local security diagnosis. The Communications service can facilitate their completion by ensuring that residents in those areas are well informed about the strategy beforehand.

Media Relations

The media usually gives the greatest coverage to sensational – and very atypical – crimes in a community. Much less emphasis is given to more minor and common crimes, or to analysing why crime problems develop and occur, or how they might be prevented. Sensationalist crime stories can have a direct impact on levels of public insecurity in the community. One of the major roles of the Communications and Public Relations services is to educate the local media about the importance of focusing on these underlying urban safety issues, providing better information to the public about the actual level of crime problems in the community, and about how they can be successfully tackled and prevented.

For more information:

- *Knowledge Base / Tools / Communications*
International Centre for the Prevention of Crime www.crime-prevention-intl.org
- *Crime Stories: A Guide to Communication Strategies for Community Safety Partnerships*, 2001
Nacro, England www.nacro.org.uk
- *Communicating Crime Reduction*
Crime Reduction Centre, Home Office, England www.crimereduction.gov.uk

4

What can be done ?

Examples

of local prevention projects and action

4.1 Overview **4.2** Safety of Women **4.3** Safety of Childrens **4.4** Safety of Youth **4.5** Safety of Elderly **4.6** Safety of Aborigines **4.7** Safety in parks and public spaces **4.8** Safety on public transport **4.9** Safety in commercial areas **4.10** Safety in residential areas **4.11** Safety in schools **4.12** The prevention of vandalism **4.13** The prevention of burglary **4.14** The prevention of car thefts **4.15** The prevention of social exclusion



T h e K e y f o r S a f e r M u n i c i p a l i t i e s

Examples of Local Prevention Projects and Action

Overview

Municipalities are confronted with a wide variety of problems of crime and disorder as well as insecurity. The approach presented in this tool kit demonstrates the importance of mobilizing partners in local government and the community to develop a strategic approach together. This will enable priorities to be established and specific action to be taken to deal with particular types of crime, as well as developing initiatives that target groups at risk.

Section 4 of the tool kit presents some concrete examples of projects which have used this approach to reducing and preventing crime and insecurity in municipalities across Canada, as well as in other countries. These examples illustrate the range of different solutions which have been used, as well as the variety of partners who have contributed to the success of the initiatives. Their impact on the problems identified in many cases is also included.

The first set of examples deals with projects designed to promote the safety of individuals and groups at risk of being victimized or of becoming involved in offending. They include initiatives concerned with the:

- Safety of women
- Safety of children
- Safety of youth
- Safety of the elderly
- Safety of Aboriginals.

The second set of examples deals with the safety of public places and spaces. These include:

- Safety in parks and public places
- Safety on public transport
- Safety in commercial areas
- Safety in residential areas
- Safety in schools.

The third set of examples is concerned with common types of crime:

- The prevention of vandalism
- The prevention of burglary
- The prevention of car theft.

Finally, the last set of examples illustrates the kinds of prevention approaches which can be established to deal with problems of social exclusion resulting from such issues as substance abuse, homelessness, prostitution, and mental illness.

Examples of Local Prevention Projects and Action

Safety of Women

Violence against women, and its impact on women's sense of safety, presents a major challenge for the development of a good prevention strategy. The kinds of action which can be taken by the municipality can include a number of different approaches, and there are number of different kinds of tools available: special safety audits, resource planning manuals, environmental design guides geared to women's concerns, and anti-violence education programmes and tool kits. Some examples are given below.

Successful safety audits can lead cities to impose fewer boundaries on women. They can result in more women using a full range of urban space, and doing so throughout the full twenty-four hour cycle. Truly successful safety audits can encourage a wider range of women and other vulnerable groups to use this space, leading to a wider variety of uses of the space.

(Caroline Andrew, 2000)

Taxi-Plus Granby, Quebec

Aim

To inform taxi drivers of the role they can play to help ensure women's safety.

Description

The programme was developed by a women's safety organization in Quebec. In 1995, the organization created the programme Taxi Plus in collaboration with the municipality of Granby. The aim of the programme was to educate taxi drivers on the key role they can play in ensuring women's safety, such as responding to the needs of women in difficulty on the street, and driving them to a place of safety if necessary. In 1998/99, the organization received funding from the National Crime Prevention Centre's Community Mobilization Programme to expand the project to other Quebec municipalities.

Partners

Granby and other municipalities, Développement Québécois de la sécurité des femmes, National Crime Prevention Centre.

For more information:

➤ National Crime Prevention Strategy www.prevention.gc.ca

See inside ➤

Women's Safety Audits

Challenge

To improve the quality of life for women in the urban environment, by reducing their insecurity and increasing their freedom of movement and independence.

Description

Women's Safety Audits were initially developed by the Toronto Metro Action Committee on Public Violence Against Women and Children (METRAC). The Survey Guide on Women's Security in the City (Department of Leisure and Community Services) provides a step-by-step guide to eliciting women's concerns about their own neighbourhoods or public spaces, and ways in which these could be improved. The City of Montreal was inspired by METRAC in 1992, and has developed and used similar 'Exploratory Walks' since then.

Safety Audits provide a critical analysis of public spaces and the urban environment. Groups of 3 - 6 people (mainly women) walk around their neighbourhood with a guide and a detailed map, and identify physical features and elements which cause concern. The Safety Audit outlines improvements which can be made on the basis of the main principles for women's safety: knowing where I am and where I am going; seeing and being seen; hearing and being heard; being able to escape and obtain help; and living in a clean and welcoming environment. A report on the findings is then submitted to the relevant section of the local authority for action.

Safety audits have been conducted in parks, on public transit systems, in community housing projects, community centres, office buildings and on university campuses in Toronto, Kingston and Ottawa. They have also been used in many other countries including Sweden, England, Australia and Tanzania. (See Women and Cities International)

Partners

METRAC has worked in partnership with the City of Toronto, the Toronto Transit Commission, other municipalities in Ontario and the Council of Ontario Universities. In Montreal, the City has been represented on the Comité d'action femmes et sécurité urbaine (CAFSU) which includes women's groups and community organizations, universities, and other public institutions such as the police and transport commission.

For more information:

- Women and Cities International www.femmesetvilles.org
- METRAC Women's Safety Audit Guide www.metrac.org
- *Guide d'enquête sur la sécurité des femmes en ville*, 1993
Comité d'action femmes et sécurité urbaine, Montreal www.cafsu.qc.ca

See next page ➤

Women's Safety Toolkit
Montreal, Quebec

Goal

To provide information to municipal workers, NGOs, police, schools etc., on issues relating to women's safety in an urban setting, and to demonstrate the importance of including women in city planning and development.

Description

This toolkit developed by the Comité d'action femmes et sécurité urbaine (CAFSU) provides a wealth of information on initiatives developed in Montreal over the last 10 years to address women's concerns about safety in their environment. It is only available in French, but the 14 files in the toolkit cover:

- Historical Context of Women's Safety in Montreal
- Causes and Consequences of Women's Insecurity
- Exposing Myths and Prejudices
- Intervention Approaches
- A Global Model of Intervention
- Principal Types of Intervention
- Activities among Women
- Activities among Men
- Activities among Mixed Groups
- Community Mobilization
- Safety Planning
- Research and Goals
- Promotion and Sharing of 'Best practices'
- CAFSU Index

Each file lists relevant resources provided in the toolkit including: copies of the main publications produced by CAFSU and other women's organizations in Montreal, statistics produced by Statistics Canada, academic articles, best practices, and activities developed by TANDEM, Montreal.

Strong Points

The toolkit provides a host of examples which illustrate the power of local partnerships in developing, implementing, and maintaining successful prevention action to promote women's safety.

For more information:

- *Sécurité des femmes : de la dépendance à l'autonomie – La boîte à outils du CAFSU*, 2001
Comité d'action femmes et sécurité urbaine, Montreal www.femmesetvilles.org
- *A City Tailored to Women. The Role of Municipal Governments in Achieving Gender Equality*, 2004
Federation of Canadian Municipalities and City of Montreal
www.icmd-cidm.ca www.ville.montreal.qc.ca/femmesetville

See over ➤

Women and Community Safety. A resource book on planning for safer communities
British Columbia, Canada

Problem

Many factors exacerbate violence against women in small rural and/or isolated communities. These include geographical and social isolation; lack of or inadequate public transport systems; lack of social and emergency services; poor economic and social conditions; and long distances to access work, recreation and community services. Women's groups and local governments wanted in-depth information and assistance on how to build partnerships to promote women's safety in small rural towns and isolated communities.

Project

This resource guide *Women and Community Safety: a resource book on planning for safer communities* was developed by the Cowichan Valley Safer Futures Programme in British Columbia, as part of the Women and Safety Project. It draws on the experiences of many communities in British Columbia: Port Alberni, Sechelt, Nelson, Campbell River, Princeton, Fernie, Boundary of Kelowna, communities of the Cowichan Valley.

Its goals are to:

- Advocate an integrated approach to working with women's groups and local government on issues concerning women's safety.
- Raise awareness among local governments about the ways in which the planning, design and maintenance of communities either contributes to, or detracts from women's safety
- Reveal different ways that different groups use and participate in community environments
- Provide tools and resources that can be used in the process of planning safer communities

Partners/Funding

National Crime Prevention Centre, B.C Ministry of Community, Aboriginal and Women's Services, Canadian Rural Partnerships Pilot Projects Initiative, the Vancouver Foundation, and Human Resources Development Canada.

For more information:

- *Women and Community Safety: a resource book on planning for safer communities*, 2002
Cowichan Valley Safer Futures Programme, Cowichan Women Against Violence Society www.saferfutures.org
- Women and Cities International www.femmesetvilles.org

Examples of Local Prevention Projects and Action

Safety of Children

Ensuring the safety of children requires the involvement of many services and sectors within the municipality. Initiatives focusing on very young children can be developed in partnership with families, health and social services and community organizations. At the primary and secondary school levels, age-related anti-bullying programmes, and those which teach children and adults how to deal with conflicts peacefully are important tools. Some examples are given below.

Canadian anti-bullying initiatives

The National Crime Prevention Centre has developed a useful fact sheet on bullying. The Canadian Network on School Violence Prevention provides links to many resources in Canada and elsewhere. For example, the Province of Alberta has developed several initiatives as part of its Safe and Caring Schools Project (SACS). This is a comprehensive violence prevention and character education programme, designed to encourage social responsibility and respectful behaviour in schools. It has been funded by a variety of sources including foundations, the Lions Clubs of Alberta, the Human Rights Citizenship and Multiculturalism Education Fund, the National Strategy on Community Safety and Crime Prevention, and the Alberta's Teachers Association. The project works in partnership with the Department of Education, Community Development and other governmental agencies. The Citizens Against Bullying Association of Alberta (CABA) has created a Bullying Survey Kit that includes standard surveys for students, parents and teachers, which can be used as the starting point for developing an anti-bullying programme in schools. The survey can be used to measure the extent of bullying within a school and generate awareness among the whole school community.

For more information:

- *Bullying in Canada*, Fact Sheet 2003
National Crime Prevention Centre www.prevention.gc.ca
- Canadian Network on School Violence Prevention www.preventionviolence.ca
- Alberta SACS www.teachers.ab.ca
- Alberta CABA www.stopbullyingme.ab.ca

See inside ➤

Whole School Approach to Bullying Sheffield, England

Challenge

Bullying in childhood is a risk factor which can lead to many problems from school age into adulthood, including dropping out of school, offending, alcohol or drug abuse, and ill health. It is a widespread problem in schools, and a number of countries have now developed whole-school bullying programmes based on the success of a pioneering Norwegian study

Description

The Sheffield Anti-Bullying Project was funded by the Department of Education in 1991-1994 to respond to bullying in schools. A survey found that 1 in 4 primary school children, and 1 in 10 in secondary schools, were bullied at least once or twice a term. The project included 16 primary and 7 secondary schools, with 4 comparison schools. The aims of the project were 1) to support schools in developing anti-bullying approaches; 2) to evaluate their success; and 3) to develop an Anti-Bullying Pack and video for schools. All the schools tried to develop a 'whole school' approach to bullying. This involved developing a policy and series of projects to tackle the problem throughout the school as a whole, rather than concentrating solely on the bullies and their victims. Teachers, parents, students, bullies and victims were all included, through:

- Curriculum based approaches to raise awareness about bullying, including video, drama, presentations and literature
- Increased support for students who had been bullied
- Teaching relationship-management skills
- Playground work - improving the playground environment so that children could play safely in open spaces; training lunchtime supervisors in behaviour management
- Developing peer support with individual students and groups.

Impact

Some of the key findings of the project included:

- 20% reduction in the numbers of students who reported being bullied in primary schools (a smaller change occurred in secondary schools).
- 14% increase in the number of students who said they would tell a teacher if they were being bullied
- 14% increase in students who said they would help out a fellow student who was being bullied
- the largest reductions in reported bullying occurred in schools that successfully developed a whole school approach to bullying
- students were more likely to report bullying incidents if they felt that their school took bullying seriously (e.g. schools that consulted students and parents).

Since September 1st 1999, all U.K schools are legally required to have an anti-bullying policy. Schools in Australia, the United States, Canada and many other countries have adopted the Whole School Approach.

For more information:

- *Don't Suffer in Silence: An Anti-Bullying Pack for Schools*, 2001
Department of Education and Skills, England www.dfes.gov.uk/bullying/

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Pacific Path: promoting peaceful conflict resolution in schools (Vers le pacifique)

Quebec, Canada

Background

A community-based organisation in Montreal, Centre Mariebourg, works with children (aged 6-12 years), parents and teachers to prevent behavioural problems. The Centre found that children and youth lacked the necessary skills to resolve disputes amicably, and needed to be directly involved in the processes of conflict resolution and peer mediation. It has developed mediation training workshops for youth counsellors, and a conflict resolution programme for schools.

Description

The conflict resolution and peer mediation programme for primary schools Vers le pacifique (Pacific Path) was launched in May 1998. It is administered by the International Centre for Conflict Resolution and Mediation (ICCRM). The main objectives of the programme are to:

- Promote peaceful conflict management among children, teachers and parents
- Develop educational tools to facilitate the teaching of conflict resolution and mediation in schools
- Teach children conflict resolution and mediation
- Train teachers in conflict management
- Support the implementation of the Pacific Path Programme in schools to ensure its long term success.

The programme has two phases:

- Conflict Resolution
- Peer Mediation.

In the first phase of the programme, students explore attitudes, beliefs, values, and the underlying principles of conflict resolution. Through a variety of workshops, students learn how to identify different aspects of conflict, and recognise the resources which can help them resolve conflicts peacefully. In phase two, students acquire the skills to resolve conflicts. The ICCRM has developed a second toolkit for use at the secondary school level, as well as a programme targeting pre-school children. In addition, they have started to work more closely with parents, and are currently designing a specific programme for them.

Impact

To date, over 400 schools throughout Quebec have implemented the programme, and pilot programmes are now underway in Peru, Bolivia and France. A three-year evaluation of the programme (2000-2003) has been funded by the National Crime Prevention Centre's Investment Fund.

Partners

ICCRM, Chambres des Notaires de Quebec, National Crime Prevention Centre, Department of Justice Canada, ministère des Relations internationales

For more information:

- *Pacific Path Program*
International Center for Conflict Resolution and Mediation www.circm.com

Examples of Local Prevention Projects and Action

Safety of Youth

Young people are often identified as the main source of nuisance behaviour, aggression and offending in a neighbourhood or municipality, and hence a source of insecurity. Yet young people are often the main victims of aggression and crime. Projects which actively involve young people themselves in their development, and use their creativity and energy, can help to build a sense of belonging and achievement. They provide alternatives to activities which put young people at risk of offending and victimization. Several examples are given below.

Media Toolkit for Youth Canada

Challenge

To provide training for young people on how to promote positive media attention, and counter the negative depiction of youth by the media.

Description

Making Your Voice Heard: A Media Tool Kit for Youth was designed to help change the negative stereotypes about youth which are common in the news media. It was developed through consultations with community groups, journalists, academics, and young people. The toolkit has two sections: Part I 'Understanding the Media', helps young people understand how the media works, by examining the ways in which biases and stereotypes are used in the news industry. It also explains the constraints placed on journalists when covering news stories. Part II 'Accessing the Media' provides advice on how to identify and contact local media in the community. This includes tips on being interviewed, planning events with media coverage, using the Internet as a communications tool, knowing one's rights, and other approaches which can help to counter negative stereotypes about young people.

Partners

The Media Awareness Network, youth, journalists, and community groups, and funding from the Population Health Fund and Health Canada.

For more information:

➤ Media Awareness Network www.media-awareness.ca

See over ➤

Employment for Youth Street Agents

Orleans, France

Challenge

The City of Orleans, France (pop. 105,000) experienced problems of public nuisance and vandalism by youth in a public housing neighbourhood.

Action

A team of 10 'street agents', recruited from the local population of unemployed youth, was trained to interact with other young people on the streets. They were given distinctive green jackets. The project was launched at the initiative of a neighbourhood group which employs local residents to do maintenance work in homes and public spaces. The agents' job is to anticipate situations which could lead to trouble, and establish contact with, and talk to, young people on the streets to understand their problems and work out solutions. They are not guards, policemen or inspectors, and are not intended to replace other professionals in the field. They submit written reports and complete follow-up sheets to aid in the evaluation of the project.

Impact

The project resulted in the creation of ten jobs in the Orleans neighbourhood. The work of the street agents is much appreciated by the residents. The agents are, however, employed on a temporary basis, and the operation is limited to only one neighbourhood. Similar schemes have been developed in a number of other cities in France.

Partners

This project was developed by a coalition representing the municipality, housing corporations, the national government (Ministry of Education), and representatives from neighbourhood associations. They were supported financially by the Post Office.

For more information:

- *Urban Security Practices*, 1996
European Forum for Urban Security www.urbansecurity.org

Raising Awareness through Drama

Mississauga, Ontario

Challenge

To provide youth with ways to express themselves creatively, and raise community awareness of the social issues that affect teenagers.

Description

The *Misconceptions Youth Drama Troupe* was created at Our Lady of Mount Carmel High School in Mississauga, Ontario in 1991-92. The group's founders, James Colgan and Michelle Bradshaw, wanted to develop a theatre production which would educate students about substance abuse, violence and depression. They selected 10 students from the school to perform at different venues. *Misconceptions* was registered as a non-profit charitable corporation in 1994. The main goal is to empower teens through drama, and to enable them to learn about themselves and the world about them as they grow up. While *Misconceptions* strives to reach all teens through their performances, they try to reach marginalized youth in particular.

Partners

Schools, youth, City of Mississauga, corporate sponsors. A number of sponsors fund the Misconceptions organization, including Cara Operations, City of Mississauga Community Services, Discount Car and Truck Rentals, Heart-Touching Heart Ministries, Human Resources Development Canada, Mississauga Arts Council, Mississauga News, Meadowvale Lions Club, Mississauga Rotary Club, Right Direction Solutions.

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Streetwise Networks Project
Bassendean, Western Australia

Background

In the town of Bassendean, Western Australia there was high youth unemployment, drug offending, and conflicts with police, parents, local businesses and in public spaces. Many young people had dropped out of school, had poor grades, and came from disadvantaged backgrounds. Indigenous youth were a particularly disadvantaged and marginalised group.

Description

In 1996, the Town commissioned the *Streetwise Networks Project* through the Bassendean Youth Service, to work with and for disadvantaged youth in the community. The goals of the project were to:

- 1) engage youth in esteem building activities;
- 2) increase awareness among youth about local facilities and opportunities;
- 3) reduce harmful activities;
- 4) create a positive profile for young people and improve relations between them and local businesses;
- 5) improve the City Council's awareness of young people's needs.

In the consultation phase, 200 young people were surveyed. Focus groups were held at five local high schools, two youth activity camps, and community groups. Local businesses were surveyed about their views on local youth, and the kinds of interaction they had with them. A youth newsletter and shopping centre displays were developed. Current youth policies were examined, and recreational activities and skill development programmes developed.

A number of interrelated strategies were used to achieve the diverse goals of the Streetwise Project. These included:

- consultation with young people on a range of issues including the use of public space
- conducting a needs assessment of local services and options for young people
- generating positive publicity about young people
- drafting and evaluating youth policy options
- conducting a programme of activities which promotes healthy lifestyles
- providing information to young people on services and facilities
- providing opportunities for young people to participate and communicate. (Rob White, 2002)

Impact

The strengths of *Streetwise* included: detailed implementation plans that contained goals, strategy, activity, timeline and performance measures; recognition that the issue of youth and public space involves multiple interests and problems. Some of the challenges in implementing the programme included lack of existing youth participation networks, the difficulty of accessing 'at risk' youth for meaningful consultations, part-time staffing of the project, and the inflexible nature of municipal budgets.

Partners

Municipality, Youth Service, and Streetwise Networks Project. The Australian Youth Foundation provided funding through its *Social Belonging Grants Programme*.

For more information:

- White, R, *Public Spaces for Young People: A Guide to Creative Projects and Positive Strategies*, 2002
New South Wales: Australian Youth Foundation & National Campaign Against Violence and Crime
www.crimeprevention.gov.au

See over ➤

Les Jeunes, La Nuit (Youth and the Night)

Maniwaki, Quebec

Background

Maniwaki is a small city (pop. 4,500) north of Gatineau, Quebec. The population is primarily francophone, with a small minority of anglophones. A high proportion of the population are Aboriginals (1400). In 1997, local shopkeepers and residents complained to the city council about vandalism, and the presence of groups of youths hanging about outside the local shops. This situation created insecurity among elderly clients in particular. The police had introduced a number of the short-term measures, including increased patrols and hours of surveillance, issuing tickets, and making arrests, but the problem persisted.

Action

The city called a meeting with the police, CLSC (local health and community services), youth community organisations, the youth centre and the Aboriginal community, in order to develop a lasting solution. As a first step, a project advisory group was established and it was decided to investigate who was involved, and try to identify what their needs were. A young social worker was recruited to hang around the streets in the evenings, including back streets and alleyways, to get to know the young people and gain their trust. She found that there were a number of different groups of young people who were divided culturally, linguistically, and in terms of their sports interests. She was able to gather a lot of information about the situation and the needs of local youth. The project group subsequently developed the initiative *Youth and the Night* which included:

- Changing from vehicle police patrols to foot patrols, to increase visibility
- Creating an in-line skate park and youth cafe
- Developing a temporary youth meeting place in the recreation centre
- Ensuring the continued presence of the social worker and a street worker on weekends and weeknights, with help from the youth organisation *Mani-Jeunes*.

Subsequent action included hiring a youth worker to help coordinate recreational activities, installing a graffiti wall, and providing ongoing support to youth living on the streets by ensuring a continued presence of street workers.

Outcome

A subsequent survey found that the youth were very satisfied with and appreciative of the initiative. *Youth and the Night* continues to develop. Some members of the project advisory group would like it to be formalized, others prefer it to be run by a community organization.

Some of the lessons learned from *Youth and the Night* are:

- While the City of Maniwaki acted as the catalyst for the project, it had to be careful to avoid dominating the advisory group.
- To ensure their continuity, such projects must evolve with the changing interests and needs of young people. What was 'cool' in 1998 is not necessary 'cool' today.
- It is important to work on the relationship between youth, city administrators and the police, to re-establish contact with them if necessary, and to provide mechanisms for listening to, and understanding their views.

For more information:

- *Prévenir la criminalité : l'expérience de Maniwaki*, in *Municipalité*, vol. 33, no. 4, September-October 2002
Ministry of Municipal Affairs and Regions, Quebec www.mam.gouv.qc.ca
- Ministry of Public Safety, Quebec www.msp.gouv.qc.ca

Examples of Local Prevention Projects and Action

Safety of the Elderly

Elderly people are often among the most vulnerable people in the municipality. Living alone, with reduced mobility and autonomy, they may feel more insecure in their homes, or perceive the outside world as more hostile and dangerous than when they were younger. They can also be more vulnerable to consumer fraud, and, in some cases, physical or emotional abuse. The following are examples of initiatives which can help to prevent such problems.

Bogus Callers Project ANottinghamshire, England

Challenge

The police in Nottinghamshire, England, received some 4500 complaints each year about people gaining entrance to homes with false identity papers. It was common for them to introduce themselves as agents for the water, telephone or electricity services. Some 94% of the victims were elderly people, mostly women (72%) and living alone (71%). This form of crime represented around 5% of all residential burglaries.

Description

The Nottinghamshire police developed the Bogus Callers Project in 1995, using two preventive measures:

- fitting a door chain, free of charge;
- issuing a standard identity card which all professional callers must show.

The householder can call the telephone number on the card to verify the identity of the visitor. To ensure widespread use and recognition of the card, the police contacted all local service agencies asking them to contribute to a joint fund. This was used to print information leaflets distributed to homes and in public places. Stickers were put on the front doors of all homes protected by the project. Their purpose was deterrence, but the widespread use of the stickers in a neighbourhood also served to give a sense of a well-protected community.

Impact

This project led to a 38% reduction in reported bogus callers during the first three months of 1995, compared with the first three months of 1994.

Partners

The police, municipality and local services.

For more information:

- *Urban Safety and the Elderly*, 1996
European Forum for Urban Safety www.urbansecurity.org

Aging Without Violence – Vieillir sans violence

Montreal, Quebec

Challenge

The help to identify elderly victims of abuse, and support services.

Description

The *Fondation Docteur Philippe-Pinel* developed a brochure designed for family members, friends, and service providers of elderly people, on how to recognize the signs that an elderly person is being neglected, or victimized, whether financially, physically or psychologically.

The brochure includes a simple questionnaire to help identify victims and aggressors or abusers, and lists resources and support networks including:

- Elder Abuse Info-Line 1 888 489-2287
- Notary of Consumer Protection Bureau (financial abuse)
- Representative of financial institutions
- Family Doctor
- Counsellor
- Police
- Quebec Federation of Senior Citizens

The brochure also provides tips on protecting against financial fraud, since the most frequent form of abuse against the elderly is financial. These include:

- Making regular enquiries about account statements, cancelled cheques and bank books
- Never lending your bank card to anyone
- Never giving your personal identification number to anyone
- Reporting lost or stolen cards immediately.

Partners

Fondation Docteur Philippe-Pinel, Royal Bank of Canada, University of Montreal, Federation of Senior Citizens, Quebec Association of Community Centres for the Elderly, the University Institute of Social Gerontology of Quebec.

For more information:

- Fondation Docteur Philippe-Pinel www.pinel.qc.ca/fondation

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Fraud Prevention: The Scotiabank Fraud Awareness Programme

Challenge

The elderly tend to be targeted in consumer fraud. In 1998, 76% of Canadian victims of telemarketing fraud of more than \$5000 were elderly.

Description

Recognizing that the elderly are prime targets for consumer fraud, the Volunteer Centre of Toronto created a programme to provide seniors with tools to protect themselves against such victimization. The *Scotiabank Fraud Awareness Programme: ABC's of Fraud*, was developed in 1996. The main objectives of the programme are to:

- increase the ability of seniors to recognize fraud;
- increase awareness of consumer fraud among seniors;
- offer seniors the necessary tools to prevent further victimization and;
- provide information on how to access assistance when faced with consumer fraud.

This programme is administered by trained elderly volunteers to seniors' clubs, libraries, community centres, senior's housing facilities and retiree groups. For those unable to attend because of poor health, insecurity or lack of transport, the Volunteer Centre created a second programme the *ABC's of Fraud for Service Providers*. This programme is designed for those working with elderly people, including family members, service providers, home helps and volunteers. It trains them to alert seniors to recognize signs of fraud, and provides them with a list of resources in the case of victimization or suspicious activity. Presentations involve the use of videos, skits, role-plays and discussions, as well as pamphlets and handouts. Presentations for 15 or more service providers are free. The programme can be delivered almost anywhere in Canada.

Impact

Since its inception, the Fraud Awareness Programme has been replicated in other parts of the country including St John's, Calgary, Vancouver, Winnipeg and Halifax. Over 700 presentations have been delivered to more than 25,500 seniors across Canada. Presentations have been given by senior volunteers in several languages, including French, Mandarin, Chinese, Portuguese, Cantonese, Italian and Spanish.

Partners

Scotiabank, elderly service providers, interpreters, libraries, church groups, senior housing facilities. *The ABC's of Fraud for Service Providers* was supported by Newcastle Capital Management Inc., The Edward Bronfman Family Foundation, and the Harold Crabtree Foundation.

For more information:

- Volunteer Center of Toronto www.volunteertoronto.on.ca/aboutfraud

Examples of Local Prevention Projects and Action

Safety of Aboriginals

Many First Nations peoples live in urban settings in municipalities across Canada. They often face a number of difficulties which affect the quality of their lives: a lack of access to employment and job training, poor housing, few cultural or social facilities. They may experience problems associated with alcohol or drugs, violence and aggression. Particular attention needs to be given to their concerns and needs to prevent their exclusion from the benefits of municipal life, and to aid their social and economic integration. This includes projects which are specifically designed with First Nations women and young people. Some examples are given below.

Providing Support for Aboriginal Youth

White Buffalo Youth Lodge - Saskatoon, Canada

Challenge

The lack of local supports for Aboriginal youth in the community.

Description

An old grocery store was renovated and transformed into a municipal centre for youth - White Spirit Buffalo Lodge. Many services are offered at the Lodge, such as:

- health services provided by medical personnel including immunization, dental health, prevention of sexually transmitted diseases, drug addiction etc.
- an outreach branch providing youth with counselling for sexual, emotional and substance abuse.
- recreational activities for youth.

Many of the staff at the Lodge are Aboriginal, and all have training in recreation. While it caters for young Aboriginals as the priority, it is open to other young people too.

Partners

The City of Saskatoon, Saskatoon Tribal Council, The Metis Urban Self-Government Council of Saskatoon, Saskatoon District Health, Recreation, and Social Services. Funding for the Lodge comes from the municipality, Heritage Canada and the Provincial Government.

For more information:

- Department of Community Development, City of Saskatoon www.city.saskatoon.sk.ca

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Urban Native Training Centre

Challenge

To improve the quality of life for urban Aboriginal people by increasing their employability.

Description

The Urban Native Training Centre (UNTC) in Montreal was created by the Native Friendship Centre of Montreal in 1996. The role of the UNTC is to provide clients with the necessary tools to access secondary and post secondary education, as well as professional training.

The main goals of the programme are:

- To provide quality training and education geared to career preparation and job advancement
- To help the development of self-empowerment and build self esteem
- To eliminate learning barriers by providing individual support
- To keep abreast of, and respond to, changes and developments in training needs.

The centre offers services and courses in literacy, secondary education, professional training, custom-design, computing and software applications and training seminars.

Partners

The Aboriginal Strategic Initiatives Programme of Human Resources Development Canada; Native Friendship Centres in Quebec.

Native Friendship Centres are located in many cities across Canada, and offer a wide range of services and resources aimed at improving the quality of life for Aboriginal peoples living in urban and rural environments. They support self-directed activities which foster the development of community resources.

For more information:

- Native Friendship Centre of Montreal www.schoolnet.ca/aboriginal/nfcmontreal

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A Safe House for women victims of violence and their children

Challenge

To provide shelter and support to Aboriginal women and their families who are victims of violence.

Description

Following community forums held in 1989 and 1990 on the problems encountered by Native women and children, the United Native Nations Society of British Columbia developed the Helping Spirit Lodge Society Project. Its aim was to respond to the needs of Aboriginal women experiencing family violence. The Lodge opened in May 1991 and is a 33-bed transition house that provides shelter and support to battered women and children. The BC Housing and Management Commission provided the premises.

The guiding principles of the Lodge are:

- To allow Aboriginal women to reclaim their traditional respected role in the family, community, and society
- To break the cycle of violence in the family, the community, and society
- To create and support healthy families
- To offer quality services provided by, and for, Aboriginal people
- To restore a positive sense of self through the Aboriginal cultural healing process.

Among the services provided are referrals to specialized counsellors (e.g. sexual abuse) referrals for specialized treatments (e.g. drug addiction) ongoing support and follow-up by an outreach worker, legal referrals and support for women and children, and an environment fostering education and awareness about the prevention of family violence.

Impact

Since its creation, the Lodge has assisted over 5,000 Aboriginal women.

Partners

Social services, the police, family violence services and other victim support services, British Columbia Housing and Management Society.

For more information:

- The Helping Spirit Lodge Society www.helpingspiritlodge.org

Examples of Local Prevention Projects and Action

Safety in parks and public spaces

Levels of insecurity in the municipality are often greatest in places such as parks, public spaces, and particular streets. These are also the kinds of places where problems such as drug abuse or drinking are common. Local businesses, residents and users can all be affected and if these areas are allowed to deteriorate, then everyone's quality of life declines. Developing affordable and long-term solutions requires a collaborative strategy and partnership which includes users of public places and local residents, as the following examples illustrate.

Drug abuse in the park - a coffee shop forum for youth

Challenge

A public park in Modena, Italy had become a major centre for drug trafficking and drug use because of its close proximity to a drug rehabilitation centre. As a result, the local population had ceased to use the park.

Action

The volunteers at the rehabilitation centre intervened on two fronts. They established an active presence in the park to reduce the amount of drug trafficking. Secondly, they opened a coffee shop to attract young people and local residents, and act as a forum for discussion and debate. Since the coffee shop served as a gathering point for young people, it enabled the volunteers at the centre to get to know the leaders among the groups. They were encouraged to distribute information to their group members on drug abuse problems. The volunteers also made referrals to treatment centres, and provided advice to young people on unemployment and housing issues.

Impact

Neighbourhood residents have gradually become more involved in the activities initiated by the coffee shop staff, and have begun to reclaim the park. Both drug users and non-users are now able to use the park at the same times without problems arising.

Partners

The municipality, the drug rehabilitation centre, young people and neighbourhood residents.

For more information:

- *Local Prevention and Strategies for the Prevention and Control of Drug Abuse*, 1998
European Forum for Urban Safety www.urbansecurity.org

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National Initiative for Youth at Risk

Challenge

To increase the participation of young people 'at risk' in recreation and physical activities across Canada.

Description

A national *Inter-sectorial Committee for Youth at Risk* was established in 1998 to reduce the barriers that prevent youth at risk from participating in recreational activities. The Committee consisted of representatives from:

- The Canadian Parks and Recreation Association (CPRA)
- The Canadian Association for Health, Physical Education, Recreation and Dance
- The National Crime Prevention Centre (NCPC)
- The Boys and Girls Clubs of Canada
- Health Canada - Fitness/Active Living Unit, and Childhood and Youth Division
- YMCA Canada

Eight nation-wide pilot projects, aimed at increasing the participation of youth at risk in sports and recreation, were set up through multi-sector partnerships, formed by a range of youth-related sectors in each community. The pilot projects relied heavily upon the participation of municipal actors as well as institutional and community partners. In particular, mayors, town councils, recreation, youth and social services, as well as youth justice were involved. The pilot projects included:

- Asian New Communities Youth Team, Edmonton, AB
- Teen Express 2000, New Glasgow, NS
- Mom and Kids Programme, Toronto, ON
- Le respect des différences, Natashquan, QC
- Mom and Kids, YM-YWCA, Toronto, ON
- St Alban's Boys and Girls Club, Toronto, ON
- Kelowna and Westbank YM-YWCA, BC

Impact

Based on surveys, interviews and focus group sessions with all those involved in the projects, including the young people themselves, a number of 'Success Stories' were published. The evaluation of the projects highlighted the importance of i) reaching a consensus on goals *before* programme implementation; ii) establishing one-to-one contact with youth; and iii) addressing common barriers to participation such as transport problems, registration fees, etc., which have an impact on participation levels.

For more information:

- *Success Stories: Making the Case for Community Partnerships Dedicated to Recreation and Physical Activity Programming for Youth at Risk, 1999*
The National Youth At-Risk Pilot Project Initiative. The Canadian Parks and Recreation Association
www.cpra.ca

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Drugs and Prostitution in a Neighbourhood

Challenge

Over a period of years two streets in Trois-Rivières, Quebec had become the main centres for prostitution. The public complained about indecent acts, the constant noise from shouts and arguments, increasing traffic, and the presence of used condoms and syringes. Local residents had made a series of complaints about a run-down apartment building in the neighbourhood, which was used for drug sales and as a shooting gallery. The elderly owner of the building was overwhelmed by the problems.

Action

Following a local residents petition, a working group was formed bringing together local citizens, community organizations and the police. It was decided that there should be intervention targeting the apartment building where much of the prostitution and drug problems were located. A number of different initiatives were implemented, illustrating the importance of an integrated and coordinated approach in prevention:

- the owner of the property convinced two tenants to renovate the building and improve exterior lighting.
- the courts agreed to change the conditions for a sentence of probation given to prostitutes by banning them from the neighbourhood for up to three years.
- the Public Works department increased the amount and level of street lighting near the building.
- the Urban Planning and Permits and Inspections departments met with the building owner to inspect the premises and establish a list of areas needing improvement.
- the local health and community services centre (CLSC) and a detox centre were asked to provide help and support to drug users.
- the local Neighbourhood Watch organizer met with local residents before these initiatives were implemented in order to ensure their participation and involvement from the start.
- foot patrols were established by the police to deter potential clients of prostitutes, and those wanting to buy drugs.

Impact

All the local residents were very satisfied with the work undertaken together. There was a 75% decrease in calls received by the police about the problems in the area. Drugs were no longer sold in the building, and the number of prostitutes was reduced.

Partners

The main partners involved in the initiative included municipal services (police, urban planning, permits and inspections and public works), the commercial property owner, the CLSC, Carignan House (the detox centre), the Minister of Social Security, and the local neighbourhood watch group.

For more information:

- *Intersection*, Bulletin d'information et de liaison sur la police de type communautaire, No. 16, 2000
www.msp.gouv.qc.ca

Examples of Local Prevention Projects and Action

Safety on public transport

In many municipalities, public transport is heavily used each day. For some people it is the only means of getting to work or accessing health, social services or education. Ensuring the safety of users of the transport system, as well as a sense of security, is a high priority. This includes keeping public transit systems clean and well-managed, as well as dealing with particular social problems which are often centred around bus or train terminals. The following are examples of projects concerned with public transport.

Homelessness and Railway Stations

Challenge

In Sofia, Bulgaria, the presence of homeless street children living in railway stations, many of them working as prostitutes, created concern and insecurity among public transport users.

Action

A coalition was created which included the municipality, the Crime Prevention Commission, the police, the transport network and transport users, and community organizations and foundations. Their goal was to provide the street children with a home and access to education. The Mayor and Deputy Mayor were closely involved from the beginning of the coordination of the project. An initial survey and analysis of the situation was undertaken and the coalition met weekly to facilitate progress.

Impact

The project resulted in the building of a home for the street children. A relationship of trust was established between the children and social workers, and there was much greater understanding of the children's situation among the coalition members. The difficulties encountered during the project stemmed from the coalition's lack of experience in working together. They also met with some financial restrictions during its implementation.

Partners

The municipality, the transport network, the Crime Prevention Commission, the police, and foundations and associations. The main sources of funding were the municipality and the European Union. Technical aid came from other cities in Europe.

For more information:

- *Urban Security Practices*, 1996
European Forum for Urban Safety www.urbansecurity.org

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Facilitators on Buses

Challenge

To reduce insecurity and incivilities on public transport in the municipality.

Description

In May 1997, the Transport Agency in Brunoy, France recruited 10 facilitators between the ages of 21-25 to intervene on bus routes in the event of disputes arising between the driver and users, or between passengers, or cases of vandalism, fraud or harassment. Their main role is to mediate. If their efforts are unsuccessful, they are responsible for ensuring that the offending passenger leaves the vehicle. The facilitators are in direct contact with drivers and on-board ticket inspectors throughout the network. In the event of an emergency, they can contact the police service by radio.

Those recruited were in good physical shape, come from different ethnic backgrounds, and must be able to express themselves politely and to keep their 'cool'. There is no specific training for this position, but they take part in the transport agency's regular four months training course which leads to a vocational training certificate in passenger transport (Bus driver).

Outcomes

Passengers reported feeling safer, and local authorities and other practitioners in the area were very satisfied with the project. A significant decrease in the level of fare evasion has been recorded.

Partners

Public Transport Agency. Drivers and inspectors, youth, municipality and transport users.

For more information:

- *Safety v Security: New Jobs for the New Millennium*, 1997
European Forum for Urban Safety www.urbansecurity.org

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Keeping Stations Clean

Challenge

Public transit stations in some disadvantaged neighbourhoods in the city of Toulouse, France were regular targets of vandalism and needed regular cleaning and maintenance.

Action

Unemployed local residents were given the responsibility of keeping two metro stations clean. The aim of the project was to increase the social regulation of the public spaces by ensuring the presence of local residents, as well as providing employment. The local youth were recruited by a community group concerned with social integration, under a contract with the transport service. The community group was also responsible for maintenance and repairs in subsidized housing and public parks in several neighbourhoods. The initiative was part of a comprehensive social management policy for difficult neighbourhoods developed by the transport service. A Neighbourhood Prevention working group was set up by the transport service to develop and implement crime prevention projects in collaboration with other institutions and sectors, as well as a network of links with local residents.

Impact

The level of vandalism was reduced, and the stations became the cleanest in the network. Since the metro cleaning staff often knew the potential vandals, this helped to discourage further acts of vandalism. The staff became attached to the stations and felt a sense of ownership. The project created ten jobs in the neighbourhood.

Partners

The project was funded by the municipal transport service, with additional funding from other levels of government.

For more information:

- *Urban Security Practices*, 1996
European Forum for Urban Safety www.urbansecurity.org

Examples of Local Prevention Projects and Action

Safety in commercial areas

Commercial arteries, main streets and shopping centers are generally high-use areas which contribute a great deal to the life and attractiveness of a municipality. It is important that any problems of nuisance, crime or violence be dealt with collectively in a strategic fashion, and using the expertise of partners. Local businesses, clients and users are the primary beneficiaries of the kinds of examples given below.

Commercial Robbery and Environmental Design

Challenge

In the United States, convenience store robberies increased by 28% between 1985 and 1989.

Action

Many studies have demonstrated that there is a clear link between the robbery of convenience stores and poor environmental design which does not provide them with adequate protection. Collaboration between police departments, municipal councils and convenience store owners in the United States resulted in the introduction of a variety of voluntary and legislated prevention strategies using state laws and city ordinances. They included the following measures:

- Improving employee and natural surveillance by having two or more clerks on duty, better lighting, and removing window obstructions so that passers-by can see into stores
- Using good cash-handling techniques to remove targets by limiting the amount of cash in the till, posting signs indicating limited cash, and using time release or drop safes
- Increasing physical barriers by erecting fences and walls to make it difficult for robbers to gain quick access or escape, and removing obstacles which could be used to hide behind
- Enhancing formal surveillance through the use of alarm and video camera systems, and encouraging police patrols of stores.

Impact

In Gainesville Florida, the introduction of these environmental prevention strategies resulted in an 81% reduction of robberies in convenience stores (from 97 to 18 incidents) over a four year period, and a 51% reduction in Jacksonville (from 863 to 422 incidents).

Partners

The municipalities, police services, state legislators, and convenience store owners and employees.

For more information:

- *100 Crime Prevention Programs to Inspire Action Across the World*, 1999
International Centre for the Prevention of Crime www.crime-prevention-intl.org

Insecurity in a Shopping Center

Challenge

During two weeks in October 1991, employees and shoppers at the Dufferin Mall, in Toronto Ontario, experienced two armed robberies, an attempted rape and a murder. There was a huge increase in insecurity. Drug trafficking was thought to be associated with these events. Shoplifting and the presence of groups of young people hanging around were also concerns.

Action

In April of 1992, the management of Dufferin Mall began to work with local partners including social service agencies, the police, and the community of Dufferin (approx. population 196,000) to develop creative solutions to the problem. They wanted to create a sense of community ownership, and to promote self-policing in the mall. The project included the following key elements:

- Environmental Design: altering the mall layout to discourage youth from congregating in large numbers e.g. by turning long rows of benches in the Food Court into seating for groups of four
- Security and Policing: initially establishing a zero tolerance policy and then promoting behavioural change and self-policing among employees and customers
- Youth Programs: creating the Dufferin Mall Youth Services (DMYS) to offer store front counselling and community support services to youth aged 12-24 and their families, and cultural and sports activities for at-risk youth
- Public Education: developing a marketing program 'We are Your Community' to overcome fear and insecurity among visitors, and let the community know that Dufferin Mall had once again become a safe place.

Impact

The total number of reported incidents fell from 1,213 in 1991, to 794 in 1996 - a drop of 35%. The management of Dufferin Mall estimated that shoplifting decreased by \$4 million between 1991 and 1995. Elements of the program have been replicated at Square One in Mississauga, Place d'Orleans in Ottawa, and Stoneroad Mall in Guelph.

Partners

The Dufferin mall administration and security staff, the City of Toronto Department of Parks and Recreation, the Department of Health, the Department of Public Works and the Environment, the Metropolitan Toronto Police, 31 social service agencies, and various other partners. Each component of the program is self sufficient, relying on small grants provided by the management of Dufferin Mall to support individual initiatives.

For more information:

- *100 Crime Prevention Programs to Inspire Action Across the World*, 1999
International Centre for the Prevention of Crime www.crime-prevention-intl.org

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A roller blade park

Problem

Business owners complained to the municipality of Campbellton, New Brunswick about local youth who were roller-blading and skateboarding in commercial areas. They were concerned about the impact on their customers and their property.

Action

The Crime Prevention Association of New Brunswick decided to create a skateboard park in the area, to give young skaters a place to practice their sport. The association is an incorporated, non-profit organization consisting of 60 members from across the province, including Block Parents, Neighbourhood Watch, municipal police forces, the RCMP, businesses and local citizens. A police officer and member of the Crime Prevention Association, set up a committee of local youth to help design and build an in-line skating and skateboard park. The site, selected by the municipality, was an old community swimming pool. The youth helped solicit financial support from the local community, and \$27,000.00 was raised for the construction of the park. They also took part in the construction of nine different ramps in the park.

Partners

The municipality, the police service, parks and recreation, local businesses, schools, local youth and other citizens, and the Crime Prevention Association.

For more information:

- The Crime Prevention Association of New Brunswick www.cspace.unb.ca/cpanb/

Examples of Local Prevention Projects and Action

Safety in Residential Areas

All citizens want to live in a pleasant and safe environment. The first place they look to is the safety of their residential area, since this is the centre of family life, recreation, and more often, those who work at home. Residential burglary and vandalism are among the most common crimes in residential areas. They can have both a physical and a psychological impact and increase the sense of insecurity of victims. Apart from traditional safety measures for protecting homes (locks, alarm systems, video cameras etc.), it is important to strengthen the capacity of the local community to exercise informal control and surveillance. This can be done by working closely with them. It is equally important to tackle some of the causes of local insecurity with targeted prevention programmes. This might include programmes for youth at risk in the neighbourhood. Some examples of these types of projects are given below.

Improving Security in a Problem Housing Estate

Challenge

A survey conducted in 1995 found that 66% of residents living in the Kikkenstein housing complex in a suburb of Amsterdam (The Netherlands) did not feel safe. The survey also found that the principle factors associated with residents' insecurity were loitering by strangers (58%), and poor natural surveillance (35%).

Description

The project 'For a Safer Kikkenstein' began in 1995, to try to improve the quality of life of residents in the public housing complex. Among the many initiatives established to reduce crime and disorder problems, were the following:

- installation of 13 video cameras to monitor the building entrances and exits, and provide a record of incidents for the police
- recruitment of security personnel from among the unemployed, to patrol the building, report problems, assist residents and maintain video cameras
- undertaking preventive maintenance work, installing improved lighting, better locks, and encouraging residents to take a more active role in the social control of their community.

Partners

- The Nieuw Amsterdam Housing Corporation, the Delft OTB Research Institute, Kikkenstein Residents Association, building security staff, and the police
- Funding was provided by the national government and the local council, and residents were required to contribute 15 guilders (\$10) a month towards the cost of the security staff.

Impact

Between 1995 and 1996, the project reduced the cost of vandalism per household by 60%, down from about \$30 to \$13, and overall additional maintenance costs per household by 39%, down from \$225 to \$140. Further:

- 86% of tenants felt that safety had improved
- there was a 75% reduction in car thefts, down from 12 incidents to 3 in one year
- a 53% drop in assaults, from 15 to 7 in one year.

For more information:

- *100 Crime Prevention Programmes to Inspire Action Across the World*, 1999
International Centre for the Prevention of Crime www.crime-prevention-intl.org

Skill Development for Children in Disadvantaged Areas

Challenge

Antisocial behaviour by children and young people may often be a problem in disadvantaged housing areas, and contributes to generating insecurity among residents. In a low-income housing complex in Ottawa, children were responsible for a high number of calls to the police and fire departments.

Description

The Participate and Learn Skills (PALS) programme was set up from 1980 to 1982. Its aim was to develop abilities and skills, and reduce antisocial behaviour, among disadvantaged children and young people of 5 to 15 years, living in a low-income housing complex (approx. population 310,000). The children were offered a choice of 40 free out of school skill-development programmes. These included swimming, judo, ballet, scouting, orienteering and cooperative games. A very dynamic campaign was launched to recruit children and young people into the programme.

Partners

Organizers of the PALS programme, Ottawa-Carleton Housing Authority, the police, fire service, and other municipal services. Funding was provided by Fitness and Amateur Sport Canada, the Hospital for Sick Children Foundation (Toronto), and the Ontario Ministry of Culture and Recreation.

Impact

An evaluation compared the numbers of calls to the police and fire alarms in the complex with those received from another low-cost housing complex, as well as cost savings. After one year there was:

- a 50% drop in the number of police charges against juveniles in the PALS complex, compared with a 20% increase in the other complex
- a 44% decrease in fire alarm calls from the PALS complex, compared with a 3.5% increase at the comparison complex
- Between 1980 and 1983, the programme also resulted in cost savings of \$659,058 for the police, the fire service, and building repairs. This was two and a half times the amount spent on running the programme (\$258,694).

For more information:

- *100 Crime Prevention Programmes to Inspire Action Across the World*, 1999
International Centre for the Prevention of Crime www.crime-prevention-intl.org

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Housing Caretakers

Challenge

To reduce vandalism, violence and crime in a public housing estate.

Description

In Hannover, Germany, the society responsible for the maintenance of the buildings in a public housing estate, hired unemployed residents as caretakers. In addition to routine maintenance tasks, the caretakers provided surveillance of common areas in and around the vicinity of the buildings. They were also the first point of contact in the event of an emergency. In addition, a section of the main floor of the building was set aside for posting notices and practical information, including information about local events.

Partners

The local housing society, residents and the police.

Impact

- Reduction in the incidence of crime
- Reduction in maintenance costs

For more information:

- *Safety v Security: New Jobs for the New Millennium*, 1997
European Forum for Urban Safety www.urbansecurity.org

Examples of Local Prevention Projects and Action

Safety in schools

There has been a major preoccupation with school safety in recent years. Careful assessment shows that school violence is a complex phenomenon – it includes relations between pupils and staff, between pupils themselves, and it can affect ethnic and cultural groups, and boys and girls differently. Each school is also influenced by its immediate environment and surrounding community. The importance of setting up a working group and dealing with problems in a targeted way has been well demonstrated. The participation of those involved in the school and the local community is important. Some examples of projects based on these principles are given below.

Violence Prevention Tool Kit for Schools

Challenge

To create a practical tool kit for use in secondary schools, which is designed to prevent and reduce the use of violence in schools.

Description

The Fondation Docteur Philippe-Pinel created a Violence Prevention Toolkit for use by all members of the school community: administrative personnel, teachers, students and parents, maintenance and professional service staff. The aim of the toolkit is to foster awareness in the school community of the incidence and impact of violence in schools, and its causes. The toolkit contains 37 sections adapted to a number of school activities and scenarios, as well as a variety of practical tools and supporting material including background information, comic strips, video cassettes etc. The kit is structured around a number of themes:

- violence in the media, including video games and videos
- violence in professional sport
- violence and sexism
- suicide
- violence and war.

Partners

The ministère de l'Éducation du Québec, school boards, parents, and the police service.
The tool kit is available in French only.

For more information:

- Fondation Docteur Philippe-Pinel www.pinel.qc.ca/fondation

Extracurricular Activities in Schools

Challenge

There was an increase in school violence in an underprivileged neighbourhood in Lubeck, Germany.

Description

At the end of the 1992 school year in Lubeck, municipal workers from youth, social services, and sports and recreation departments, the police, parents, churches and school psychologists met to discuss the recent increase in school violence. This resulted in the establishment of a working group under the guidance of the municipal crime prevention council. A coordinator was appointed to oversee developments, and act as a liaison between the different municipal services. A survey was conducted to assess the views of both children and young people on the problems of violence, and the findings pointed to an absence of after school activities in the area. The following initiatives were developed:

- Creating lessons on socialization and citizenship for primary school children
- Increasing supervision during lunch hours
- Developing extra-curricular activities in cooperation with community organizations.

Partners

A coalition of the principal actors was established: municipal services, schools and school boards, the police, and community organizations.

Impact

Parents, teachers, and children agreed that the atmosphere in the schools improved. There has been a reduction in vandalism, sexual violence, alcohol consumption, and verbal aggression against teachers. Two other local neighbourhoods have adopted this programme at the initiative of the municipal crime prevention council.

For more information:

- *Urban Security Practices*, 1996
European Forum for Urban Safety www.urbansecurity.org

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Building Resiliency in a School and its Community

Challenge

The Durham District in Ontario includes large industrial and manufacturing centres and rural areas. It has experienced rapid growth, increasing crime, and 62% of the population is under 39 years. In at-risk schools, there can be considerable problems of instability with high pupil and staff turn-over rates, behavioural and family difficulties, and low educational achievement. The challenge was to work to improve learning, employability, non-violent responses, attitudes, values and behaviour among students.

Description

The school-based early intervention project Together We Light the Way was initially developed by head teacher, Sandra Dean, in the South Simcoe Elementary School. It is designed to build resiliency and responsibility in young children, and to involve the community in the process. The success of the model has led to its replication in other schools in the Durham District School Board. The programme has a number of components including:

- Respect - teaches students to respect themselves, others in the classroom, the local community and the global community
- Circles of Love - Reading Together- encourages a love of books and reading
- Choice is Yours - emphasises the need to make wise, informed and responsible choices, and demonstrates that the positive choices you make have a positive impact on your life
- Triple S - involves the community in honouring and recognising students for their accomplishments in scholastics, sports, and school activities and service to their school and community
- Healthful Happenings - teaches students the importance of eating nutritious foods, living a healthy lifestyle, and how this connects to their learning and well-being
- Parent Rap - facilitates meaningful parental involvement and engagement
- Connections: Classroom and Community - shows students that what they are learning is relevant outside the school.

Impact

Implementation of the model has resulted in increased academic achievement, a significant decrease in bullying, fighting and suspensions, and greater parental and community participation in the school. The Together We Light The Way model is being replicated in other provinces in Canada, as well as internationally.

Partners

The project relies on the commitment of a variety of partners in the municipality, business and community groups, police and school staff, as well as students and parents. Funding for the replication has been provided by the National Crime Prevention Centre's Investment Fund.

For more information:

- Investment Fund
National Crime Prevention Centre www.prevention.gc.ca
- *Hearts and Minds: A Public School Miracle*, Sandra Dean, 2000, Toronto: Penguin Books.
Together We Light the Way www.togetherwelighttheway.com

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Preventing Violence in Schools: Creating a Student Assistance Center

Challenge

In the early 1990's a school in East Hartford, Connecticut (USA), experienced increases in violence and drug use in the school, tension between ethnic groups, and the emergence of gangs. The school population of 2100 students included 72% students of colour and 28% Caucasians. They represented 70 countries of origin and 40 languages were spoken. This was coupled with an overloaded school guidance capacity, and limited local social services or funds.

Description

The aim of the project was to reduce truancy, violence and substance abuse, and improve discipline and academic performance, through the development of a school-based student assistance center, and the use of conflict resolution approaches. The Student Assistance Center (SAC) is run by a full-time certified staff member, with 30 teachers volunteering time on a rotation basis; 1 full-time and 7-9 part-time interns from the University of Connecticut; a drug and alcohol counsellor, and trained student mediators. The SAC involves a variety of programmes and links. Conflict resolution and mediation is offered by peers, adults and through self-mediation. Peer mediators are a cross-section of students who receive a three-day training programme. A Student Assistance Team of volunteer staff sees students referred through the SAC. Alcohol and drug counselling is offered five days a week, together with AA meetings and other groups for at-risk students. The local police deliver drug and gang resistance intervention programmes. Other initiatives include Career Beginnings, a mentoring programme for at risk children, monthly workshops on college preparation with a consortium of local high schools, and a cultural enrichment programme. Funding for the SAC programmes comes from a variety of cooperative federal, state and local grants.

Impact

Over a five year period there were no expulsions, a 60% reduction in suspensions, a 40% reduction in fighting, and a school drop-out rate below 4%. The project attributes part of its success to its flexibility in identifying problems and designing intervention programmes, continuous monitoring and adaptation, as well as the development of strong links outside the school.

For more information:

- *Conflict Resolution: A Blueprint for Preventing School Violence*, 2002
The Solomon Press, New York
- *Promoting Safety in Schools: International Experience and Action*, 2001
US Bureau of Justice Assistance & International Centre for the Prevention of Crime www.crime-prevention-intl.org

Examples of Local Prevention Projects and Action

The Prevention of vandalism

Vandalism is often considered a minor breach of the criminal law. However, it does have an impact on the quality of life of a municipality or a neighbourhood. It contributes to a sense of insecurity in residential or commercial areas, or in public spaces used by many people, such as parks, public transport, and sports and leisure equipment. It can result in high costs for the municipality in terms of cleaning, or the maintenance and repair of equipment and public facilities. The following examples illustrate some targeted prevention initiatives and creative ways of dealing with vulnerable places.

Graffiti: Public Information and Responsibility

Challenge

Graffiti has been a continuing problem in the municipality of Laval, Quebec with costs estimated at approximately \$58,000 per annum.

Description

A number of projects were initiated by the Laval Police Service to clean up existing graffiti in the area, and to identify those responsible. These included:

- a study of perpetrators and their motives found that they are generally boys between the ages of 11-18 and from all social backgrounds. Graffiti was seen as a way of seeking recognition among their peers, as well as rebelling and defying authority
- a public information and communication project, directed mainly at schools, public institutions and businesses, was set up to encourage reporting of graffiti incidents to the police
- diversion from youth court and alternative sentences which involve the cleaning of graffiti by young people were implemented
- improved police surveillance
- the cleaning of graffiti by the Laval Public Transport Service, in collaboration with the community.

Outcome

- 55% reduction in the number of graffiti cases over ten months (Jan to Oct 1997)
- over the same period, an 87% reduction in the number of buses which had to be cleaned daily (from 15 to 2).

Partners

The municipality of Laval, the Police Service, school boards, schools, youth centres, businesses, the public transport system, and residents. The Ministry of Public Security provided a grant of \$26,000 for the development of the project, and the private sector contributed \$6000.

For more information:

- *100 Crime Prevention Programmes to Inspire Action Across the World*, 1999
International Centre for the Prevention of Crime www.crime-prevention-intl.org

Graffiti, Vandalism and Works of Art

Challenge

For many years, poor lighting in a pedestrian tunnel in Schiuvbroek in Haarlem (The Netherlands), vandalism, and the presence of street gangs, created great insecurity among the public.

Description

In 1994, the community made a plea to the municipality to re-establish security, and re-claim the right of pedestrians and cyclists to use the tunnel. The following measures were implemented by the municipality:

- the local government installed better permanent lighting, cleaned up passage ways, and made repairs
- a local art college adopted the tunnel as a venue for on-going art exhibitions by their students, and a series of art exhibitions were held in the tunnel on a number of themes including Billboards, Ancient Models and Tattoos, and Kids and Criminals.

Impact

Over the following two years, the new lighting had not been damaged, and graffiti was reduced substantially. There was much greater public use of the tunnel, which helped to maintain social controls and surveillance. The project received the Roethof Prevention Prize, which is awarded jointly by the Netherlands and Belgium.

Partners

The municipal government, the school commission, and local art college; funding was provided by the local government and the art college.

For more information:

- *100 Crime Prevention Programs to Inspire Action Across the World*, 1999
International Centre for the Prevention of Crime www.crime-prevention-intl.org

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Vandalism in a small municipality

Challenge

For more than a year, the municipality of Sacré-Coeur (Quebec) was confronted by a number of incidents of vandalism and break-ins which took place at night. They affected public as well as private property, increased levels of insecurity among residents, and made the municipality reluctant to undertake improvements.

Action

The vandalism was perpetrated by a group of some 15 young people of 13-18 years who had difficulties at school, were not involved in out of school activities, and were drinking and using drugs. The municipality organized a public consultation with the local community organizations and residents to develop a plan of action. A committee was set up to follow the project through. The measures set up included:

- establishing a sub-committee to undertake environmental improvements
- hiring a street worker with a mandate to develop a support programme for young people and their parents, with a local health centre
- inviting the young people involved to take part in a project to improve the youth centre
- developing a public education campaign and other prevention initiatives.

Impact

A preliminary evaluation of the project found that there was a 50% reduction in the extent of vandalism. The public was involved in the project, the young people themselves were more aware of the consequences of their behaviour, and there was an improvement in relations between the public and the municipality and with the police.

Partners

The municipality, the youth centre, the provincial police service, the health centre, street workers and local citizens.

For more information:

- *Intersection*, Bulletin d'information et de liaison sur la police de type communautaire, Special Edition, November 1998 www.msp.gouv.qc.ca

Examples of Local Prevention Projects and Action

The Prevention of Burglary

Break-ins and burglary of homes and businesses are among the most commonly reported crimes in a municipality. Sometimes a rash of burglaries takes place in the same area, or over a period of time, and places which have already been burgled are sometimes targeted again. This can arouse real fears among residents and concern among victims, and lead to a general feeling of increasing crime and insecurity in a neighbourhood. By assessing the factors which make buildings and areas more vulnerable or at risk of break-ins, and by planning a concerted strategy, it is possible to prevent incidents and repeat victimization. The following are some examples of such initiatives.

Preventing Break-ins at a Trailer Camp Site

Challenge

For a number of years a camp site in the municipality of Saint Jean Baptiste de Rouville (Quebec) had been subjected to waves of break-ins and thefts from trailers parked in the camp site. The camp site housed 1,650 trailers, over a 1.5 km area. In the fall of 2000, a series of 60 break-ins took place between 10 and 24th October alone.

Description

The camp site had only one gate at the entrance. At the end of the fall camping season, electricity was cut and lighting limited to the main roadway. Young people were suspected of being the perpetrators of most of the break-ins. An analysis of the problems in the municipality indicated that there were general issues of vandalism and misbehaviour in public places and against shops and businesses. Among other things, there were no activities or infrastructure to divert the energies and interests of young people.

Faced with this situation, a number of measures were instituted:

- the police increased the number of targeted patrols
- at the suggestion of the municipality, the police organized meetings with a citizens committee, gave talks at the local elementary school, and worked with the proprietor of the camp site on the improvement of its security
- the proprietor undertook upgrading of the site's security
- the municipality, together with the community, examined different approaches to respond to the lack of activities for young people, including the opening of a youth centre, and the creation of a park for adolescents.

Impact

Many partners worked together on the project, under the guidance of the Saint Jean Baptiste round table. There was an increased sense of safety and security among campers and residents in the municipality. In March 2002, only ten break-ins had occurred in the campsite, and seven of them were cleared up. A sum of nearly \$200,000 to set up the recreational project was also announced.

Partners

The municipality, the Quebec Police, the owner of the camp site, camp site residents, the school committee, counsellors and members of the public.

For more information:

- *Intersection*, Bulletin d'information et de liaison sur la police de type communautaire, No. 22, 2003
www.msp.gouv.qc.ca

Preventing Repeat Burglaries Among the Elderly

Challenge

How to prevent burglaries, and especially repeat burglaries, among very vulnerable groups such as the elderly. A study conducted in 1993 in the county of Nottinghamshire, England, found that for every 60 houses burgled each day, 14 involved elderly people living alone.

Description

The SAFE project (Security and Advice for the Elderly) was developed to meet the needs of elderly people who had already been victims of burglary. It offered them additional home security free of charge. This programme is equally suited for other vulnerable groups, such as the handicapped.

The first stage of the project entailed identifying the elderly victims. A coordinator was appointed on a part-time basis by the police service to:

- identify on a daily basis all elderly burglary victims
- evaluate the circumstances on site
- contact the victims and offer the services of the Safe project, free of charge

In three out of four cases victims referrals came from the police, others were referred by victims services or social services.

In the second stage of the project, improvements and repairs are undertaken:

- each morning, a skilled carpenter employed by the police received a list of all cases where the victims agreed to take part
- the project staff wore uniforms clearly identifying them with the police
- with the aid of an apprentice, the carpenter made a security audit of each house, repaired the damage caused by the forced entry, and improved the quality of all security devices, using materials tested by a national programme and accepted by insurance companies.

Impact

Between May 1993 and November 1994, the SAFE project had improved security in 1000 homes. An evaluation showed that only four houses (instead of the predicted 60) had been broken into again, and that in 21 cases an attempted break-in has been prevented. Twelve police forces subsequently established similar projects.

Partners

The municipality, the police service and County Council, with additional funding from a Foundation and local businesses.

For more information:

- *Urban Safety and the Elderly*, 1996
European Forum for Urban Safety www.urbansecurity.org

See next page ➤

Repeat Residential Burglary

Challenge

In 1985, it was discovered that 25% of homes on the Kirkholt public housing estate in northern England, had been burgled. This was more than double the rate of all other high risk areas identified by a national crime survey in 1984.

Description

In 1986, a project team was established, including members of the probation service, police, municipal government, and researchers from the University of Manchester. It undertook a detailed assessment of the extent and type of burglary, and its probable causes, on the Kirkholt housing estate. Police statistics, as well as interviews with local offenders, burglary victims, and neighbours of victims, revealed that the risk of a repeat burglary was four times that of a first burglary, and that the greatest risk of repeat victimization was within six weeks of the first incident. A major factor was the presence of pre-paid electricity and gas meters in all houses, which required coins to operate them, and thus formed a target for burglars. As a result of the safety audit, the following remedial measures were introduced:

- the reduction of opportunities, by target hardening – upgrading home security with improved locks and bolts at vulnerable points of entry, as well as a scheme to mark valuable property
- putting in place a 'cocoon' neighbourhood watch programme, in which six or more residents close to a burgled home are asked to watch and report anything suspicious, to help prevent repeat victimization
- a working group, headed by the local Probation Service, developed a programme to respond to the behaviour of young offenders and common problems such as drug and alcohol abuse, unemployment and debt
- the removal of targets - through the replacement of coin-operated electric and gas meters, with meters using tokens, or other payment schemes.

A careful monitoring and evaluation system was implemented, and a project coordinator was appointed to collate all information and data.

Impact

- a 58% decrease in burglaries in one year (from 526 to 223)
- a 80.5% drop in repeat victimizations in the same period (from 41 households to 8 households)
- a 75% reduction in burglaries over a period of four years (from 526 to 132).

The programme resulted in a 504% return on investment, with savings of over \$3.6million for the police and probation services, the municipal housing authority and power companies, compared with expenditures of some \$720,000 for salaries and security up-grading. The Kirkholt model was replicated in several sites in Montreal, Quebec in 1995, where it resulted in a 41% reduction in burglaries in the St. Henri area (from 302 to 177).

Partners

The Greater Manchester Police and Probation services, Kirkholt Local Authority and residents, electricity service boards, the University of Manchester, and the Home Office Crime Prevention Unit, which also provided project funding.

For more information:

- *100 Crime Prevention Programmes to Inspire Action Across the World*, 1999
International Centre for the Prevention of Crime www.crime-prevention-intl.org
- *Preventing Residential Burglaries and Home Invasions*, 2001
International Centre for the Prevention of Crime www.crime-prevention-intl.org
- *Crime Reduction ToolKits*, 2001
Home Office, England www.crimereduction.gov.uk/toolkits

Examples of Local Prevention Projects and Action

The Prevention of Car Theft

Many municipalities are confronted with the problem of theft or other crimes relating to motor vehicles in their community. The prevention of these kinds of offences needs to be undertaken in a concerted fashion by a group of partners who can put in place a number of initiatives. This can include making manufacturers of motor vehicles, garages and repair shops, and owners of vehicles more aware of what can be done. It can include improving surveillance and security in high risk areas, as well as working to change the attitudes of young people who are often the ones involved in vehicle damage or theft. Well-targeted and focused action can be translated into positive results, as the following examples demonstrate.

Preventing Youth Auto Theft

Challenge

The municipality of Kingston, Ontario was confronted with an increase in theft of vehicles which raised public concern. In two separate incidents, two local high school students had died as a result of accidents involving stolen cars.

Description

In 1996, the Kingston and District Auto Theft Action Committee was set up. It included the following members:

- the Kingston Car Dealers' Association
- the Crown Attorney's Office
- the Frontenac Board of Education
- the Frontenac Roman Catholic School Board
- the insurance industry
- the Ontario Provincial Police
- the Kingston Police

After a series of discussions, the coalition decided to develop an educational package, The Hands off Programme, to be used in schools to educate young people about the costs of car theft to the community, to the victims and to the offenders. The Mayor of Kingston announced the launch of the programme on April 1, 1997. The project included the following components:

- a programme logo designed by a local high school student
- a 12 minute video produced by youth from a local high school showing the serious consequences of auto theft on the life of a high school student
- work books developed by school staff and distributed to grades 6-8 and 9-10

Partners

The Mayor, provincial and municipal police forces and Crown Attorney's Office, insurance companies, school boards and schools, youth, and car dealerships.

For more information:

- The Kingston Police www.police.kingston.on.ca

Preventing and Reducing Motor Vehicle Theft

Challenge

In the early 1990's, the number of motor vehicle thefts in the State of New South Wales (Australia, pop. 6 million) had reached an unacceptably high level of nearly 6000 per month.

Description

The State set up a problem-oriented policing strategy to tackle the problem in 1991. They undertook a systematic analysis of vehicle theft across the State, and found that the motives included insurance fraud, using cars for spare parts, use as transport for criminal, recreational, or other purposes, and 're-birthing' (i.e. reselling cars with a different identity).

This police sought support from:

- the media, to inform citizens about the problem and some of the practical steps which can be taken to prevent theft (e.g. installing steering wheel locks)
- automobile manufacturers were asked to improve vehicle security (e.g. by labelling component parts); repair shops to verify the legitimacy of spare parts, and insurers to report suspected frauds
- local governments and urban planners were asked to collaborate by designing more secure parking facilities
- the Road Traffic Authority was asked to set up a register of wrecked and 'written-off' vehicles, to assist in the detection of 're-birthing' cases.

Impact

- There was a 25% reduction in reported motor vehicle theft between July 1991 and June 1992. This resulted in estimated savings of \$49 million.

Partners

The government of New South Wales, the New South Wales Police, municipalities, automobile manufacturers, repair shops, insurance companies, and motorists.

For more information:

- *100 Crime Prevention Programs to Inspire Action Across the World*, 1999
International Centre for the Prevention of Crime www.crime-prevention-intl.org

Employing Parking-Watchers to Prevent Car Theft

Challenge

The incidence of car theft in Belgium increased by 300% between 1982-1993. Driver carelessness (e.g. leaving car windows open and doors unlocked) was identified as a major cause, especially in the summer.

Description

The City of Ostend (pop. 68,000) initiated a pilot project during the summer of 1994, employing parking-watchers (e.g. students) to raise awareness among drivers about car thefts, provide additional surveillance, and help to prevent theft of, and from, cars. Their activities included:

- distributing leaflets with advice on preventing car theft
- looking for unlocked cars, visible valuables in parked cars, and noting any suspicious activity
- contacting the police if there was a need to intervene.

Impact

- There was a 39% reduction in car thefts over the summer compared with the previous years (from 65 to 40)
- the number of thefts from cars also decreased
- drivers appeared to pay greater attention to car security, and the public response to the programme was positive.

Partners

The municipality, the Ostend Prevention Service, local police services.

For more information:

- *100 Crime Prevention Programs to Inspire Action Across the World*, 1997
International Centre for the Prevention of Crime www.crime-prevention-intl.org

Examples of Local Prevention Projects and Action

The Prevention of Social Exclusion

The quality of life in a municipality is often measured, in part, by the extent and seriousness of social problems among the population. Some of these problems, such as drug use and trafficking, or prostitution, can have a direct impact on public security levels, as well as public perceptions of safety and security. Among other issues, homelessness, panhandling, and problems of mental illness among people living on the street, as well as their presence in public places, can all affect public attitudes. Confronted with problems such as these, it is important that the municipality work with other institutional and community partners to develop responses and work towards lasting solutions, as well as providing appropriate support and services for such people. Such an approach will help to prevent their social exclusion from the community. The following are some examples.

Drug and Substance Abuse Prevention Programmes

Drugs and Insecurity in a Bus Station

Challenge

The main bus terminal in Modena, Italy had become a centre for the sale and consumption of drugs.

Description

The local municipality developed a prevention project in partnership with local voluntary organizations who took on responsibility for implementing it. Ten volunteers carried out a survey in the area surrounding the bus terminal. Two types of problem were identified:

- feelings of insecurity among the elderly, and young people who were under pressure from drug addicts, demanding money
- the risk of drug use and trafficking spreading among the 14-19 age-group.

A two-fold prevention programme was established:

- an information kiosk was installed to put out messages on drug prevention and to reach out to individual users of the station
- a series of events were staged to attract groups of youth in the bus terminal, including rock and classical music, theatre, exhibitions, games etc.

In addition, local businesses in the area were given information on the problems linked to drug use and safety, and encouraging their participation in the prevention activities. The project collaborated with the police, who provided trained staff to respond to serious situations.

Impact

The bus terminal has once again become a relatively safe place for its users.

Partners

The municipality, volunteer organizations and local businesses in the area, public transport, and the police service. The project received funding from the national drug control programme.

For more information:

- *Local Participation in Strategies for the Prevention and Control of Drug Abuse, 1998*
European Forum for Urban Safety www.urbansecurity.org

Preventing Substance Abuse in a Disadvantaged Community

Challenge

To improve the health of the Ogden-East End community in Thunder Bay, Ontario, by developing an integrated prevention project that reduces the problems associated with alcohol and drug abuse (e.g. social, legal and health problems).

Description

In 1998, the Ogden-East End Community Health Centre received funding for the FOCUS community project. It worked through broad-based community partnerships to strengthen, integrate and expand effective intervention. Some of the project goals include the following:

- To foster a strong community capable of taking action to prevent alcohol and substance abuse
- To increase the capacity of youth, families and seniors in the community to engage in health enhancement, risk avoidance and risk reduction practices
- To reduce the harm and injuries associated with behaviour related to alcohol and drug abuse, including accidents, violence and family violence.

The Ogden-East End Focus Community Project meets and consults monthly with a network of community-based partners. The network members assist with the four-year planning process, to ensure programming supports, and to avoid duplication of existing programmes. Examples of some of the programmes developed include:

B.A.B.E.S: an interactive and creative programme to help young children in Grades 2 and 3 develop positive life skills and attitudes towards the use of drugs and alcohol. The project uses interactive stories with puppets, music, school activities and homework.

Anishnawbe-quek: A native women's group designed to bring native women together to learn and share their skills in traditional arts and crafts including beading and quilting. This project aims to promote leadership skills, increase self-confidence, and a sense of belonging and community.

Partners

The municipality of Thunder Bay (recreation, fire prevention and police services), Boys and Girls Club, Centre for Addiction and Mental Health, Confederation College, Neeganiwin Studies, various local school boards, Lakehead Regional Family Center, Lakehead University, Metis Cap-DC, Ogden-East End Community Health Centre, Ontario Native Women Association and Shelter House.

The Ontario Ministry of Health provided funding for programme development and implementation for the five years. The Focus project has also been implemented in other venues across Ontario, including: Ignace, Kingston, Sudbury, Parry Sound, and Windsor.

For more information:

- FOCUS Resource Centre www.frcentre.net

Homelessness

Homelessness in a City Centre

Challenge

To combat insecurity in the city of Perpignan (France), especially in the city centre, where there was conflict between the homeless, neighbourhood residents and local businesses.

Description

The programme was established as part of the urban safety plan implemented by the Municipal Crime Prevention Council. It involves the hiring of people to work as mediators with homeless people. The street mediators establish contact with the homeless, and help to refer them, with their agreement, to soup kitchens, shelters and emergency care services.

The organization responsible recruits mediators in consultation with the police and the judiciary. They are selected on the basis of their skills, including street experience, interest in and ability to work with people and to network, and having themselves experienced homelessness. The street mediators receive no specific training before they start their job. The project director and a team of experts provide guidance, and monitor their activities. The mediators work on weekdays from 10:00 am to 8:00 p.m.

Impact

Insecurity in the city centre has decreased, shop owners, residents and businesses appeared to welcome and appreciate the work of the street mediators. However, the homeless population appeared to be getting younger, and the increasing numbers of foreign-born people who spoke no French was making contact more difficult.

Partners

The project was based on a partnership including the municipality and its crime prevention council, local voluntary organizations, social workers, businesses, municipal police, and residents.

For more information:

- *Safety v Security: New Jobs for the New Millennium*, 1997
European Forum for Urban Safety www.urbansecurity.org

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Prostitution

Preventing the sexual exploitation of children

Challenge

To prevent the sexual exploitation of children, and involve the participation of children and youth who have been sexually exploited, since few programmes do so.

Description

Save the Children Canada (an organization based in Burnaby, British Columbia) piloted a project called Out of the Shadows, Into the Light from 1999 to 2002. The project provided a voice for young people who had been exploited. The first phase aimed to increase public awareness of the child sex trade. The second phase consisted of 30 workshops held across Canada, involving the participation of children and youth who had been sexually exploited. The workshops included the police, youth workers, teachers, social workers, and parent groups. The third phase, involving a variety of agencies, provided direct assistance to help children exit the sex trade. An evaluation was conducted by the University of New Brunswick.

Partners

Save the Children Canada, municipalities and organizations across Canada, University of New Brunswick. The National Crime Prevention Centre funded the implementation and evaluation of the project.

For more information:

- Save the Children Canada www.savethechildren.ca
- National Crime Prevention Centre www.prevention.gc.ca

Mental Health

Emergency support for the mentally ill

Challenge

Responding to the increasing numbers of people suffering from mental health problems and needing urgent psycho-social support and assistance, especially in the central area of the city of Montreal (Quebec).

Description

Local centres which deal with physical and mental health and social issues (called CLSC's in Quebec) have developed a special service called Urgence psychosociale-justice. Its purpose is to develop coordinated and specialized action with the following aims:

- Divert people with severe or persistent mental health problems away from the courts
- Avoid or limit the use of preventive incarceration
- Facilitate access to appropriate treatment and resources.

The action team works in two ways:

- Providing a direct response service following an incident within 20 minutes, 24 hours a day and seven days a week
- Making an intervention in any case brought before the municipal or provincial court.

Partners

The CLSCs, the Montreal police service, crisis centres, community organizations, parent associations, and the Institute Philippe-Pinel de Montréal .

For more information:

- CLSC des Faubourgs, Montreal www.clscdesfaubourgs.qc.ca

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Street Gangs

Youth and Street Gangs Project Three districts in Montreal and Longueuil

Challenge

To prevent the formation of street gangs and work to prevent young people from joining them, by strengthening social integration through providing alternative community links and networks.

Description

Since 2000, a Montreal institute working on social development with youth (Institut de recherche pour le développement social des jeunes (IRDS)), and part of the Centre Jeunesse de Montréal, has been piloting a series of projects to prevent the proliferation of street gangs in three districts of Montreal and Longueuil. They have worked in partnership with the municipal, institutional, and community sectors to plan, implement, and evaluate the action plans developed.

The areas where the project is taking place were selected because they had experienced serious problems of gang infiltration, and were already mobilized to work on the issues. Each district has developed its own series of initiatives, and the project is being evaluated with funding from the National Crime Prevention Centre's Investment Fund.

District of Villeray/La Petite Patrie (Montreal)

- Education and information programmes targeting youth in general;
- Supporting and educating youth at-risk through alternative projects, work on the sexual victimisation of young women, and increasing participation in community life;
- Projects targeting current gang members or victims of street gangs.

District of Montreal-North (Montreal)

- The Youth Roundtable and the IRDS developed, adopted and distributed a policy document on street gangs;
- The promotion and consolidation of existing prevention activities and projects;
- Activities to change public perceptions about the district and its' stigmatisation resulting from the presence of youth gangs over the past few years.

District of Longueuil

- Training street workers;
- Initiating a project to modify the negative impact of street gangs.

Partners

action groups were established in every district. These have brought together all of the pertinent professional and community actors: municipal services, schools and school boards, social and health services (CLSC), police services and community police stations, youth employment services, youth centres and associations, youth organisations, and other community groups etc.

For more information:

- Investment Fund
National Crime Prevention Centre www.prevention.gc.ca
- Institut de recherche pour le développement social des jeunes
www.centrejeunessedemontreal.qc.ca/irds/anglais.html
- *Project Gang-Proof: A Handbook for Families and Community Members*, 2004
Justice and Public Safety Department, Manitoba www.gov.mb.ca/justice/gangproof

Glossary

Readers are encouraged to use the glossary below which highlights some of the main approaches the municipality can adopt to enhance the quality of life in the community and to prevent and reduce delinquency, violence and insecurity.

Community Policing

A philosophy of policing which includes the police working proactively with local communities on a collaborative basis to prevent and respond to crime and other community problems, using a planned and systematic approach.

Community Safety Diagnosis

A systematic and rigorous approach to assessing the extent of crime and insecurity problems in an area, by using a range of sources of information including police and other information, victim surveys and consultations with citizens; assessing the possible causes of local crime problems; and developing an agreed set of priorities and plan of action.

Crime and Crime Rates

Officially, crime is behaviour which is prohibited by the Criminal Code, and usually reported to or detected by the police. Statistics Canada classifies criminal offences into three groups: violent crimes include crimes such as homicide, attempted murder, assault, sexual assault and robbery; property crimes include such offences as theft, burglary, car theft and fraud i.e. attempts to acquire goods illegally but without the threat or use of violence; other crimes includes such offences as misdemeanour, forgery, and disturbing the peace. Crime Rates are estimates which allow comparisons to be made between different populations, geographical areas or time periods. They are based on the ratio of crimes per 100,000 people. Unless otherwise stated, Criminal Code offences do not include traffic offences, or federal offences such as drug offences.

Crime Prevention Partnerships

These involve a range of individuals, services and organizations in an area or region (elected officials, local government officials and services, the police, schools, community based organizations, residents etc.) working together to identify, develop, implement and maintain a crime prevention strategy in their community.

Crime Prevention Through Environmental Design (CPTED)

Is a branch of situational crime prevention (see below). It is based on the assumption that the physical environment can be managed or altered to reduce the incidence and fear of crime. For example, redesigning public spaces such as parks, gardens, apartment or subway entrances, walkways in housing estates can help to improve visibility, increase surveillance, or remove obstacles which offer shelter to potential offenders.

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Crime Prevention Through Social Development (CPSD)

This approach to crime prevention recognizes the complex social, economic and cultural processes which contribute to crime and victimization. It focuses on reducing the risk factors by strengthening the range of personal, social, health and economic factors which protect families, children and young people from becoming involved in crime and victimization. The risk factors include poor living conditions, poverty and unemployment, poor parenting, school drop out, and substance abuse. It is important to recognize that CPSD does not operate in isolation from other types of crime prevention. For example, it can combine situational crime prevention initiatives to ensure the short-term protection of the public (e.g. increasing surveillance of an area) with the longer term goals using targeted programs to reduce the risk of victimization and criminality (e.g. community programs which strengthen parental abilities).

Mobilization

The generation of a spirit of energy and enthusiasm that brings people together to solve community problems.

Criminal Justice System

In the Canadian context, this term refers to the whole system of government structures whose purpose is to ensure respect for the law, to administer the law, and to sanction offenders. This includes the police (municipal, provincial and federal), the courts, as well as prisons (provincial and federal). The justice system is primarily reactive in that its role is to intervene after an offence or a crime has been committed.

Delinquency

A term used to refer to repetitive behaviour which constitutes a breach of the criminal law. It may include violence, and cause bodily harm or property damage. Delinquency is mostly associated to young people. In such cases, the term juvenile delinquency is commonly used, and may include delinquency by adolescents over the age of criminal responsibility (12 years) or delinquent behaviour by minors below that age. It is usually associated with acts such as vandalism, incivilities and to the activities of street groups or gangs.

Incivilities

A term often used to refer to a range of attitudes and behaviours which breach generally accepted codes of social behaviour. These include such things as lack of respect towards others especially in public places, insulting behaviour, graffiti, litter and vandalism, gatherings of individuals, noise, intimidation, etc. The term incivilities is also used to refer to the impact of activities such as street prostitution or drug use in public spaces. All these behaviours can generate feelings of insecurity in areas used by the general public, such as local streets, parks, or on public transport. In general, incivilities are seen to reduce the quality of life in a neighbourhood, restrict some peoples activities, and have been seen as providing 'signals' that an area is a suitable place for criminal behaviour.

Insecurity

A term used to refer to a person's sense of personal safety in an environment or a specific place. Surveys show that a greater proportion of women and the elderly experience a sense of insecurity than men or younger people. Feelings of insecurity can often result in defensive behaviour, such as avoiding visiting certain places, not using public equipment during certain hours of the day or at night, or limiting social and recreational activities because of a fear of violence. Several factors can contribute to a sense of insecurity: an urban environment that is decaying; poor urban planning (e.g. poor lighting, hidden or limited access etc.); and sexual stereotypes and violence against women.

Security (safety)

Terms used to characterize a place, a neighbourhood or municipality. Safety or security is an essential aspect of the quality of life, allowing people to live or work in safe and calm environments. The terms imply that there is a low risk of being a victim of a physical assault or a property crime; that an urban environment is concerned with people's well-being; and that a community has the capacity to resolve interpersonal conflicts and tensions in a harmonious way, and without excluding social groups. Safety or security arise from collaborative institutional and community activity involving everyone in a municipality.

Situational Crime Prevention

This approach to crime prevention is based on the assumption that much crime is opportunistic, and that offenders can be deterred if the risks involved are greater than they are prepared to accept. It involves the management, design or alteration of the immediate environment in as systematic and permanent a way as possible, so as to reduce the opportunities for crime and increase the risks for potential offenders. This can include measures which increase personal or property security by, for example, property marking, better street lighting, increasing surveillance of public entrances to apartments and buildings. A well-known example of situational crime prevention is crime prevention through environmental design (CPTED see above).

Strategic Community Crime Prevention Initiative

A concerted, collective and planned initiative by all members of a partnership (elected officials, municipal officers, police, schools, citizens etc.) to prevent crime and insecurity in their community.

Victimization survey

A survey technique and tool for assessing the extent of crime and victimization experienced by citizens, as well as assessing their sense of safety. These scientific surveys select people from large representative samples of the population, asking them to report their personal experience of victimisation over the past year or more, the circumstances and impact of that victimization, and whether they reported each event to the police. The surveys usually ask about perception of safety in their neighbourhood as well as satisfaction with the criminal justice system. Victimization surveys help to provide a much fuller picture of the seriousness and frequency of criminal activity, when combined with police-reported offences. In addition, they provide better information on certain crimes such as sexual offences, and other offences that are not systematically reported to the police (such as theft of un-insured goods, property damage etc.).

Violence

Physical or psychological force used to constrain, intimidate or control a person. Violence can cause serious physical trauma and even death. It can lead to severe psychological damage to victims, witnesses, or offenders. The use of violence is often the result of an inability to resolve conflicts peacefully; it can stem from a man's determination to dominate and control women; or from a lack of respect towards children's rights and needs. Different aspects of violence are increasingly receiving attention, including violence towards women and the elderly, bullying and intimidation in schools, violence in sports, and violence in films and the media.

Useful References

The reader will find below a list of documents or general tools on the role of municipalities in crime prevention, and a list of relevant internet sites to obtain further information. This list is far from comprehensive, and readers are encouraged to consult with additional references found at the end of each file.

Documents, Guides, Manuals and Toolkits

- *UN Guidelines for the Prevention of Crime*, 2002
www.unodc.org
- *Making our Communities Safer for Everyone*, 2001
Ministry of Public Safety (ministère de la Sécurité publique)
www.msp.gouv.qc.ca
- *Policy Statement on Community Safety and Crime Prevention*
Federation of Canadian Municipalities
www.fcm.ca
- *Primer on Municipal Crime Prevention*, 2000
Federation of Canadian Municipalities
www.fcm.ca
- *Found Investment : Preventing Crime and Victimization*, 1996
National Crime Prevention Council, Canada
www.prevention.gc.ca
- *Knowledge Base on Community Safety and Crime Prevention: ICPC Tools Database*
International Centre for the Prevention of Crime
www.crime-prevention-intl.org
- *The Role of the Police in Crime Prevention - Toolkit*, 2002
International Centre for the Prevention of Crime
www.crime-prevention-intl.org
- *The Role of Local Government in Community Safety*, 2001
International Centre for the Prevention of Crime
www.crime-prevention-intl.org
- *Community Safety Diagnosis: Mobilization, Knowledge, Action*, 2000
International Centre for the Prevention of Crime
www.crime-prevention-intl.org
- *100 Crime Prevention Programmes to Inspire Action Across the World*, 1999
International Centre for the Prevention of Crime
Contact info: cipc@crime-prevention-intl.org

- *Crime Prevention Digest II: Comparative Analysis of Successful Community Safety*, 1999
International Centre for the Prevention of Crime
www.crime-prevention-intl.org
- *Sécurité des femmes : de la dépendance à l'autonomie – La boîte à outils du CAFSU*, 2001
Comité d'action femmes et sécurité urbaine, Montreal
www.femmesetvilles.org
- *Creating a Blueprint for Community Safety – A guide for local action*, 1998
National Crime Prevention Council, Washington, DC
www.ncpc.org
- *350 Tested Strategies to Prevent Crime – A manual for municipal agencies and community groups*, 1995
National Crime Prevention Council, Washington, DC
www.ncpc.org
- *Reducing Neighbourhood Crime – A manual for action Crime Concern*, 1998
Crime Concern, Swindon, England
www.crimeconcern.org.uk
- *Safety in Numbers – Promoting Community Safety Audit Commission*, 1999
Audit Commission, England
www.audit-commission.gov.uk
- *A City Tailored to Women - The Role of Municipal Governments in Achieving Gender Equality*, 2004
Federation of Canadian Municipalities and City of Montreal
www.icmd-cidm.ca
- *Guidelines for Evaluating Community Crime Prevention Projects*, 2003
National Crime Prevention Program, Australia
www.crimeprevention.gov.au
- *A Manual for Community Based Crime Prevention: Making South Africa Safe*, 2000
CSIR, Institute for Security Studies and National Crime Prevention Centre
www.csir.co.za
- *Guide d'aménagement pour un environnement urbain sécuritaire*, 2002
Programme Femmes et ville, City of Montreal
www.ville.montreal.qc.ca/femmesetville
- *Urban Crime Prevention and Youth at Risk - Compendium of Promising Strategies and Programmes from around the World*, 2005
International Centre for the Prevention of Crime
www.crime-prevention-intl.org
- *Women's Safety Awards 2004 A Compendium of Good Practices*, 2004
Women and Cities International
www.femmesetvilles.org

Useful References

Internet Sites

- National Crime Prevention Strategy
www.prevention.gc.ca
- Quebec Ministry of Public Safety (ministère de la Sécurité publique)
www.msp.gouv.qc.ca
- International Centre for the Prevention of Crime
www.crime-prevention-intl.org
- Quebec Network of Healthy Cities and Towns
(Réseau québécois de Villes et Villages en santé)
www.rqvvs.qc.ca
- Women and Cities International
www.femmesetvilles.org
- Canadian Forum on Crime Prevention
www.crime-prevention.ca
- Federation of Canadian Municipalities
www.fcm.ca



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