

## **Annex**

### **Information-gathering instrument on United Nations standards and norms related primarily to the prevention of crime.**

Pursuant to Economic and Social Council resolution 2004/28 of 21 July 2004, the following questionnaire is designed as a tool to collect information to assist in the preparation of the report of the Secretary-General, in particular as regards the following:

- (a) The difficulties encountered in the application of United Nations standards and norms in crime prevention;
- (b) Ways in which technical assistance can be provided; and
- (c) Useful practices and emerging challenges.

It is not intended to produce a scorecard of how well States are doing. It addresses the main sections of the Guidelines for the Prevention of Crime (Council resolution 2002/13, annex) and, as the case may be, other relevant instruments.

Economic and Social Council resolution 2002/13 of 24 July 2003 on action to promote effective crime prevention accepted the Guidelines for the Prevention of Crime and also requested the Secretary-General to report to the Commission on Crime Prevention and Criminal Justice on the implementation of that resolution. In the Guidelines, crime prevention refers to “strategies and measures that seek to reduce the risk of crimes occurring” by influencing “their multiple causes” (para. 3). It includes social crime prevention (or prevention through social development), local, community or neighbourhood-based crime prevention, situational crime prevention and measures to prevent recidivism. The definition does not include law enforcement and other criminal justice intervention, even though these may have crime prevention aspects. It is cognizant, however, of the need to take account of “the growing internationalization of criminal activities” (para. 4). When referring to the community, it refers in essence to “the involvement of civil society at the local level” (para. 5).

Other instruments relevant to the prevention of crime include:

- Economic and Social Council resolution 1995/9 of 24 July 1995, the annex to which contains the Guidelines for cooperation and technical assistance in the field of urban crime prevention
- General Assembly resolution 51/60 of 12 December 1996, the annex to which contains the United Nations Declaration on Crime and Public Security

The questionnaire is divided into five sections: structuring crime prevention at the governmental level; crime prevention approaches; implementation issues; international cooperation, networking and technical assistance; and concluding questions. In

developing the questionnaire, related paragraphs have been grouped for simplicity and clarity.

## **I. Structuring crime prevention at the government level**

The following paragraphs of the Guidelines for the Prevention of Crime refer to government responsibility, leadership and structures to organize and deliver effective crime prevention.

2. It is the responsibility of all levels of government [national, regional and local] to create, maintain and promote a context within which relevant governmental institutions and all segments of civil society, including the corporate sector, can better play their part in preventing crime.

### Government leadership

7. All levels of government should play a leadership role in developing effective and humane crime prevention strategies and in creating and maintaining institutional frameworks for their implementation and review.

### Cooperation/partnerships

9. Cooperation/partnerships should be an integral part of effective crime prevention, given the wide-ranging nature of the causes of crime and the skills and responsibilities required to address them. This includes partnerships working across ministries and between authorities, community organizations, nongovernmental organizations, the business sector and private citizens.

### Government structures

17. Governments should include prevention as a permanent part of their structures and programmes for controlling crime, ensuring that clear responsibilities and goals exist within government for the organization of crime prevention, by, inter alia:

- (a) Establishing centres or focal points with expertise and resources;
- (b) Establishing a crime prevention plan with clear priorities and targets;
- (c) Establishing linkages and coordination between relevant government agencies or departments;
- (d) Fostering partnerships with non-governmental organizations, the business, private and professional sectors and the community;
- (e) Seeking the active participation of the public in crime prevention by informing it of the need for and means of action and its role.

### Training and capacity-building

18. Governments should support the development of crime prevention skills by:

- (a) Providing professional development for senior officials in relevant agencies;
- (b) Encouraging universities, colleges and other relevant educational agencies to offer basic and advanced courses, including in collaboration with practitioners;
- (c) Working with the educational and professional sectors to develop certification and professional qualifications;
- (d) Promoting the capacity of communities to develop and respond to their needs.

Supporting partnerships

19. Governments and all segments of civil society should support the principle of partnership, where appropriate, including:

- (a) Advancing knowledge of the importance of this principle and the components of successful partnerships, including the need for all of the partners to have clear and transparent roles;
- (b) Fostering the formation of partnerships at different levels and across sectors;
- (c) Facilitating the efficient operation of partnerships.

**1. Have government bodies in your country taken steps to implement the approach to crime prevention defined in the Guidelines?**

Yes ( ) No

The Government of Canada is strongly committed to supporting the *Guidelines*, has made advances on virtually all of the components, and has drawn on them as an impetus to promote knowledge-based crime prevention action within Canada and internationally.

Crime prevention practice at the provincial/territorial level is mixed with certain practices that are set in the Guidelines being implemented. In the Protocol Agreements soon to be signed between the Government of Canada (Public Safety and Emergency Preparedness Canada) and each province/territory, a reference to the Guidelines has been included and these agreements reflect the core principles set out in the Guidelines. Below are some examples of the implementation of the Guidelines at the regional level.

In Alberta, provincial legislation (*Alberta Police Act*) specifies the Government of Alberta mandate to develop and promote crime prevention programs. Crime prevention is promoted via the administration of public awareness initiatives, funding to grassroots community safety programs, and implementation of provincial based strategic initiatives. Administration of crime prevention programs is managed in collaborative partnership with multi-sectoral stakeholders. In Manitoba, steps have been taken to work across Ministries as well as connecting with local community-based organizations. Initiatives and strategies have been developed; however, there is not a single overarching crime prevention policy/plan in place that meets all the guidelines.

**2. In your country, have specific crime prevention policies or strategies been adopted?**

(a) At the national level?

Yes  No

The Government of Canada began its more structured approach to crime prevention with the creation of a National Crime Prevention Council in 1994, considered within Canada as Phase I of the Government's steps to entrench crime prevention. In 1997, a National Crime Prevention Strategy was approved by the Government, and the National Crime Prevention Centre established within the federal Department of Justice with reporting as well to the then Ministry of the Solicitor General.

**Has this policy or strategy been enshrined in legislation?**

Yes  No

**(b) At the regional level?**

Yes  No

At the regional level, a number of provinces have developed crime prevention strategies. Some examples follow: In Alberta, *A Focus on Crime Prevention – A Strategy for Alberta* (1999), *Integrated Crime Reduction Strategy* (2006) and many other crime prevention strategies have been developed focusing on a wide range of specific crime issues including vehicle theft, identity theft, family violence and bullying, illicit drug use and production, and impaired driving. Provincial legislation (*Alberta Police Act*) specifies Government of Alberta mandate to develop and promote crime prevention programs (1988). Alberta Solicitor General and Public Security has the responsibility for leadership in crime prevention. Many other Government of Alberta Ministries promote the prevention of criminal activities, exclusive to their respective purview.

Manitoba has a number of strategies that improve the wellbeing of residents and community safety. For example, Healthy Child Manitoba Act was introduced on November 20, 2006. Healthy Child Manitoba is the province's early childhood development strategy. The following outlines Manitoba's individual strategies that have been adopted that work to improve the lives of Manitobans:

- Youth Gang Reduction Strategy
- Sexually Exploited Children and Youth
- Auto Theft
- Lighthouses: youth crime prevention program
- Violence Against Women
- Public Safety Investigations Unit
- Community Schools Partnership Initiative
- Crystal Meth Strategy
- Turnabout – dealing with children under 12 coming into conflict with authorities )
- Neighbourhoods Alive (Provincial Strategy) – Manitoba's long-term social and economic development strategy for high-need communities
- Manitoba Education Citizenship & Youth
- Aboriginal Education Action Plan

- Senior Safety

Overall, the crime prevention policy strategy has not been enshrined in legislation in Manitoba.

In Quebec, crime prevention is based on a three fold approach: 1) Prevention Based on Socio-economic (or Social) Development; 2) Prevention Based on Situational or Opportunity Reduction Approach, and 3) Prevention Based on Individual or Collective Responsibility. In addition, Québec also has a Provincial Crime Prevention Policy entitled *Making our Communities Safer for Everyone*.

The Government of Nova Scotia has created a Minister's Task Force on Safer Streets and Communities. The Task Force will culminate in a provincial crime prevention strategy and locally driven crime prevention action plans, developed through community consultation.

- (c) **At the local level?**  
(x) Yes ( ) No

Yes, but extremely limited, with a limited number of municipalities having put in place the structures and processes to support local crime prevention policies in the inclusive, systematic and comprehensive way outlined in the Guidelines. This being said, as noted below, there are important developments that are laying the foundation for this more structured approach.

3. **In your country, which government department, ministry or organization at the national level has the responsibility for leadership in crime prevention? Please specify.**

Public Safety and Emergency Preparedness Canada assumed responsibility for the National Crime Prevention Strategy when this new federal department was created in 2003.

4. **In your country, does the organization or framework of crime prevention include:**

- (a) **A centre or focal point at the national level?**  
(x) Yes, in part. ( ) No

The National Crime Prevention Centre, within Public Safety and Emergency Preparedness Canada, is the primary focal point at the national level. This being said, there are certain types of crime whose prevention is addressed elsewhere (for example, the *Family Violence Initiative* led by the federal Public Health Agency of Canada). In addition, there are certain institutions such as the Royal Canadian Mounted Police that have prevention as one of their primary mandates.

- (b) **Centres or focal points at the regional level?**  
 Yes  No  Not applicable

The federal government through its National Crime Prevention Strategy has offices in all provinces and territories. In addition, each provincial/territorial government has a focal point although not necessarily structurally as apparent as the National Crime Prevention Centre.

For example, with Alberta, a number of provincial government and non-government agencies provide expertise and resources that support crime prevention. Agencies include:

- Alberta Solicitor General and Public Security
- Alberta Community Crime Prevention Association
- Alberta Association of School Resources Officers
- Heads Up Fraud Prevention Association
- Alberta Government Services
- Alberta Seniors and Community Supports
- Alberta Community Development

- (c) **Establishing crime prevention plans with clear priorities?**  
(i) **At the national level?**  
 Yes  Yes, in part  No

Priority setting has been undertaken at various points in the life of the National Crime Prevention Strategy, and continues to be a work in progress. Increasing emphasis is being placed on very specific priorities. For example, children and youth have always been a priority but over time the need to be much more specific about which children and youth the strategy is focusing on has been recognized and acted upon. At present the strategy is under review to insure that its priorities are very clear.

- (ii) **At the regional level?**  
 Yes  Yes, in part  No  Not applicable

- (iii) **At the local level?**  
 Yes  Yes, in part  No

- (d) **Establishing linkages and coordination between relevant government agencies and organizations?**

- (i) **At the national level?**  
 Yes  Yes, in part  No

- (ii) **At the regional level?**  
 Yes  Yes, in part  No  Not applicable

- (e) **Fostering partnerships with non-governmental organizations, the business, private and professional sectors and the community?**  
(i) **At the national level?**  
 Yes  Yes, in part  No

Partnerships have been a cornerstone of the work of the National Crime Prevention Centre since its inception. Fostering partnerships with the business sector has been relatively limited compared to other sectors (i.e., government, non-government organizations, law enforcement/police services).

- (ii) **At the regional level?**  
 Yes  Yes, in part  No  Not applicable

The comment provided in 4 (e)(i) is applicable here as well.

- (iii) **At the local level?**  
 Yes  Yes, in part  No

- (f) **Seeking the active participation of the general public?**

- (i) **At the national level?**  
 Yes  Yes, in part  No

- (ii) **At the regional level?**  
 Yes  Yes, in part  No  Not applicable

- (iii) **At the local level?**  
 Yes  Yes, in part  No

- (g) **A specific role for the police and other institutions performing similar roles?**  
 Yes  No

The National Crime Prevention Centre (NCPC), part of Public Safety and Emergency Preparedness Canada (PSEPC), supports a balanced approach to community safety in which crime prevention (including social development and situational approaches) law enforcement, the courts, and corrections, all play a role. Just as a traditional response alone is insufficient to address public safety issues, so too is a crime prevention approach. Crime prevention through social development (CPSD), therefore, is not meant to function in isolation from traditional crime prevention and crime control measures, and rather serves to complement efforts of the police, courts, and corrections to reduce crime and create safer communities.

The community policing tradition in Canada is based on a police-community partnership, with police playing a proactive role and involved in both prevention and intervention measures. In the context of the National Crime Prevention Strategy, police leaders have

worked to increase awareness among police and community leaders about various crime prevention approaches, with a focus on social crime prevention. Police leaders have formed a coalition with other national stakeholders to promote social crime prevention.

Perspectives from two provincial governments follow:

In Alberta, it is recognized that viable and sustainable approaches to preventing crime are achieved through inclusive community participation, whereby no one particular group owns the problem or is responsible for developing a solution. Police and other community stakeholders should equitably offer their respective expertise to address community level crime issues.

In Manitoba, some of its provincial strategies involve working with law enforcement (e.g., sexual exploitation strategy, auto theft).

**5. In your country, do government bodies support the development of crime prevention skills by:**

- (a) **Providing professional development?**  
 Yes, in part  No

Yes, in part, primarily through symposiums, conferences and workshops.

- (b) **Encouraging relevant educational institutions to offer basic and advanced courses?**  
 Yes  No

No, with some exceptions.

- (c) **Working to develop certification and professional qualifications?**  
 Yes  No

No with few exceptions to the best of our knowledge. In the Province of Alberta, for example, a crime prevention practitioner's training curriculum and program has been piloted in the province (May 2006). The intent is to enhance knowledge in an effort to build the capacity of individuals and communities to effectively address local crime issues. The program may evolve into "professionalization" of crime prevention.

- (d) **Promoting the capacity of communities to develop and respond to their own needs?**  
 Yes  No

The National Crime Prevention Strategy consistently has community at the centre of its work. This term has included communities of interest (such as the educational sector and others committed to addressing school violence) and communities based on place. In an allied initiative, the Aboriginal Justice Strategy (AJS), has the following as one of its primary objectives: to assist Aboriginal people to assume greater responsibility for the

administration of justice in their communities. Programs funded under the AJS are community-based, community-driven, culturally appropriate responses to local justice issues. The AJS enables communities to determine what their needs are, to develop appropriate responses, and to build internal capacity to implement these solutions.

Extensive investments have occurred over several years in building community capacity to enhance Aboriginal communities' role in securing individual and collective security.

## **II. Crime prevention approaches**

Crime prevention as defined in the relevant instruments refers to various approaches generally called social, community-based and situational crime prevention, as well as preventing recidivism.

In respect to social crime prevention, relevant paragraphs of the Guidelines for the Prevention of Crime include:

6. Crime prevention encompasses a wide range of approaches, including those which:  
(a) Promote the well-being of people and encourage pro-social behaviour through social, economic, health and educational measures, with a particular emphasis on children and youth, and focus on the risk and protective factors associated with crime and victimization (prevention through social development, or social crime prevention);

Socio-economic development and inclusion

8. Crime prevention considerations should be integrated into all relevant social and economic policies and programmes, including those addressing employment, education, health, housing and urban planning, poverty, social marginalization and exclusion. Particular emphasis should be placed on communities, families, children and youth at risk.

Social development

24. Governments should address the risk factors of crime and victimization by:  
(a) Promoting protective factors through comprehensive and non-stigmatizing social and economic development programmes, including health, education, housing and employment;  
(b) Promoting activities that redress marginalization and exclusion;  
(c) Promoting positive conflict resolution;  
(d) Using education and public awareness strategies to foster a culture of lawfulness and tolerance while respecting cultural identities.

**6. Is the concept of social crime prevention (as defined in paragraph 6 (a) of the Guidelines for the Prevention of Crime) part of your country's crime prevention policy, strategy or programmes?**

Yes ( ) No

At the National level, Crime Prevention through Social Development has been at the centre of Canada's crime prevention policies, strategies, and programmes. Partnerships between the federal government and each of the 13 provinces and territories have therefore emphasized crime prevention through social development.

Perspectives from two jurisdictions follow:

In Alberta, particularly with the recent launch of the Integrated Crime Reduction Strategy, Alberta Solicitor General and Public Security has consistently supported Crime Prevention through Social Development as an effective means to promote pro-social behaviour and impede individuals from engaging in criminal activity. The Strategy aims to more comprehensively focus, via inter-Ministerial collaborations, on addressing the socio-economic risk factors that may contribute to criminal activity.

In Manitoba, Healthy Child Manitoba and Neighbourhoods Alive focus on social crime prevention.

**7. Do your country's crime prevention policies, strategies or programmes include a specific focus on:**

**(a) Children and youth at risk of victimization or offending?**

Yes ( ) No

From the beginning of the Government of Canada's more formalized approach to crime prevention described in Question 1, children and youth at risk have been identified as a central focus. In 1998, two other priorities were added to the mandate: Aboriginal communities, and women and girls and their personal security, and through these mandates as well, the interests of children and youth have been served.

This focus is tied to the overall orientation of the National Crime Prevention Strategy which, until recently, has been governed by a singular focus on crime prevention through social development. For various reasons, however, there has been a shift to focusing more and more on children and youth most at risk of victimization and/or offending. In a Canadian context, these sub-populations include:

- Children at very young ages who demonstrate aggressive behaviour
- Children who are victims of abuse, in any of its forms, and neglect, or who have witnessed violence in the home
- Children under the age of criminal responsibility (12 years in Canada) who are coming into conflict with the law for behaviour that could bring them into the youth justice system if they were of age

- Children and youth exiting the child protection system
- Street youth
- Youth exiting the youth justice system
- Youth at risk of or involved with guns, gangs and drugs.

Furthermore, the first principle of the *Youth Criminal Justice Act* is to “prevent crime by addressing the circumstances underlying a young person’s offending behaviour”. As well, at the federal level, Human Resources and Social Development Canada (HRSDC) addresses policies and programs to youth who are facing barriers to employment, or are employment disadvantaged. Under the Youth Employment Strategy, the Skills Link program specifically targets youth who are at greater risk than other youth of not making a successful transition to the workplace. HRSDC includes youth who are at risk for street involvement, drug and/or alcohol-related problems, contact with justice, child welfare or social assistance systems, and homeless youth or youth at risk of becoming homeless.

Similarly, at the provincial/territorial level, many crime prevention policies and programs have a particular focus on at risk children and youth. Some examples follow.

In Alberta, many crime prevention programs and initiatives include a specific focus on children and youth. Additionally, there are youth focused strategies in the province designed to address complex issues pertaining to children. These strategies, identified below, include crime and crime prevention components.

- Alberta Children and Youth Initiative (1998)
- Safe and Caring Schools Initiative (1996)

In Manitoba, much of our prevention efforts focus on working in high risk neighbourhoods and addressing long-term and short-term crime prevention issues. For example, lighthouses which are supported centres in the community with support are situated in Winnipeg’s high risk neighbourhoods as well as in northern and remote Manitoba communities where families and children face multiple challenges.

**(b) Vulnerable groups?**  
**(x) Yes ( ) No**

As noted in 7a), the Strategy has always had as its focus particular vulnerable groups, and has had built-in flexibility to extend to other groups. The intention has been to try to focus through our policies, programmes and research on those groups with multiple risk factors. Through the Strategy’s various functions – policy, research, funding of knowledge and of initiatives at the local level – there has been considerable investment in vulnerable populations and on issues that increase the vulnerability of certain groups. Other populations that have been part of the work of NCPC include persons with disabilities, and persons discriminated against by virtue of sexual orientation, race or ethnicity.

The Aboriginal Justice Strategy (AJS) is part of a continuum of programs and services that, taken together, form the federal government's broad Aboriginal crime strategy. The AJS is a key response to addressing the issue of high contact rates of Aboriginal people with the Canadian justice system. The AJS funds community-based justice programs in Aboriginal communities, most of which incorporate crime prevention elements and approaches into their objectives and activities.

The AJS is mandated to:

- help Aboriginal people assume greater responsibility for the administration of justice in their communities;
- promote the inclusion of Aboriginal values within the Canadian justice system; and
- contribute to a reduction in rates of crime, victimization and incarceration among Aboriginal people

Citizenship and Immigration Canada (CIC) provides information and education for new immigrants related to Canadian laws, including especially domestic violence and the rights of women, children and seniors. The rationale for this information in relation to crime prevention is the need for new immigrants to know how these issues might be different than in their countries or origin because of cultural practices, that in Canada certain practices or traditions are illegal, and that rights are respected and defended.

CIC provides a number of publications to prospective immigrants and newcomers to Canada, some of which include information on Canadian laws. *You Asked About...Citizenship and Immigration* provides general information to prospective Canadian citizens, including on criminal records and eligibility for citizenship. It lists specific situations that would make applicants ineligible for citizenship or affect the process and instructs applicants to contact the Call Centre for further information. *Welcome to Canada* is provided to immigrants upon arrival to Canada and has a more detailed section on Canadian Law. The section briefly describes the purpose of Canadian laws and introduces components such as police and legal services. It specifically discusses the rights of children, women, seniors and language rights. It also mentions the prohibition of domestic violence. Each of these laws is described briefly with instruction to contact appropriate authorities in case of abuse. Two specific points are highlighted: violence toward any person and prohibition of female genital mutilation. *Welcome to Canada: A Pre-Departure Guide for Immigrants* has a section dedicated to rights and responsibilities of citizens, including an overview of the Canadian Charter of Rights and Freedoms and some Canadian laws. The summary of laws also highlights domestic violence, care of children, sexual harassment, and possession of illegal substances such as marijuana and khat, among others.

Furthermore, on behalf of CIC, the International Organization for Migration delivers orientation sessions overseas to familiarize some new immigrants and refugees with life in Canada prior to their arrival. This orientation program includes information on Canadian laws.

Provinces and Territories may well choose their own priorities independent from those identified in their partnership with the Federal Government of Canada. For example, in Alberta, there are crime prevention programs directed towards at risk demographic groups such as seniors, rural residents, and Aboriginals (i.e., First Nations, Métis Settlements). Focus on other vulnerable groups is complemented via the National Crime Prevention Strategy, which is co-administered by the provincial and territorial governments and the Government of Canada. In Manitoba, the Department of Education, Citizenship and Youth provides grants to School Divisions to support Newcomer and Immigrant students. Furthermore, through its Aboriginal Education Action Plan, the Province of Manitoba provides support to Aboriginal communities.

- (c) **The different needs of men and women?**  
 Yes, in part ( ) No

At the level of statistics, gender is clearly taken into account by the department responsible, Statistics Canada, enabling crime prevention at all levels of government and for civil society to draw on this analysis. This work includes: yearly crime reports, specialized reports (e.g. family violence, violence against children), victimization surveys, an ongoing longitudinal study on children and youth, Correctional Service reports, etc.

In the crime prevention area specifically, the different needs of men and women are taken into account at the research and policy level for the most part. For example, in the context of our work with children and youth, gender has been well taken into account for specific issues (e.g. bullying and violence at school) and for specific at risk populations:

- With the sub-population of children under the age of criminal responsibility who have come into conflict with authorities, where gender specificity is entrenched in all of the work including the development of specific and separate assessment tools for boys and girls aged 6-11 years old, and programs to respond to children identified as at risk.
- With sexually exploited youth, research to examine the different trajectories of male and female adolescents.

At the implementation level, however, differentiation based on gender is not uniformly factored into decision making.

In Manitoba, the Ministry of Justice promotes the consideration of gender analysis in the development and implementation of initiatives. For instance, *Lighthouses* promotes programs to meet the unique needs of girls and boys; also, Community Youth Corrections has a unit dedicated to serving females on probation.

8. **Are crime prevention considerations integrated into relevant social and economic policies and programmes?**  
 Yes, in part ( ) No

Broad social development goals underlie numerous federal departments' mandates, and while many of the issues they seek to mitigate are not crime prevention specific, they are complementary. For example:

- efforts that focus on the early and appropriate nurturing and parenting of children are contributed to by Health Canada (Aboriginal Head Start Program and Canada's Action Program for Children).
- efforts to address populations that present several factors which place them at risk for one or more negative outcomes, including substance abuse, dropping out of school, and homelessness, are contributed to by federal departments such as Health Canada (National Drug Strategy) and Human Resources and Social Development Canada.

Additionally, in respect of specific issues, such as gun violence, there have been recent efforts to develop more integrated responses. For example, there is an Intergovernmental Working Group on Gun Violence comprised of Federal departments, the Province of Ontario, and the City of Toronto. Human Resources and Social Development Canada is a member of the Social Development Sub-Committee and helps develop a framework to address youth gang and gun violence in the longer term through social programming. Also, as outlined above in the vulnerable groups we target, incarcerated youth on a work release program are eligible to participate under certain circumstances.

This being said, in respect of both knowledge and of action on the ground, the integration of crime prevention into relevant social and economic policies and programmes is uneven at this time.

Furthermore, study would be required to present an accurate response with respect to the integration of the crime prevention policies at the provincial/territorial government level.

In Alberta, as noted in the response to Question 7(a), there are youth-focused strategies in the province designed to address complex issues pertaining to children. These strategies, identified below, include crime and crime prevention considerations/components.

- Alberta Children and Youth Initiative (1998)
- Safe and Caring Schools Initiative (1996)

Additionally, the Integrated Crime Reduction Strategy (2006) aims to comprehensively sensitize Government of Alberta policies and services in order to address the socio-economic risk factors that may contribute to criminal activity.

**9. In your country, do crime prevention policies, strategies or programmes:**

- (a) **Promote protective factors (e.g. staying in school, positive parenting, job training for youth, etc.)?**  
(x) Yes ( ) No

It is clear that policies, strategies and programmes designed at all levels of government and by non-governmental organizations recognize the importance to not solely target risk

factors in their response to crime, but also include protective factors to have a true influence on the prevention of crime and victimization. For example, the Government of Manitoba has implemented a universal positive parenting program called *Healthy Child Manitoba*. The Alberta Solicitor General and Public Security has consistently supported both the reduction of risk factors and promotion of protective factors for individuals engaging in criminal activity as part of a crime prevention through social development approach. The Youth Employment Strategy of the federal Human Resources and Social Development Canada has a Skills Link program that aims to help youth at risk make a successful transition into the labour market.

**(b) Promote activities to redress marginalization or exclusion?**

**(x) Yes ( ) No**

The National Crime Prevention Centre provides funding for community-based projects that address, among other factors, marginalization and exclusion, which have been identified as risk factors contributing to crime and victimization.

The Multiculturalism Program, part of the federal Department of Heritage Canada, and the National Crime Prevention Centre are finalizing a *Strategic Framework for Collaboration* which would enable the Multiculturalism Program and the NCPC to work together on key projects that aim to prevent, through a social development approach, youth crime and violence within ethno-cultural/racial communities. Youth marginalization and exclusion would be two of the prime risk factors targeted within collaborative projects.

“A Canada for All – Canada’s Action Plan against Racism” (the Action Plan) describes a concerted and coordinated effort by federal departments and agencies to combat racism and strengthen the Canadian model of shared citizenship. The Action Plan is designed to contribute to the long-term goals of strengthening social cohesion and economic inclusion. The Action Plan includes new or expanded initiatives to be undertaken by a number of departments including Canadian Heritage, Justice Canada, Citizenship and Immigration Canada, Public Safety and Emergency Preparedness Canada, and Human Resources and Social Development Canada.

The work that the Department of Justice is doing on the Action Plan could be cited as an example of “Social Development” as it aims to promote activities that redress marginalization and exclusion. The Department of Justice Canada proposes to concentrate its efforts on specific initiatives that are relevant to sustaining the principle of equality before the law. In particular, activities will be relevant to race-based issues in the justice system, including addressing the over-representation of Aboriginal peoples and peoples of African and Asian descent, in the justice system, both as victims and perpetrators, by undertaking research and consultations, and by developing projects that would test approaches or models of intervention or that develop and deliver public legal education and information activities.

As an example at the provincial/territorial level, grassroots activities that aim to redress marginalization and exclusion as a strategy to prevent crime are eligible for financial support under the Alberta Community Crime Prevention Grant Program administered by Alberta Solicitor General and Public Security.

- (c) **Promote positive conflict resolution (e.g. mediation, restorative justice, etc.)?**  
(x) Yes ( ) No

In Canada, there are numerous examples of initiatives that attempt to prevent crime through positive conflict resolution.

For example, a number of programs funded under the Government of Canada's *Aboriginal Justice Strategy* (AJS) seek to promote positive conflict resolution at the community level, outside the formal involvement of the criminal justice system. Examples of such programs include community-level dispute resolution and mediation processes and talking circles used to address disputes before they become serious acts or criminal events. One program in particular focuses on teaching primary school children alternative methods of resolving conflicts without violence to persons or property; this process is used to resolve, for example, schoolyard disputes before they escalate. Many of the programs funded under the AJS incorporate restorative justice principles and approaches.

In terms of legislation, the *Youth Criminal Justice Act* requires the use of non-judicial options (e.g., mediation, restorative justice principles and approaches) before court ordered measures are utilized.

With regard to bullying in schools, various initiatives have been developed at all levels of government and in communities. Tools, knowledge and resources to help schools, parents and children address bullying issues through positive responses are produced and disseminated to crime prevention practitioners and educators.

Examples of conflict resolution at the provincial/territorial level include the following:

- The Alberta Solicitor General and Public Security administers the Alberta Community Restorative Justice Grant Program to support grassroots restorative justice processes (i.e., Victim Offender Mediation, Group Conferencing, Conflict Transformation).
- The Community Justice Branch of Manitoba Corrections supports over 60 community-based Youth Justice Committees. Furthermore, Manitoba Corrections administers the Restorative Resolutions Program.

- (d) **Use education and public awareness?**  
(x) Yes ( ) No

At the outset of the implementation of the National Crime Prevention Strategy, considerable investment was made in education and the public awareness. One of the goals was to ensure that the public was aware of the need for its active involvement in all aspects of crime prevention and community safety.

On behalf of the Government of Canada and its *Family Violence Initiative (FVI)*, the Public Health Agency of Canada operates the National Clearinghouse on Family Violence (NCFV). The NCFV is Canada's resource centre for information on violence within relationships of kinship, intimacy, dependency or trust. On behalf of its 15 federal FVI partner departments, the NCFV collects, develops, and disseminates information on family violence across the country and abroad. NCFV resources and services are available free of charge in both English and French.

At the regional level, a variety of Provincial Governments have a Crime Prevention Week which is used to provide knowledge and key resources to all citizens on crime issues. For instance, the theme of the Government of Quebec's Crime Prevention Week this year was Youth Gangs. In Alberta, their Crime Prevention Week provides an opportunity to heighten public awareness about current crime trends and strategies to avoid victimization. Additionally, tailored awareness campaigns and events are coordinated as needed, complementing the Crime Prevention Week. Family Violence Month, Fraud Awareness Month and Restorative Justice Week are also promoted in the province.

Other examples are awareness campaigns like the Government of Manitoba's *Stop Sex with Kids* initiative which aims to increase public awareness of the fact that thousands of Manitoba children are exploited through prostitution each year, and to motivate Manitobans to take action to address this very serious problem. It also provides resources to help parents, schools and other agencies address this issue. For specific strategies, see examples below:

- Manitoba's Sexually Exploited Children and Youth strategy implemented the [Stopsexwithkids.ca](http://Stopsexwithkids.ca) public awareness campaign
- Manitoba's Youth Gang Reduction Strategy has a public information component called Project Gang-Proof which consists of: a handbook; website; Prevention & Warning Tip Sheet for parents; and posters called "Violence is not the Answer".

At the federal level, a number of Aboriginal Justice Strategy funded programs engage in public education as a means to achieving crime prevention goals in their respective communities. Public education activities include community justice education and awareness workshops delivered in schools, to police services and to the community at large.

Within Human Resources and Social Development Canada, there is a Youth Awareness campaign that provides information and products on employment for the most at risk youth.

- (e) **Involve the media?**  
 Yes  No

The media attend funding announcements of community crime prevention projects supported under Canada's National Crime Prevention Strategy. The media support local community crime prevention initiatives in a number of ways including raising awareness about initiatives through articles, public service announcements, interviews and support for special events.

In respect of community or locally based crime prevention, relevant paragraphs of the Guidelines for the Prevention of Crime include:

6. Crime prevention encompasses a wide range of approaches, including those which:  
(b) Change the conditions in neighbourhoods that influence offending, victimization and insecurity that result from crime by building on the initiatives, expertise and commitment of community members (locally based crime prevention);

- 10. Does your country have specific crime prevention policies, strategies or programmes designed to change the conditions that influence offending, victimization and insecurity in neighbourhoods?**  
 Yes  No

The National Crime Prevention Strategy does not presently have a specific neighbourhood-based policy as described. That being said, the Strategy and its implementation are increasingly focussing on the most at-risk populations and places.

In support of place, the National Crime Prevention Centre has funded Statistics Canada to conduct geo-coding reports on several urban centres, with Winnipeg, Montreal and Regina completed thus far, and reports on other higher crime urban centres underway. This work provides a breakdown by neighbourhood of crime statistics, as well as other key demographic and socio-economic data (e.g., housing, employment, family status, level of educational completion, etc.). (Please see the response to Q.24 for sources). The factual foundation enables more targeted crime prevention action within a given city, and, as well, supports integrated action among complementary initiatives.

Two regional governments' perspectives follow:

In reference to the structural environment of communities, Alberta Solicitor General and Public Security supports situational crime prevention approaches to enhance security and prevention victimization in neighbourhoods.

In Manitoba, Neighbourhoods Alive is the province's long-term social and economic development strategy for high-need communities. It supports and encourages community-driven revitalization efforts in designated neighbourhoods (Winnipeg's inner-

city and the cities of Brandon and Thompson) in a number of key areas including: housing and physical improvements; employment and training; education and recreation; and, safety and crime prevention. The strategy provides core funding to 5 neighbourhood renewal corporations that work to increase the social cohesion within these high risk neighbourhoods. Projects have included Crime Prevention through Environmental Design (CPTED) initiatives as well as Crime Prevention through Social Development (CPSD) initiatives.

**11. Does your crime prevention policy or strategy include an integrated approach to address the multiple risk and protective factors in highly vulnerable neighbourhoods or communities?**

Yes, in part.  No

At a national level, an integrated focus on neighbourhoods at greater risk is a more recent development, and advances are piecemeal and uneven. Encouragingly, there have been various efforts in some of Canada's major cities such as Vancouver, Winnipeg, and, more recently, Toronto, to intensify integrated efforts in particularly vulnerable neighbourhoods. In these examples, there have been tripartite agreements involving three orders of government, and multiple ministries/departments, as well as active engagement of civil society.

An action research initiative was begun two years ago linking key federal ministries together whose mandates are relevant to neighbourhoods experiencing disadvantage, including disproportionately high crime. This work is taking place in 5-6 cities across the country with a goal being to determine how various initiatives dealing with crime, substance abuse, unemployment, homelessness, could be better coordinated at the neighbourhood level.

In respect of situational crime prevention, relevant paragraphs of the Guidelines for the Prevention of Crime include:

6. Crime prevention encompasses a wide range of approaches, including those which:  
(c) Prevent the occurrence of crimes by reducing opportunities, increasing risks of being apprehended and minimizing benefits, including through environmental design, and by providing assistance and information to potential and actual victims (situational crime prevention);

Situational prevention

26. Governments and civil society, including, where appropriate, the corporate sector, should support the development of situational crime prevention programmes by, inter alia:

- (a) Improved environmental design;
- (b) Appropriate methods of surveillance that are sensitive to the right to privacy;
- (c) Encouraging the design of consumer goods to make them more resistant to crime;

- (d) Target “hardening” without impinging upon the quality of the built environment or limiting free access to public space;
- (e) Implementing strategies to prevent repeat victimization.

**12. Does your country have specific situational crime prevention policies, strategies or programmes to:**

- (a) **Improve environmental design and management?**  
 Yes  No

Many jurisdictions across Canada employ ‘Crime Prevention Through Environmental Design (CPTED)’ principles and practices.

For example, Alberta Solicitor General and Public Security supports situational crime prevention approaches via the administration of the Alberta Community Crime Prevention Grant Program to enhance security and prevention of victimization in neighbourhoods.

- (b) **Implement appropriate methods of surveillance that are sensitive to privacy?**  
 Yes  No

For the most part, only natural forms of surveillance are promoted (i.e., open sight lines through environmental design, neighbourhood patrols). Although utilized in some jurisdictions across the country, the use of Closed Circuit Television (CCTV) cameras is generally not supported due to lack of conclusive evidence that cameras prevent criminal activity.

- (c) **Promote target hardening without impinging on the quality of the built environment?**  
 Yes  No

Most jurisdictions in Canada utilizing the principles and practices of situational crime prevention and crime prevention through environmental design are cognizant of impacting the built environment and the quality of life of citizens.

- (d) **Encourage the design of crime resistant consumer goods?**  
 Yes  No

In Canada, there doesn’t appear to be any formal policies or legislation either at the national or provincial/territorial levels which deal specifically with the design of crime resistant consumer goods.

However, there are examples of practices at the provincial and territorial level. At the municipal/local level, bus shelters are being built with materials that are graffiti proof. In

Alberta, Solicitor General and Public Security promotes property marking and registration (where applicable) of small goods and has advocated for standardized auto theft prevention devices (i.e., immobilizers) on new vehicles in Canada.

- (e) **Implement strategies to prevent repeat victimization?**  
(x) Yes ( ) No

Canada's National Crime Prevention Strategy is aimed at reducing crime and victimization by addressing their "root causes". Through the National Crime Prevention Centre, projects with a focus on preventing repeat victimization are eligible for funding. This being said, strategies to prevent repeat victimization are not well developed in Canada.

In respect of the prevention of recidivism, relevant paragraphs of the Guidelines for the Prevention of Crime include:

6. Crime prevention encompasses a wide range of approaches, including those which:

(d) Prevent recidivism by assisting in the social reintegration of offenders and other preventive mechanisms (reintegration programmes).

- 13. In your country, do you have specific policies, strategies or programmes to prevent recidivism by assisting in the social reintegration of offenders and other preventive mechanisms?**  
(x) Yes ( ) No

Governments and well-established non-governmental organizations support reintegration of both youth and adult offenders.

#### Youth Offenders

Some general context for Canada's youth justice system is provided in order for the importance placed on reintegration to be understood. The overall youth justice system in Canada is a shared responsibility of the federal, provincial and territorial governments. The mandate of the Department of Justice Canada is to draft and maintain federal legislation, while provinces and territories are responsible for the administration of justice. New youth justice legislation, the *Youth Criminal Justice Act*, was passed by Parliament in 2002 and came into force on April 1, 2003. This federal legislation sets out the youth criminal justice system that applies across Canada and is then implemented by each of the provinces/territories within Canada in dealing with criminal justice for young persons between the ages of 12 and 17.

The goal of the *Youth Criminal Justice Act* is to create a fair and effective youth justice system for Canada. It is aimed at holding youth accountable for offending conduct

through measures that are fair and proportionate to the seriousness of that conduct and, through those measures, at promoting their rehabilitation.

Section 38 of the *Act* addresses the purpose and principles behind sentencing. It states that the purpose of a youth sentence “is to contribute to the protection of society by holding a young person accountable for an offence through the imposition of just sanctions that have meaningful consequences for the young person and that promote his or her rehabilitation and **reintegration** into society”. Principles applying to the sentencing of youth stipulate that sentences “must be proportionate to the seriousness of the offence and the degree of responsibility of the young person for that offence” (section 38(2)(c)) and that within the limits of that proportionality, the sentence must “be one that is most likely to rehabilitate the young person and **reintegrate** him or her into society...” (section 38(2)(e)(ii)).

The federal government also provides provincial/territorial governments with funding for the delivery of youth justice services through youth justice services agreements. The framework of the latest agreements revolves around three over-arching objectives including the improvement of rehabilitative and **re-integrative** programming.

Finally, resources have been provided to provincial/territorial ministries responsible for youth justice as well as youth justice stakeholders including community-based organizations through the Youth Justice Renewal Fund. This Fund complemented the legislative reform and the funding arrangements with the provinces/territories. Financial incentives were provided for a variety of activities including the development and piloting of alternative and rehabilitative programming for youth in conflict with the law.

### Adult Offenders

The mission of corrections in Canada places a strong focus on the reintegration of offenders in the community following their release from prison, and this is clearly reflected in the strategic direction for corrections as well as in policies and programmes. Offenders are routinely assessed early in their sentence in order to establish a correctional plan, tailored to each offender, that is designed to identify the areas that need to be addressed, while in prison and following their release, in order to improve their chances for successful reintegration. There is a conditional release (parole) system that allows for the gradual release of offenders while they are still under sentence. Parole officers supervise conditionally released offenders and provide support to them in accessing a variety of social services in the community. There is an extensive network of non-governmental organizations (e.g., the John Howard Society, Elizabeth Fry Society) that work in partnership with government agencies to provide a range of services for ex-offenders, including vocational training, life skills, employment, housing, addictions counselling, and recreational programs. These agencies also provide services to the families of offender, which, in turn, assists in the offender’s reintegration.

One specific, innovative program in Canada, which has been the subject of interest from some other countries, is the Circles of Support and Accountability (CoSA) program. The CoSA program is designed to assist with the reintegration of higher risk offenders who

are not granted parole and are held in prison until the end of their sentence. In the CoSA program, a group of citizen volunteers support the offender by providing frequent, pro-social contact, assistance in finding housing, employment and other necessities for successful reintegration, while holding the offender accountable for behaviour that will keep him away from a relapse to criminal activities. Participation by an offender in the CoSA program is on a voluntary basis and preparation work is done with the offender prior to his release.

In respect of Aboriginal offenders, the Aboriginal Justice Strategy (AJS) supports a variety of community-based support programs for offenders. These include release circles that support reintegration of offenders into the community, community-based sentencing and correctional services that focus on offender rehabilitation and reintegration, offender support groups and counselling, offender case management, early intervention processes that address substance abuse and incidental offending as well as probation services.

At the provincial and territorial levels, particularly given their jurisdictional responsibility for the administration of justice, there are a variety of programs designed to support reintegration. For example, in Alberta, its Department of the Solicitor General and Public Security offers a variety of programs to encourage offenders to become law abiding citizens. General programs include educational upgrading, life skills, anger management, substance abuse awareness, and spiritual support. In Manitoba, there are a number of programs that are set up to assist youth in social reintegration: Intensive Support and Supervision Program; Auto Theft Support program; Spotlight Street Mentorship; Off the Wall Program; Youth Bail Management Program; START program SUCCEED program, OTOTEMA mentorship.

### **III. Implementation issues**

Sustainability and accountability are important principles to ensure the implementation of effective crime prevention programmes and initiatives. The relevant paragraphs of the Guidelines for the Prevention of Crime are:

1. There is clear evidence that well-planned crime prevention strategies not only prevent crime and victimization, but also promote community safety and contribute to the sustainable development of countries. Effective, responsible crime prevention enhances the quality of life of all citizens. It has long-term benefits in terms of reducing the costs associated with the formal criminal justice system, as well as other social costs that result from crime. Crime prevention offers opportunities for a humane and more cost-effective approach to the problems of crime.

Sustainability/accountability

10. Crime prevention requires adequate resources, including funding for structures and activities, in order to be sustained. There should be clear accountability for funding, implementation and evaluation and for the achievement of planned results.

#### Sustainability

20. Governments and other funding bodies should strive to achieve sustainability of demonstrably effective crime prevention programmes and initiatives through, inter alia:

- (a) Reviewing resource allocation to establish and maintain an appropriate balance between crime prevention and the criminal justice and other systems, to be more effective in preventing crime and victimization;
- (b) Establishing clear accountability for funding, programming and coordinating crime prevention initiatives;
- (c) Encouraging community involvement in sustainability.

#### **14. In your country, what measures have been taken to ensure the sustainability of crime prevention policies, strategies and programmes?**

The issue of sustainability needs to be addressed on various levels. At a very broad level, the sustainability of crime prevention and investment in it by all orders of government would be greatly enhanced by success in terms of measurable reductions in crime and victimization, and in the risk factors that are most closely aligned to offending and victimization. To this end at a national level, the National Crime Prevention Strategy is being increasingly targeted at higher risk populations and places, with an emphasis on evidence-based decision making and on achieving measurable results. While successive governments have committed to funding crime prevention, its budgets remain less predictable than those for the other traditional pillars of the criminal justice system.

At the level of crime prevention projects and in recognition of the importance of sustainability for such projects, the National Crime Prevention Centre, in partnership with the Federal/Provincial-Territorial Working Group on Community Safety and Crime Prevention, funded an initiative that aims to train community members in sustainability. Specifically, its goals were to increase knowledge and awareness of effective sustainable approaches and to facilitate their uptake across Canada, creating a national base of expertise. A toolkit was produced to facilitate policy dialogues with stakeholders. The project has begun implementation in some provinces and territories, and is in the planning stages in others.

As an example of developments at the provincial level, Alberta has supported a range of initiatives to promote sustainability, including the following:

- Through various educational/training opportunities, the “Community Problem Solving Model” is referenced as an effective process to assess crime issues and to plan, implement, and evaluate solutions.
- Launch of a community toolkit to provide insight and ideas into how to plan and implement a sustainable approach to community based Crime Prevention through Social Development initiatives.

- Exploring the development of new funding mechanisms to support long term community based crime prevention programs.

In Manitoba, several of the early years programs that focus on at risk young children and families have sustainable funding sources and are embedded within base line budgets.

**15. In your country, have there been systematic attempts to assess the costs of crime and crime control measures, including crime prevention measures?**

Yes  No

**If the answer is “Yes”, please provide the source of funding and an estimate of the total costs.**

For criminal justice system costs in Canada, the Canadian Centre for Justice Statistics no longer releases a publication which summarizes, at the national level, expenditures related to policing, courts, corrections, criminal prosecutions and legal aid.

Furthermore, unlike other countries, there has been no systematic attempt in Canada to assess the costs of crime and crime control / crime prevention measures.

In one jurisdiction that responded to this question (Alberta), the cost of crime in 2003 was valued at \$2.1 billion.(Pembina Institute for Appropriate Development, May 2005).

In implementing crime prevention, elements of a rigorous process have been identified. The relevant paragraphs of the Guidelines for the Prevention of Crime are:

Knowledge base

11. Crime prevention strategies, policies, programmes and actions should be based on a broad, multidisciplinary foundation of knowledge about crime problems, their multiple causes and promising and proven practices.

21. As appropriate, Governments and/or civil society should facilitate knowledge-based crime prevention by, inter alia:

- (a) Providing the information necessary for communities to address crime problems;
- (b) Supporting the generation of useful and practically applicable knowledge that is scientifically reliable and valid;
- (c) Supporting the organization and synthesis of knowledge and identifying and addressing gaps in the knowledge base;
- (d) Sharing that knowledge, as appropriate, among, inter alia, researchers, policy makers, educators, practitioners from other relevant sectors and the wider community;
- (e) Applying this knowledge in replicating successful interventions, developing new initiatives and anticipating new crime problems and prevention opportunities;

- (f) Establishing data systems to help manage crime prevention more cost-effectively, including by conducting regular surveys of victimization and offending;
- (g) Promoting the application of those data in order to reduce repeat victimization, persistent offending and areas with a high level of crime.

#### Planning intervention

22. Those planning interventions should promote a process that includes:

- (a) A systematic analysis of crime problems, their causes, risk factors and consequences, in particular at the local level;
- (b) A plan that draws on the most appropriate approach and adapts interventions to the specific local problem and context;
- (c) An implementation plan to deliver appropriate interventions that are efficient, effective and sustainable;
- (d) Mobilizing entities that are able to tackle causes;
- (e) Monitoring and evaluation.

#### Supporting evaluation

23. Governments, other funding bodies and those involved in programme development and delivery should:

- (a) Undertake short- and longer-term evaluation to test rigorously what works, where and why;
- (b) Undertake cost-benefit analyses;
- (c) Assess the extent to which action results in a reduction in levels of crime and victimization, in the seriousness of crime and in fear of crime;
- (d) Systematically assess the outcomes and unintended consequences, both positive and negative, of action, such as a decrease in crime rates or the stigmatization of individuals and/or communities.

**16. In your country, is the use of knowledge-based crime prevention strategies, policies or programmes facilitated by:**

- (a) Supporting the generation and utilization of useful information and data?**  
 Yes ( ) No

The National Crime Prevention Centre promotes the notion of 'evidence-based crime prevention' in its policies and work. Research, evaluation and knowledge development are regarded as key components of the National Crime Prevention Centre's work and activities.

- (b) Supporting the sharing of useful information and data?**  
 Yes ( ) No

This has certainly been a goal of the National Crime Prevention Strategy, and has been reflected in various funding streams over time. Initially, when there was a clear need to raise public and professional awareness about crime prevention, there was considerable investment in sharing of information through such means as local conferences and websites. Currently, the Research and Knowledge Development Fund is a key element in Canada's National Crime Prevention Strategy and the work of the National Crime Prevention Centre. This Fund supports a range of research activities, demonstration projects, and knowledge transfer initiatives.

For several reasons (for example, the breadth of subject matter encompassed by crime prevention through social development, diversity within the country, range of knowledge required for effective crime prevention (please see the response to Q.27)), the sharing of useful information has been and remains a challenge.

- (c) **Promoting the application of useful information and data to reduce repeat victimization, persistent offending and high crime areas?**  
 Yes  No

**17. In your country, do the crime prevention policies, strategies or programmes promote a planning process that includes:**

- (a) **A systematic analysis of crime problems, their causes and risk factors and consequences, in particular at the local level?**  
 Yes, in part.  No

As reflected in answers above, there is an increasing emphasis being placed on evidence-based decision making and on securing results. Funding through the National Crime Prevention Strategy has always supported the conducting of assessments. In many instances in the past, these assessments have been more single-issue driven such as women's personal security in rural areas.

The NCPC is currently funding work on safety assessments/audits which is believed will aid considerably in contributing to a systematic analysis of crime problems and of the constellations of risk factors that need to be heeded at the local level. Two products will ensue: an international compendium of good practice on safety audits; and a Canadian-specific safety audit tool. These tools are designed for use at a city-wide level to obtain a full picture of crime, victimization and relevant risk factors. The information gathered is intended to become the foundation for the development, implementation and evaluation of a plan with measurable targets to reduce crime. This work has involved an international advisory team comprised of representatives from 16 countries and several key intergovernmental bodies (the UN Office on Drugs and Crimes, UN Habitat (Safer Cities Programme, the International Centre for the Prevention of Crime (Montreal).

The federal government has through its National Crime Prevention Strategy also supported more comprehensive, city-wide assessments. In particular, the Province of Quebec has received extensive financial support to advance a provincial strategy with this emphasis, beginning in 6 municipalities, including Montreal, one of Canada's largest urban centres. In another province, this more comprehensive approach was started in its capital, which is also one of the highest crime cities in Canada.

The Royal Canadian Mounted Police are also advancing a more systematic assessment process in a large number of smaller, more remote communities.

In Alberta and British Columbia, recent developments have confirmed an interest in advancing in this direction. Please see response to question 16(c) in respect of Alberta.

- (b) A plan that draws on the most appropriate approaches and adapts interventions to the specific local problems and local context?**  
**(x) Yes ( ) No**

At the national level, crime prevention policies, programmes and strategies do promote a planning process that draws on the most appropriate approach or approaches, and recognize the need for adaptation to local circumstances. This promotion is done in respect of single crime issues and of specific populations, and also in respect of more city-wide crime prevention planning. Progress is much more advanced in the single issue/at risk population category.

In terms of more comprehensive assessment and planning at a city-wide level, the Province of Quebec has virtually completed the assessment phase (please see 17a) in multiple sites and is now at the planning stage. In another province, specific crimes have been the subject of focused attention in a few urban centres, and an approach combining prevention, enforcement and suppression has been successfully employed.

- (c) An implementation plan to deliver efficient, effective and sustainable interventions?**  
**(x) Yes ( ) No**

The policies promote this planning process, including an implementation plan but experience within Canada is very limited to date in respect of city-wide implementation plans.

- (d) Mobilizing entities that are able to tackle causes?**  
**(x) Yes, in part ( ) No ( )**

In Canada, efforts have been underway to promote the planning process outlined in the Guidelines with this step of mobilizing being seen as the first step in rolling out a comprehensive approach, with further mobilizing of entities specific to the priority problems identified in the plan also needing to occur. As noted above, there have been developments in relation to mobilizing for the purpose of conducting assessments.

At a more single issue level, which is where much of the National Crime Prevention Centre's efforts have been focussed to date, there have been significant efforts undertaken to mobilize entities.

- (e) **Monitoring and evaluation?**  
 Yes ( ) No

As outlined in the answers to 17, policies support this as an integral element to a comprehensive approach at a city wide level that should be applied to each stage of the planning process.

At the regional level in those jurisdictions advancing a comprehensive approach which includes all of these stages, monitoring and evaluation is included.

**18. In your country, do the crime prevention policies, strategies or programmes include:**

- (a) **Undertaking evaluation to test rigorously what works?**  
 Yes ( ) No

All orders of governments are increasingly looking to evaluative findings. At the national level and within the National Crime Prevention Centre, the Research and Knowledge Development Fund supports demonstration projects accompanied by rigorous third-party evaluations. Funding is in two phases: in phase one, a project sponsor and third party evaluator work together to develop a project plan and evaluation plan that is submitted to the National Crime Prevention Centre for approval. This ensures that the project can be evaluated and that the evaluation will appropriately assess its effectiveness. Our other two funding programs, the Crime Prevention Action Fund and the Police and Community Corrections Fund, encourage (rather than require) projects to hire third party evaluators. Depending on the nature of the project and the capacity of the sponsor, evaluation expectations are more or less stringent. An evaluation plan must be submitted with the application, and a final report (answering specific questions about outcomes and learnings) is required upon project completion. NCPC staff provide support to the proponent in developing an appropriate evaluation plan and monitor the progress of the project throughout the funding period. These evaluations are expected to include a quasi-experimental design using at minimum a comparison group.

The Aboriginal Justice Strategy (AJS) at Justice Canada is subject to formal program evaluation design and delivery, carried out by specialized program evaluators.

- (b) **Undertaking cost-benefit analyses?**  
 Yes in part ( ) No

Cost-benefit analyses is being undertaken at an individual project level as compared to Canada's crime prevention programme level. While cost benefit studies are not routinely

required, demonstration projects are expected to submit a “descriptive cost analysis” identifying the project costs so that potentially a cost benefit analysis could be conducted by an outside expert. In future, projects assessed as being likely to produce results of the type that lend themselves to cost benefit analysis will be asked to build such a study into their evaluation plan from the outset, and the required resources made available for this.

- (c) **Assessing reduction in crime, victimization and fear of crime?**  
 Yes  No

As NCPC’s focus shifts more towards producing benefits in the shorter term (i.e. crime reduction), projects will be expected to report on these outcomes. In the past, expectations were that they would report on the risk factors likely to lead to these outcomes in the longer term.

As part of the ongoing program evaluation for the Aboriginal Justice Strategy (AJS) within Justice Canada, the impact of AJS programs on rates of recidivism in communities operating such programs has been examined. This study is not yet finalized, but early indications show that the AJS programs seem to be contributing to reduced rates of recidivism in the participating communities.

- (d) **Assessing outcomes and unintended consequences?**  
 Yes, in part.  No

While all funded projects are asked to report on outcomes, both intended and unintended, practice and quality varies considerably. This area has been identified as requiring further effort.

- 19. Has an evaluation of components or specific activities of your country’s national crime prevention policy or strategy been undertaken?**  
 Yes  No

Renewal of funding of the national strategy requires evaluation. As a result, the National Crime Prevention Strategy has undergone four evaluations to date that are conducted by independent consultants.

The Guidelines for the Prevention of Crime recognize the links between local and transnational organized crime and the need to prevent organized crime. The relevant paragraphs of the Guidelines are:

Interdependency

13. National crime prevention diagnoses and strategies should, where appropriate, take account of links between local criminal problems and international organized crime.  
Prevention of organized crime

27. Governments and civil society should endeavour to analyse and address the links between transnational organized crime and national and local crime problems by, inter alia:

(a) Reducing existing and future opportunities for organized criminal groups to participate in lawful markets with the proceeds of crime, through appropriate legislative, administrative or other measures;

(b) Developing measures to prevent the misuse by organized criminal groups of tender procedures conducted by public authorities and of subsidies and licences granted by public authorities for commercial activity;

(c) Designing crime prevention strategies, where appropriate, to protect socially marginalized groups, especially women and children, who are vulnerable to the action of organized criminal groups, including trafficking in persons and smuggling of migrants.

Links between transnational and local crime

31. Member States should collaborate to analyse and address the links between transnational organized crime and national and local crime problems.

**20. In your country, do crime prevention policies, strategies or programmes assess the potential links between local and national crime problems and transnational organized crime?**

Yes, in part.  No

Police and governments make deliberate efforts to increase media and public awareness of links to organized crime. At the national level, crime prevention initiatives associated with the National Crime Prevention Centre have recently begun to advance work that allows for an assessment of the links to organized crime to occur. For example, in the work that the Centre is doing in relation to safety audits (Q.17), various aspects will allow for any potential organized crime link to be identified (for example, drugs, trafficking in persons, sexual exploitation of children). The Centre's work in relation to youth gangs will also contribute to assessing the nature and scope of links to organized crime.

The existing *National Agenda to Combat Organized Crime*, endorsed by Canada's Federal, Provincial and Territorial Ministers Responsible for Justice, identifies national priorities in fighting organized crime and promotes a collaborative approach. Prevention of organized crime is an integral component of the national agenda. The National Agenda is built around four pillars: National and Regional Coordination; Legislative and Regulatory Tools; Research and Analysis; and Communications and Public Education.

#### National and Regional Coordination

Through the National Coordinating Committee on Organized Crime (NCC), supported by a federal government secretariat, key federal, provincial and territorial government officials, prosecutors and representatives from the law enforcement community came

together to identify the following national policy priorities to be addressed: illicit drugs, Outlaw Motorcycle Gangs, economic crime, money laundering, illegal immigration and trafficking in persons. Other pressing issues addressed through the NCC are street gangs, intimidation of criminal justice actors, corruption, auto theft and gaming.

#### Legislative and Regulatory Tools

As part of adopting the *National Agenda*, federal, provincial and territorial Ministers endorsed examining ways to target criminal assets and proceeds of crime, enhance the investigation and prosecution of organized crime, as well as safeguard the integrity of the justice system. A number of significant changes to Canadian law have been passed since the *National Agenda* has been in place, including substantive amendments to Canadian criminal organization provisions.

#### Research and Analysis

Under this pillar of the *National Agenda*, actions include the development and implementation of a national framework to collect key organized crime statistics, as well as methodologies to assess the impact of organized crime on Canadians and a mechanism to distribute research and information related to organized crime.

#### Communications and Public Education

Through consistent, coordinated and best informed communications practices among jurisdictions, the goal of actions under this pillar is to reduce the harms associated to organized crime by increasing public awareness of its negative effects in society, a key tool in preventing transnational organized crime.

Meanwhile, at the operational and working level, numerous initiatives are in place with respect to prevention. Examples include:

1. Ongoing strategic partnerships exist against transnational organized crime as it relates to mass marketing fraud.
2. Integrated Border Enforcement Teams (IBET) and general and intelligence-base efforts against organized crime addresses this issue
3. An annual international Tobacco Diversion Workshop is held comprised of stakeholders from the USA and Canada.
4. Coordinated through Criminal Intelligence Service Canada (CISC), Canada's law enforcement engages in a national threat assessment process designed to enhance the decision making of senior law enforcement management nationally, specifically in terms of enabling the assessment and prioritization of crime threats.
5. A strategic early warning system, developed by CISC, forewarns senior law enforcement decision makers about emerging organized and serious crime threats.
6. Canada's law enforcement partners and policy makers participate in the Cross-Border Crime Forum on organized crime, firearms, and other issues of mutual interest between Canada and the

- United States, as well as on the tri-lateral Security and Prosperity in Partnership Initiative between Canada, U.S., and Mexico
7. A federal Canada Drug Strategy, which is based on a balanced, four-pillar approach that incorporates initiatives focused on prevention, enforcement, treatment and harm reduction, and is supported by federal government departments and agencies through the co-ordination efforts of the Drug Strategy Secretariat housed within Health Canada.

**21. In your country, do the crime prevention policies, strategies or programmes include:**

- (a) **Measures to reduce opportunities for organized criminal groups to participate in lawful markets?**

Yes  No

Please see response to Q. 20. In addition, Financial Transactions and Reports Analysis Centre of Canada (FINTRAC) receives, analyzes and discloses financial intelligence on suspected money laundering, terrorist financing and threats to the security of Canada. As well, there is a Merchants Against Money Laundering Program which focuses on educating business owners on issues and indicators related to money laundering.

- (b) **Measures to prevent the misuse of public tender procedures, subsidies and licences?**

Yes  No

Numerous measures are in place at the federal level, including legislation, policies and procedures to prevent misuse.

At the regional level as well, a variety of measures exist. For example, the Alberta driver's licence program has been redesigned to address issues of global instability and the worldwide rise in identity crime. A high-tech polycarbonate card has been adopted making tampering obvious and thus rendering the card useless as a piece of valid ID. The process for issuing the licence has also been adapted to a more secure practice. In Manitoba, prevention takes place through criminal records checks and verifications ARE conducted as a matter of course in public tender processes. As well, legislation has been passed to target businesses used as fronts for organized crime. The Civil Remedies Against Organized Crime Act is currently under review as part of the Organized Crime Initiative.

- (c) **Measures to protect socially marginalized groups, especially women and children, who are vulnerable to exploitation by organized**

**criminal groups, including preventing trafficking in persons and the smuggling of migrants?**

**(x) Yes ( ) No**

As noted above, the National Crime Prevention Centre is specifically mandated to advance measures in support at risk children, youth and women. Numerous initiatives have been undertaken at a research and policy level, and on the ground in support of specific vulnerable populations including children and adolescents experiencing sexual exploitation, youth exiting care who are vulnerable to various outcomes including recruitment into prostitution rings, and street youth. As well, the federal government is increasing its focus on youth gangs with an emphasis on preventing youth entry into gangs and aiding exiting.

Canada's efforts to combat human trafficking at the federal level are co-ordinated by the Inter-Departmental Working Group on Trafficking in Persons (IWGTIP), co-chaired by the Departments of Justice and Foreign Affairs and consisting of seventeen Departments and Agencies. As party to the UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, Canada's ongoing efforts are guided by international standards, including prevention of trafficking, protection of victims and prosecution of traffickers.

Canada has developed and distributed awareness raising products, such as an anti-trafficking poster entitled *People for Sale in Canada? The answer will shock you*, which is intended to raise public awareness that human trafficking exists in Canada and that it is a serious crime. The poster has been translated into 15 languages. An anti-trafficking pamphlet is also available in 14 languages. This pamphlet has been distributed to Canadian missions abroad and NGOs with access to potential trafficking victims in source states. Justice Canada has developed a TIP website (<http://canada.justice.gc.ca/en/fs/ht/>) with additional information and references on human trafficking.

Canada has supported several awareness raising and information sharing initiatives, such as a March 2004 Forum on Trafficking in Persons, which brought together NGOs and academics from across the country to educate and increase public awareness about the situation of trafficking victims, especially youth, children and women, and explore strategies for community-driven initiatives to prevent and combat TIP. Roundtables have been organized for police, prosecutors, other law enforcement officials and members of civil society, providing prevention and awareness training and assistance on trafficking related investigations in 2005 in Vancouver, BC and in November 2006, Halifax, Nova Scotia. Canada's National Crime Prevention Centre has also funded a study on trafficked children in Quebec as well as a review of the most promising prevention practices internationally.

On an international scale, Canada provides funding support to trafficking in persons for prevention and awareness-raising efforts overseas.

Foreign Affairs and International Trade (DFAIT) provides support through its Human Security Program, as well as through the UN Office on Drugs and Crime (UNODC), which supports the implementation of the international legal instruments covering organized crime, trafficking in persons and migrant smuggling. Initiatives have focused on raising awareness in rural communities in source countries of trafficked victims. and providing training to local authorities, government and the media. For example, Canada is supporting an awareness raising project on the risks and consequences of human trafficking through the dissemination of a video, “Shattered Dreams”, in government school systems and local communities in vulnerable provinces in Thailand, Lao PDR, Vietnam and Cambodia. Partners include NGO organizations, UN agencies and other regional organizations and projects have been funded in West Africa, Southeast Asia, Central America and the Caribbean.

The Canadian International Development Agency supports the prevention of trafficking of persons by addressing gender equality, children’s rights and protection, poverty, discrimination and contributing factors such as poor governance. CIDA has recently supported bilateral, multilateral and Canadian partnership anti-trafficking projects and programs in Central and Eastern Europe, mainland Southeast Asia, and West Africa, with a core focus on prevention, protection and rehabilitation.

On another front, the RCMP has established the Human Trafficking National Coordination Centre. The Centre works to uncover, report and target trafficking activity. It facilitates domestic and international human trafficking investigations and helps to protect victims. The RCMP’s Immigration and Passport Branch also has members strategically placed in key regions across Canada. They are dedicated to combating and disrupting criminal organizations involved in the smuggling and trafficking of persons to Canada.

In terms of preventing migrant smuggling, Canada is guided by our international commitments in the UN Smuggling Protocol, which we view as an effective instrument in providing a framework to provide effective border measures, ensure document integrity and encourage international cooperation in repatriation, always while respecting the human rights of migrants.

#### **IV. International cooperation, networking and technical assistance**

Member States are encouraged to facilitate international cooperation and develop networks for the exchange of practices and knowledge. The relevant paragraphs of the Guidelines for the Prevention of Crime include:

Technical assistance

29. Member States and relevant international funding organizations should provide financial and technical assistance, including capacity-building and training, to developing

countries and countries with economies in transition, communities and other relevant organizations for the implementation of effective crime prevention and community safety strategies at the regional, national and local levels. In that context, special attention should be given to research and action on crime prevention through social development.

#### Networking

30. Member States should strengthen or establish international, regional and national crime prevention networks with a view to exchanging proven and promising practices, identifying elements of their transferability and making such knowledge available to communities throughout the world.

#### Prioritizing crime prevention

32. The Centre for International Crime Prevention of the Office for Drug Control and Crime Prevention of the Secretariat, the United Nations Crime Prevention and Criminal Justice Programme network of affiliated and associated institutes and other relevant United Nations entities should include in their priorities crime prevention as set out in these Guidelines, set up a coordination mechanism and establish a roster of experts to undertake needs assessment and to provide technical advice.

#### Dissemination

33. Relevant United Nations bodies and other organizations should cooperate to produce crime prevention information in as many languages as possible, using both print and electronic media.

- 22. Does your country participate in international networks for the exchange of information and knowledge on crime prevention policies, strategies or programmes?**  
**(x) Yes ( ) No**

Yes, but many of the international networks are informal as opposed to formal. For example, the National Crime Prevention Centre's researchers have established and maintained contacts with international crime prevention academics and specialists in the area of crime prevention/community safety. NCPC staff members have participated in international consortiums (e.g. Homicide Research Working Group) and have linked with representatives from the Campbell Collaboration.

The Government of Canada considers the UN Commission on Crime Prevention and Criminal Justice as a forum of exchange of information and advancement of policy, and has sent a crime prevention expert annually to participate in this Commission and its Congresses. As well, the Government of Canada supports the International Centre for the Prevention of Crime (ICPC) based in Montreal, and consistently is represented on its Policy Advisory Committee, the body comprised of representatives currently from the 12

member governments. As well, this forum provides an opportunity to meet and collaborate with the specialist bodies that are represented on its Board (for example, European Forum for Urban Security, Crime Concern, UN Habitat). ICPC has also created an Indigenous Network in which a variety of governments and organizations within Canada participate. Finally, the Government of Canada has participated in other more ad hoc forums for exchange that have been struck for particular purposes – for example, a two-year study by the Council of Europe on partnerships in crime prevention.

**23. What are the main obstacles to your country participating in international networking? Please describe.**

The main obstacles to greater networking have been limitations in human and financial resources for the ongoing work of the National Crime Prevention Centre.

**24. Please identify guides, toolkits, compendiums or manuals of crime prevention practices from your country that can be shared with other countries.**

- 1- Canada. Public Safety and Emergency Preparedness Canada. National Crime Prevention Centre. *Applicant's Guide for Funding Programs*. Ottawa: PSEPC, 2005 [http://www.psepc.gc.ca/prg/cp/guidance\\_applicants-index-en.asp](http://www.psepc.gc.ca/prg/cp/guidance_applicants-index-en.asp)
- 2- Canada. Sécurité publique et Protection civile Canada. Centre national de prévention du crime. *Programmes de financement: guide à l'intention des demandeurs*. Ottawa: PSEPC, 2005. [http://www.psepc.gc.ca/prg/cp/guidance\\_applicants-index-fr.asp?lang\\_update=1](http://www.psepc.gc.ca/prg/cp/guidance_applicants-index-fr.asp?lang_update=1)
- 3- Carleton University. Centre for Applied Population Studies. *Selected Toolkit and Other Resources for Community-Level Initiatives*. Prepared by Tullio Caputo and Michel Vallée. Ottawa: Centre for Applied Population Studies, August 2005.
- 4- Welsh, Brandon. *Evidence-Based Crime Prevention: the Scientific Basis, Trends, and Results, with Implications for Canada* prepared for the National Crime Prevention Centre. Ottawa: National Crime Prevention Centre, April 2005
- 5- Canadian Research Institute for Law and the Family. *National Police Leadership Survey on Crime Prevention through Social Development* prepared for the National Crime Prevention Centre and CACP Crime Prevention/Community Policing Committee, December 2005.
- 6- Institut canadien de recherche sur le droit et la famille. *Sondage national auprès des chefs de police sur la prévention du crime par le développement social*. Établi pour le Centre national de prévention du crime et le Comité sur la police communautaire et la prévention du crime de l'ACCP. Ottawa : Centre national de prévention du crime, décembre 2005.
- 7- Canadian Research Institute for Law and the Family. *Youth Gangs in Canada: a Preliminary review of programs and services*. Prepared for the National Crime Prevention Centre, Public Safety and Emergency Preparedness Canada by Canadian Research Institute for Law and the Family, September 2005.
- 8- Institut canadien de recherche sur le droit et la famille (ICRDF). *Les gangs de jeunes au Canada : examen préliminaire des programmes et des services*. Rédigé pour le compte

de : Sécurité publique et Protection civile Canada, présenté par : L'Institut canadien de recherche sur le droit et la famille, Septembre 2005

- 9- Canada. Public Safety and Emergency Preparedness Canada (PSEPC). National Crime Prevention Centre. *Evaluating Crime Prevention through Social Development Projects: Handbook for Community Groups*. Ottawa: PSEPC, 2006.  
[http://www.psepc.gc.ca/prg/cp/fl/Evaluation\\_handbook-E.pdf](http://www.psepc.gc.ca/prg/cp/fl/Evaluation_handbook-E.pdf)
- 10- Canada. Sécurité publique et Protection civile Canada (SPPCC). Centre national de prévention du crime. *Évaluation des projets de prévention du crime par le développement social : manuel pour les organismes financés par la Stratégie nationale pour la prévention du crime*. Ottawa : SPPCC, 2006.  
[http://www.psepc.gc.ca/prg/cp/fl/Evaluation\\_handbook-F.pdf](http://www.psepc.gc.ca/prg/cp/fl/Evaluation_handbook-F.pdf)
- 11- Carleton University. Centre for Initiative on Children, Youth and Community. *Sustainable Approaches to Crime Prevention through Social Development*. Ottawa: Carleton University, 2006 (The Government of Canada's National Crime Prevention Strategy is a partner in this initiative.) French and English.
- 12- International Centre for the Prevention of Crime. Urban Crime Prevention and Youth at Risk: Compendium of Promising Strategies and Programmes from around the World. Montréal: ICPC, 2005. [http://www.crime-prevention-intl.org/publications/pub\\_114\\_1.pdf](http://www.crime-prevention-intl.org/publications/pub_114_1.pdf)
- 13- Centre international pour la prévention de la criminalité (CIPC). *Prévenir la délinquance en milieu urbain et auprès des jeunes : recueil international de pratiques inspirantes*. Montréal : CIPC, 2005. [http://www.crime-prevention-intl.org/publications/pub\\_113\\_1.pdf](http://www.crime-prevention-intl.org/publications/pub_113_1.pdf)
- 14- Canada. Statistics Canada. *Neighbourhood Characteristics and the Distribution of Crime on the Island of Montréal*. Ottawa: Statistics Canada, 2006. (Crime and Justice Research Paper Series) <http://www.statcan.ca/english/research/85-561-MIE/85-561-MIE2006007.pdf>
- 15- Canada. Statistique Canada. *Caractéristiques des quartiers et répartition de la criminalité sur l'île de Montréal*. 2006 (Série de documents de recherche sur la criminalité et la justice) <http://www.statcan.ca/francais/research/85-561-MIF/85-561-MIF2006007.pdf>
- 16- Canada. Statistics Canada. *Neighbourhood Characteristics and the Distribution of Crime in Winnipeg*. Ottawa: Statistics Canada, 2004. (Crime and Justice Research Paper Series) <http://www.statcan.ca/english/research/85-561-MIE/85-561-MIE2004004.pdf>
- 17- Canada. Statistique Canada. *Caractéristiques des quartiers et répartition de la criminalité à Winnipeg*, (Série de documents de recherche sur la criminalité et la justice) <http://www.statcan.ca/francais/research/85-561-MIF/85-561-MIF2004004.pdf>
- 18- Canada. Statistics Canada. *Neighbourhood Characteristics and the Distribution of Crime in Regina*. Ottawa: Statistics Canada, 2006. (Crime and Justice Research Paper Series) <http://www.statcan.ca/english/research/85-561-MIE/85-561-MIE2006008.pdf>
- 19- Canada. Statistique Canada. *Caractéristiques des quartiers et répartition de la criminalité à Regina*, 2006. (Série de documents de recherche sur la criminalité et la justice) <http://www.statcan.ca/francais/research/85-561-MIF/85-561-MIF2006008.pdf>
- 20- Canada. Statistics Canada. *Childhood Aggression and Exposure to Violence in the Home*. Ottawa: Statistics Canada, 2003 (Crime and Justice Research Paper Series) <http://www.statcan.ca/english/research/85-561-MIE/2003002/85-561-MIE2003002.pdf>

- 21- Canada. Statistique Canada. *L'agressivité chez les enfants et l'exposition à la violence à la maison*. Ottawa : Statistique Canada, 2003 (Série de documents de recherche sur la criminalité et la justice) <http://www.statcan.ca/francais/research/85-561-MIF/002/85-561-MIF2003002.pdf>
- 22- EDUCON Marketing and Research Systems. National Strategy on Community Safety and Crime Prevention (Canada) *You can do it: a practical tool kit to evaluating police and community crime prevention programs*. Ottawa: National Strategy on Community Safety and Crime Prevention, 2001. <http://ww4.psepc-sppcc.gc.ca/en/library/publications/reports/toolkit/index.html>
- 23- EDUCON Marketing and Research Systems. Stratégie nationale sur la sécurité communautaire et la prévention du crime (Canada) *Vous pouvez y arriver : une trousse d'outils pratiques des programmes d'intervention policière et de prévention de la criminalité dans la collectivité*. Ottawa: Stratégie nationale sur la sécurité communautaire et la prévention du crime, 2001. <http://ww4.psepc-sppcc.gc.ca/fr/library/publications/reports/toolkit/index.html>

**25. Does your country need technical assistance in any area of crime prevention?**  
 Yes ( ) No

Canada has benefited enormously since the inception of its Crime Prevention Centre from the expertise of specialists outside of Canada, and has several key areas where this expertise would be invaluable to advancing a solid crime prevention agenda. This being said, the affirmative reply is not intended to suggest that Canada requires funded technical assistance.

**26. Is your country able (qualified) to provide technical assistance in any area of crime prevention?**  
 Yes ( ) No

As the questions above do not address prevention in relation to recidivism in much detail, additional information is included below with respect to the kinds of technical assistance that Canada is able to provide in relation to integration of offenders.

Correctional Service of Canada (CSC) has been working on crime prevention towards the prevention of recidivism by providing technical assistance to other correctional jurisdictions, in such areas as:

- 1) Program work/training (e.g. Bermuda, Sweden)
- 2) Needs assessments (e.g. Benin, Barbados)
- 3) Staff training (Namibia)
- 4) Community Operations (e.g. China)

5) Sharing of correctional information/knowledge, research initiatives and best practices (e.g. via the sharing of documentation, delivering presentations at international criminal justice fora, hosting study visits.); and

6) Correctional expertise (e.g. staff exchanges)

As CSC is not mandated to do technical assistance work, it has no funding/budget to support technical assistance activities and any technical assistance provided to other jurisdictions must remain cost neutral to CSC.

The Department of Foreign Affairs and International Trade (DFAIT) provides support through its Human Security program, as well as through the UN Office on Drugs and Crime, which supports the implementation of international legal instruments covering organized crime, trafficking in persons and migrant smuggling. Crime prevention initiatives have focused on prevention of human trafficking, prevention of gang-related crimes, drug prevention and anti-corruption and money-laundering initiatives. Please see Q21 c for an example.

If the answer to questions 25 and/or 26 is “Yes”, please mark the appropriate box(es) below:	Need technical assistance	Can provide technical assistance
(a) Including prevention as a permanent part of government structures (para. 17)		x
(b) Government support for the development of crime prevention skills (para. 18)	x	
(c) Government and civil society support of partnerships (para. 19)		x
(d) Social crime prevention (paras. 6 (a), 8 and 24)		x
(e) Locally based or neighbourhood crime prevention (para. 6 (b))	x	
(f) Situational crime prevention (paras. 6 (c) and 26)		
(g) Prevention of recidivism (para. 6 (d))		
(h) Sustainability and accountability of crime prevention (paras. 1, 10 and 20)	x	
(i) Knowledge-based crime prevention (paras. 11 and 21)	x	
(j) Planning interventions (para. 22)	x	
(k) Monitoring and evaluation (para. 23)	x	
(l) Assessing the links between local crime problems and transnational organized crime (paras. 13, 27 and 31)	x	
(m) Of the areas identified, is there a priority? If so, please identify.	i, j, k	a

## V. Concluding questions

**27. What are some of the main lessons your country has derived from national experience in implementing crime prevention policies, strategies and programmes?  
Please describe.**

The following are lessons learned from the Government of Canada's experience in supporting crime prevention formally through the National Crime Prevention Strategy that began in 1998.

*Focused Mandate:* The need to be clear about the crime prevention mandate or niche as distinct from other relevant mandates, particularly in relation to crime prevention through social development given the range of ministries within Canada that contribute to social development broadly defined. In a Canadian context, this means being clear about what specific risk and protective factors should be addressed by those responsible for crime prevention.

*Integration:* The need to integrate, where appropriate, with other ministries at all orders of government and with civil society, while still remaining focused on preventing and reducing crime. This integration must address firstly, issues related to all aspects of knowledge management in respect of particular at risk populations and places in terms of effective prevention and intervention strategies; and secondly, how this integration occurs on the ground with specific populations and places at high risk.

*Evidence or Knowledge-based Decision-making*

This goal is clear but when it is unpacked it is a tall order to deliver on and must be achieved at multiple levels:

- The national strategy itself must be knowledge-driven and thus supported by specific methodologies that are set out in the *Guidelines*;
- Prevention and intervention strategies must be specific to a given population with further adaptations perhaps required by virtue of such diverse circumstances as culture, stage of development, capacity at the level of city/community to respond, and so on. For example, many youth leaving the child protection system at 18 years old are at very high risk of offending, their educational profiles are usually very weak, substance abuse is often an issue, and housing is a number one challenge. Knowledge of how to respond to this sub-population of youth in an integrated way requires knowledge on a number of fronts.
- Process considerations such as the importance of the planning steps articulated in Art 22 require a manner of working vertically and horizontally and inclusively that takes time and knowledge.
- A willingness to apply or promote the most appropriate approach to crime prevention for the problem being addressed.

### *Securing Civil Society Engagement*

Raising awareness of the importance of civil society engagement in preventing crime and of the contribution that social development could make to individual and collective security were areas of focus at the outset of the Government's implementation of its crime prevention strategy. This work was done through a wide variety of means, generally with quite small investments that did not individually warrant evaluations for the most part. Response was very positive with diverse communities across the country demonstrating their interest and involvement. Successive polls showed Canadians' endorsement of crime prevention as an important means to increase their safety and security.

### *Engaging the Private Sector*

In Canada, much work still remains in terms of engaging the private/business sector in meaningful crime prevention activities.

### *Evaluation and Results*

A specific funding stream has always been dedicated to more in depth research and evaluation a central component of any initiatives funded by this stream. These initiatives tend to be multi-year, qualify for more extensive resources, and involve individuals with the skill set to identify the properties for success and to structure solid evaluations. Conversely, with the smaller initiatives that were short-term in nature, and for much more modest funding, the evaluation component was not stressed. One lesson learned was that there were numerous advantages to having a smaller number of targeted initiatives, with more resources, spread over a longer time period, and more expert support.

### *Getting What is Known Out*

An important lesson learned in a country with three basic orders of government and an active civil society is getting the message out. Given the breadth of the initial mandate to deliver a crime prevention through social development initiative, and the structure of financial support available, there was a high volume of experience to be mined, and this proved to be more complex and time consuming than expected. With the move to more focus in terms of the most at risk populations and places, it is expected and hoped that this task of knowledge dissemination will become more manageable.

### *Capacity*

Implementing effective, comprehensive crime prevention strategies and programs, whether at a provincial or local level, requires a substantial investment in capacity (i.e., knowledge, human and financial resources, coordination, partnerships). For the concept and practice of crime prevention to be considered a viable adjunct to traditional criminal justice system processes, an equivalent investment in capacity is needed relative to that invested towards enforcement, prosecution, and incarceration.

28. What are the main challenges in your country for delivering effective crime prevention? Please describe.

Some of the lessons learned that are noted in Q. 27 remain the challenges.

- 1) *Federal Structure* – This provides both opportunities and challenges. The challenges focus on maximizing the levers available (policy, legislative, research, programming) within all orders of government, and with civil society to reach the shared goal of reduced crime and victimization.
- 2) *Integration* – In respect of the most at risk populations and places, there are a range of ministries - in such fields as health, education, housing, and employment.- whose efforts do or should complement crime prevention. Given the multiple factors facing the most at risk populations and the highest crime neighborhoods, and thus the need for multi-pronged solutions, integration is key. (Please refer to Q.27)
- 3) *Evidence-based Decision Making and Disseminating What is Known* - In addition to what is cited in Q.27, and given the complexities of a federal structure and the need for integrated knowledge and action, there is a need for a national framework to guide evidence-based crime prevention at the local level. Federal and provincial/territorial governments each have key roles to play in supporting the development of such a framework. Without the key information being readily available and accessible, the risk is that existing evidence will not be exploited, and resources will be expended on ineffectual crime prevention programs.
- 4) *Evaluation* - There have been several challenges in this regard: one has been in identifying the indicators for success. Another has been in erroneously considering the approach to crime prevention through social development as one that cannot yield ‘results’ in the short and medium terms. A third has been in developing a model of evaluation for multiple comprehensive strategies (for example, a strategy addressing homelessness, crime, substance misuse) that are being implemented in one area such as a disadvantaged neighborhood. A fourth challenge stems from the need in Canada for experienced, knowledgeable third-party evaluators to assess crime prevention initiatives. The pool of qualified candidates with the necessary skill sets is fairly small.
- 5) *Sustainability* - The issue of sustainability remains a challenge in terms of the funding of community crime prevention projects. For example, when the National Crime Prevention Centre’s funding of a project stops, oftentimes the project itself does not continue.