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INTERNATIONAL COMPENDIUM OF CRIME PREVENTION PRACTICES

TO INSPIRE ACTION ACROSS THE WORLD

2008

International Compendium of Crime Prevention Practices to Inspire Action Across the World

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While we have tried to give as accurate an account of the material as possible, any errors in the compendium are our own. We also welcome any comments and reactions.

INTRODUCTION

This international compendium contains crime prevention* and community safety* practices gleaned from North America, Europe, Africa, the Caribbean, Central and South America, Oceania and South Asia, and accompanies the first biennial *International Report on Crime Prevention & Community Safety: Trends and Perspectives* (2008), published by the International Centre for the Prevention of Crime (ICPC). While the biennial report summarises current trends on crime and victimisation around the world, describes major preoccupations for governments and communities and touches upon the range of crime prevention and community safety* responses developed internationally, this compendium further provides **concrete examples** which illustrate what governments, police and community partners can do to reduce and prevent crime and victimisation, and create and enhance safety.

As part of ICPC's ongoing work in collating, analysing and disseminating information on effective and innovative crime prevention policies and practice, this compendium builds on additional practice reports developed by ICPC, including most notably two editions of *100 Crime Prevention Programs to inspire action across the world*, published in 1997 and 1999, and a compendium on *Urban Crime Prevention and Youth at Risk. Promising Strategies and Programmes from around the World*, published in 2005.

This compendium addresses government and non-government actors, decision-makers, and practitioners working in crime prevention at all levels (national, regional and local). It provides many examples of initiatives that can help to inform and inspire practices from around the world. The practices place particular emphasis on **process and implementation of activities**, including information on partnership, outcomes, sustainability, and in some cases, they describe various lessons learned. At the same time, we continue to recognise that this is an evolving area, and what works well in one context may not always be easily transferable to another.

The compendium is divided into five sections: **Aspects of Community Safety, Youth at Risk, Youth Gangs, Community Safety and Indigenous Peoples, and Police - Community Partnerships in Crime Prevention**. Each section includes an introduction that highlights main developments and issues in the field from which to consider current projects and initiatives, and reveals elements to inform good practice. Each section also follows with a list of ICPC publications and additional resources to provide practitioners with further tools to assist in their work. For some practice descriptions, we include a list of additional projects or initiatives that the reader can refer to for each specific theme highlighted.

The above themes were chosen given the agreement with the main funder, the Government of Canada, and the common concerns expressed by ICPC members. Many of the practices included throughout form part of an **integrated approach** that addresses different risk factors* associated with crime and victimisation. As a result, we have identified these correlating factors even if many of the practices themselves are aimed at addressing additional objectives other than crime prevention*. In collecting practices we have tried to ensure a large geographical representation of initiatives from various regions of the world. For the most part, practices have been selected among those which have led to positive outcomes, involve collaborative partnerships, and innovative action. We include a glossary of terms at the end of the compendium. Selected terms are indicated by an asterisk (*).

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SECTION 1
**ASPECTS OF
COMMUNITY SAFETY**

INTRODUCTION

This section focuses on different crime prevention and community safety initiatives at local, regional, and national levels. Given the limited scope of this compendium, we do not include specialised crimes, such as economic crime, cyber crime, and organised or transnational crime, (eg. human trafficking, international drug trafficking) or terrorism. Increasingly, we are becoming more aware of the impact these crimes have on daily life and consequently, to community safety*. These aspects may be later explored in ICPC's future works. More extensive information on various sections of the compendium can be found in ICPC's *International Report on Crime Prevention and Community Safety: Trends and Perspectives* (2008).

The International Report 2008 identifies great inequalities in resources among different regions and countries around the world for dealing with existing crime, as well as considerable disparities in real-life experiences. The practices we present in this accompanying Compendium are implemented in very different contexts, but the objectives they pursue and the methods they use converge in many ways. This collection of practices, focuses on effective approaches that occur within a **cross-sectoral and/or partnership framework** of crime prevention and community safety.

In relation to **partnerships***, initiatives highlight the involvement of **different types of actors** (eg. private sector, local authorities, community organisations), and the ways in which they incorporate or prioritise safety and prevention issues in their work (the *Manager des nuisances publiques* in Liege, Belgium, or the Community Crisis Response Programme in Toronto, Canada). They also stress **the need to structure these partnerships to ensure positive outcomes and sustainability**. Well-known international examples include local safety and crime prevention councils in France and Belgium, and UN Habitat's Safer Cities Programme implemented in various regions of the world. We provide additional examples such as the *junta comunautaria de seguridad urbana* in Argentina, and community action committees in St Lucia, and **highlight various tools used to support partnerships** such as the Humberstone Community Problem Solving Kit, United Kingdom. Several initiatives aim to promote community cohesion such as Brazil's *São Paulo em Paz* Programme or the *Assistance Centre for at risk groups* in the Mexican municipality of Huimilpan.

We have also selected initiatives aimed at reinforcing the **direct participation of citizens, community members or residents in crime prevention and community safety programmes**. Many initiatives involve citizens in developing a safety audit (see section on women's safety audits on page 45). Other examples illustrate different ways to involve citizens in implementing crime prevention activities or are focused on helping to improve dialogue among different communities of interest, or to promote cultures of peace. Some practices aim to reach out and actively involve at-risk populations (eg. women, children, youth and the elderly) in co-producing safety as well. Given the scope of this compendium, we do not include initiatives that focus on involving citizens in policing activities.

Two areas of practice which have received increased attention by different regions of the world to better respond to community needs include **social mediation and conflict resolution**. Practice examples focus on mediating relations between users of public spaces, diverse groups whose needs vary according to lifestyles or activities (eg. families with children, seniors, adolescents, businesses, etc.), or groups with different cultural practices. The increase in social mediation and conflict resolution is also discussed more at length in the International Report 2008.

There is a strong focus in public policy for providing **support and information to victims of crime**. Examples include initiatives aimed at preventing victimisation, prioritising victim-offender mediation, and improving or developing services that take into account the diverse needs of victims. Many additional references are also provided for readers to consult for further information.

Finally, this section provides brief panoramas of several **diagnostic tools** (eg. crime observatories, victimisation surveys, exploratory walks) which can be used to help explain or suggest the complexity, variety, and causes of crime, violence, and insecurity. These tools favour an objective and rigorous analysis of crime factors, relying on the competence, skills, and commitment of different community actors and citizens to identify challenges and work towards concrete solutions. While numerous works have been produced on these tools, most notably by ICPC, we provide short descriptions and links to additional resources for readers to consult.

PARTNERSHIPS

MANAGER OF PUBLIC NUISANCE, LIEGE, BELGIUM

Description

In Belgium, the term *nuisances publiques* generally refers to a set of behaviours or situations which are negatively perceived by users of public spaces. In other francophone countries, they are sometimes called incivilities* or disturbances to public peace. In 2003, the city of Liege created the office of *Manager des nuisances publiques* (Manager of Public Nuisance) within a framework agreement with the Belgian government, which designated Liege as a pilot city in dealing with drugs. The degradation of public spaces, the lack of respect for cleanliness, illegal parking and other drug-related problems helped to define the mission of the *Manager des nuisances publiques*. The activities of the Manager are intended to compensate for fragmentation of public services, which often becomes more pronounced as cities expand. The Manager ensures coherence in the way public service responds to citizen's complaints.

Goals:

To enhance cross-sectoral action between different stakeholders to reduce incivilities.

Development and Implementation

The main functions of the *Manager des nuisances publiques* are to:

- develop information networks that enable the identification of public incivilities (intensity, location, evolution)
- identify prevention and intervention activities
- promote cooperative action
- evaluate the impact of actions undertaken

The Manager interacts directly with citizens, community organisations, and public agencies, and leads a number of activities. Some examples include:

- *Coupoles propriété*, which are inter-sectoral meetings that provide a venue to consider various problems linked to cleanliness, and plan cross-sectoral activities
- *Action +*, which collects information about the need for intervention, and includes the input of all practitioners, regardless of their service area.

Other initiatives that are scheduled to begin soon include:

- Multidisciplinary operations in several city neighbourhoods aimed at reminding people of their rights and obligations with respect to cleanliness. Three phases are proposed: raising awareness, overall cleaning of the neighbourhood, and repression, which is aimed to counter citizens' perception of impunity with regard to a lack of respect for cleanliness.
- Development of a neighbourhood-specific instrument to measure cleanliness and facilitate service responses.

The Manager has established partnerships with recycling companies, neighbourhood and urban management associations, social housing landlords, social services, and police services. The Manager also works with representatives of the *Plan Fédéral des Grandes Villes* (Federal Plan of Large Cities). In 2007, the mandate of the office of *Manager des nuisances publiques* was renewed in Liege's three-year prevention plan.

Outcomes/Outputs

- According to the *Manager des nuisances publiques*, the office has contributed to the development of cross-sectoral work, and has de-compartmentalised practitioner interventions within community services.
- The position of *Manager des nuisances publiques* has also been adapted in other Belgian cities (eg. Malines).

Sources

ICPC email exchanges in April 2008 with Mr. Jean-Claude Ovarit, Manager des nuisances publiques (Liege, Belgium).

Ville de Liège, Rapport annuel, année 2003, extrait : Département 01, Contrat de sécurité et de prévention, VII. Manager des nuisances publiques.

CIPC (2004). Programme d'échange entre les villes de Liège, Bordeaux et Montréal sur les nuisances publiques et les insécurités liées à la toxicomanie et à la prostitution dans l'espace public, rapport final de la 1ère rencontre de travail des 24 et 25 mars 2004, 2004, pp.26-27.

Ville de Liège, Le Plan de prévention, 2007, 19 p., p.7.

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JUNTA COMUNITARIA DE SEGURIDAD URBANA, MUNICIPALITY OF CHABAS, ARGENTINA

Description

The Junta Comunitaria de Seguridad Urbana (Community Council for Urban Safety) of the municipality Chabas, Argentina, was set up in 1999 to respond to an increase in delinquency, drug-trafficking, other violent offences, and public insecurity. This Council brings together representatives of different local institutions, who meet monthly to receive complaints and petitions from community members, and to analyse and consider joint measures to resolve local problems of public safety. The Community council was also created given the limited resources of the police to provide a high visibility to help increase feelings of safety among city residents.

Goals:

- To create a community consensus body to enable common initiatives to be established and to identify appropriate solutions in the area of urban safety.
- To prevent crime and to receive complaints from witnesses, victims or from the general population.
- To re-establish trust in public authorities and create links between local services and the community.

Development and Implementation

The Chabas community council for urban safety comprises representatives of more than 20 institutions (eg. municipality, police, schools, clubs, trade unions, cooperatives, communications media, etc.).

In order to better respond to the concerns of the population, the council set up **a confidential monitoring and report system about drug-trafficking**. The *Buzon por la vida [Mailbox for life]* aims to provide victims of crime and the general population a mechanism to make complaints confidentially, and ensure that this information reaches legal authorities.

Citizens are able to make their reports anonymously through a mailbox installed in a public place. The council analyses the community complaints and concerns during its monthly meetings, and later refers these to the Federal Prosecutor of the Federal Court. The council encourages institutional capacity and citizen participation. The council also acts as a defender of local interests and facilitates links between provincial and national levels. Chabas was the first municipality in Argentina to create an Ombudsman's office (an institutional body ensuring citizen rights, and providing mediators for various problems).

To assist the police service, the Council set up a **rural guard team** to help reduce crime in rural areas. The local police also obtained vehicles and equipment for their patrols. This initiative has been replicated in numerous localities of the Province of Santa Fe and has been awarded as a "Municipal Best Practice" by the Ministry of Interior, and the United Nations Development Programme (UNDP).

Sources

Chabas Government Website: www.chabas.gov.ar

Fundación Hábitat Colombia.

Latin American and Caribbean Competition for the transfer of best practices (2005).

Website: www.fundacionhabitatcolombia.org/

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COMMUNITY ACTION PROGRAMME FOR SAFETY (CAPS), ST LUCIA

Description

The Community Action Programme for Safety (CAPS) was created in 2007 under the Ministry of Justice, St Lucia (est. pop. 172,884, July 2008), and replaces the former National Crime Commission, set up in 2003. The Crime Commission aimed to build an evidence base on crime prevention for the island, and served as an advisory organisation to the government. It was developed following a survey conducted by the University of the West Indies on public perceptions of crime. The survey showed general dissatisfaction among the public with the criminal justice system, the police, and the level of crime in St Lucia. A survey was also administered at Bordelais Correctional facility in 2006, which revealed several risk factors associated with the young prison population including: low levels of academic attainment, illiteracy, and employment status. Few inmates also reported having a very good relationship with their father. Re-offending was of great concern, as the survey revealed that 37% were charged 2-6 times, 9% were charged 7-11 times, and 3% charged more than 16 times.

Goals:

To achieve the following vision: Safe Streets and Safe Neighbours.

The main objectives of CAPS are to:

- integrate crime prevention into programmes aimed at addressing employment.
- support strategies to reduce the opportunities for crime and repeat victimisation.
- promote positive conflict resolution and use education and public awareness programmes to foster a culture of lawfulness and tolerance.

Development and Implementation

CAPS activities aim to:

- support families, children and young people,
- empower communities and regenerate neighbourhoods,
- identify and tackle priority offences in each of the 10 districts, and
- reduce repeat offending.

Some examples of CAPS programming in relation to children and youth include:

- The development of RAWKY clubs in Kindergarten and elementary schools (grades 1, 2 and 3). RAWKY is the name of a mascot disguised as a dog which visits schools, and communicates messages about reaching out and working together to keep communities safe. It uses sports activities to help children appreciate personal health and fitness, learn how to work in a team and how to manage success and disappointments, and develop social skills with other children and adults, etc.
- The launch of behaviour modification workshops that target youth in custody and those on remand, parents and communities, and train teachers.

Upcoming activities include working with faith based organisations to co-deliver workshops and participate in public awareness campaigns about issues affecting youth and, working on additional school outreach initiatives for teens.

Some examples of CAPS programming in relation to citizen participation include:

- The creation of **community safety committees** in various districts across the island to exchange information with the CAPS programme, police, and citizens about local problems on crime and victimisation, and to actively involve residents and community agencies in identifying critical areas of action and discussing and implementing solutions. Resident participation is enhanced through town hall meetings, discussions/ lectures, and sports and cultural activities.
- Engaging the **support of the media**, by featuring radio call in programmes to discuss and debate crime issues.

An **advisory committee** has also been set up including representatives from the Ministry of Education and Culture, Ministry of Community Development, Royal St Lucia Police Force, Bordelais Correctional Facility, Magistracy, Family Court, NGOs and faith based organisations to assist in the strategic development and implementation of CAPS.

Sources

National Crime Commission (August 2006). Analysis of self report questionnaires at Bordelais Correctional Facility, St Lucia: National Crime Commission.

CAPS website: <http://capsstlucia.com>

CAPS Annual Report 2007. St Lucia: CAPS.

ICPC interview with Linwall James, Former Director of National Crime Commission, on December 17, 2007.

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PILOT PROJECT: JAMÄDI CENTRE FOR AT RISK GROUPS, MUNICIPALITY OF HUIMILPAN, QUERETARO, MEXICO

Description

A large number of crimes have been reported in the state of Queretaro, Mexico involving high levels of victimisation in relation to homicide, sexual assault, family violence, and road accidents, etc. However, there were no victim support services available to respond following such incidences, and as a result, public officials could not make appropriate referrals to those in most need of assistance and guidance. Since 2005, State officials have continued to consult on ways to respond to this challenge in order to ensure that victims receive both critical and specialised care. A pilot project *Jamädi* was created in the municipality of Huimilpan, Mexico, aimed at providing victim support.

Goals:

- To create a mechanism for victim support, by piloting an approach in different municipalities.
- To coordinate services offered across municipalities and encourage the coordination of activities between government and civil society, seeking to strengthen inter-institutional relationships to better support victims.
- To share information with the departments of the Public Safety Secretariat, in order to create and inform preventive strategies and action plans, and develop a regional picture of the problems recorded locally.

Development and Implementation

The Secretariat for Citizen Safety and the Municipality of Huimilpan provided support towards the creation, coordination and implementation of the pilot project which involved in 2007, the development of the *Jamädi* Assistance Centre for at risk groups. Before the Centre was launched, a manual was developed for its administrative operation, including work procedures, general guidelines, organisational policies, and working protocols. Key participants in the pilot project included the Public Safety Secretariat of the state of Queretaro, the municipality of Huimilpan, and the local police.

Home visits, and meetings with community leaders and local authorities were arranged to better respond to the needs of victims. Information collected throughout this process was compiled in monthly reports. Based on these reports, the victim was contacted and offered support in the form of guidance, legal advice, and psychological counselling.

Outcomes/Outputs

Evaluations have been carried out since January 2008 on the model, involving monitoring processes throughout the pilot phase, and this has helped to make improvements when needed. Several items have been assessed including the types of assistance given to victims, the impact of the Centre within the community, and on municipal and institutional coordination. The evaluation gathered both qualitative and quantitative data.

Once the main adjustments have been made to generate positive outcomes, the state intends to replicate this practice in 18 municipalities across Queretaro. Each site will also undergo an initial pilot phase.

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SÃO PAULO EM PAZ, BRAZIL

Description

The *São Paulo em Paz* (São Paulo in Peace Programme) was launched in March 2006 and implemented in three São Paulo neighbourhoods: Brasilândia, Grajaú and Lajeado. It involves the collaboration of the municipal government of São Paulo, and the *Institut Sou da Paz*. The pilot project aimed to promote peaceful cohabitation and safety in the city's public spaces, and involve the community in preventing lethal violence through such measures as, conflict mediation, control of firearms and alcohol and drug use, and community policing. The project from the start involved several municipal departments, and developed initiatives aimed at bringing the community together. Sports and cultural programmes were used to help engage the population who are most vulnerable to violence, particularly during hours when crimes are committed more frequently. The project foresees additional programmes aimed at promoting health, developing cultural centres, and implementing school-based interventions.

Goals:

- To promote peaceful cohabitation in public urban spaces.
- To involve the community in the prevention and reduction of lethal violence.

Development and Implementation

São Paulo em Paz was developed in several phases. In the first phase, a **safety audit** was conducted for each district involving both quantitative and qualitative data for different crime and violence variables. This safety audit benefited from the active participation of residents through diverse representatives, and police contributions as well. The second phase included the **design of local plans** for violence prevention and the promotion of peaceful cohabitation (*Plano Local de Prevenção da Violência e Promoção da Convivência*) involving work groups composed of community members and local authorities. In each of the three neighbourhoods, about 40 community organisations participated in the project. The local plans were implemented in December 2006.

Other partners in *São Paulo em Paz* include the municipal departments of Participation and Partnership, Education, Ecology and Environment, the municipal departments of Capela do Socorro, of Freguesia/Brasilândia and of Guaianases, as well as the president of the *Comissão Municipal de Direitos Humanos*. (Municipal Commission of Human Rights)

Outcomes/Outputs

In 2007 and 2008, local plans were implemented and progressively consolidated, with the cooperation of the police and community, involving cross-sectoral collaboration aimed at engaging other local authorities. The *Institut Sou da Paz*, given its mission to develop violence prevention plans, organises meetings during which different government departments come together to implement local plans and build upon initiatives already in place in targeted neighbourhoods.

On February 16, 2007, the municipal bylaw no. 48.147 made *São Paulo em Paz* a municipal project, paving the way for a **public policy model** of crime prevention that could be implemented in other regions in 2008.

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COMMUNITY CRISIS RESPONSE PROGRAMME, TORONTO, CANADA

Description

The City of Toronto's Community Crisis Response Programme is one of the main activities of Toronto's Community Safety Plan, adopted by City Council in March 2004. The **Community Safety Secretariat** was set up to coordinate the Crisis Response Programme as part of the safety plan. A crisis is defined as a community-wide trauma-inducing event/ activity (homicides, shootings, etc.), physical or structural acts of violence that may or may not result in life threatening injury or death. When a community is in crisis community networks and relationships breakdown, existing community tensions are intensified and are replaced with fear, anger, isolation stress and hopelessness. The four principles of community crisis response are: immediate, coordinated, culturally-appropriate, and builds community capacity.

Goals:

To minimise the harmful effects of critical incidents/crises that may cause trauma and provide communities with the culturally-competent supports, skills and resources for crisis intervention and prevention.

Development and Implementation

The CCRP includes three main components:

Coordinated Community Crisis Network

The Coordinated Community Crisis Network brings service providers with a crisis response mandate together to: review and assess the crisis response systems in Toronto, ascertain gaps and develop and support implementation of enhanced or new services. The group focuses on crisis response protocol, community education and training and service co-ordination.

Neighbourhood Crisis Response Supports

The Community Crisis Response Programme, in partnership with the Coordinated Community Crisis Network, and other community stakeholders, works with local neighbourhoods/ communities and partners to explore the requirements for developing and sustaining community based crisis response teams and systems.

Crisis Fund

The purpose of the Community Crisis Response Fund is to provide one-time financial assistance to initiatives/activities (up to \$2500.00 CAD) that address crisis in the community and assist communities in developing and implementing their own crisis response teams. For the purposes of the fund, the crisis as defined above must have an impact on the living conditions or health status of the community and prohibits the normal coping capacity and mechanisms within the community (www.toronto.ca).

Toronto's Community Crisis Response Programme draws on the expertise of its various partners including the Toronto's Community Housing Corporation, Toronto Police Service, Community based agencies and organisations, Neighbourhood Action, Strategic Communications, School Boards, Social Services, Emergency Services, Shelter, Support and Housing, Public Health, and Parks, Forestry and Recreation. The programme has been implemented in Toronto's 13 priority neighbourhoods which have encountered problems related to homicide and gun-related crimes.

In 2008, given city department restructuring, the Community Safety Secretariat was dismantled. The Community Crisis Response Programme is currently managed under a different city department.

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HUMBERSIDE COMMUNITY PROBLEM SOLVING KIT, UNITED KINGDOM

Description

The Humberside Community Problem Solving Kit is a guide that aims to assist in the development of practical solutions to community problems, developed in Humberside, United Kingdom. The kit, initially developed for neighbourhood watch groups in the area, is used during public meetings that gather community members and organisations working in crime prevention. The guide was developed in response to the discontent expressed by the police, who complained that their efforts were perceived as inefficient by the population, and the communities, who were tired of answering surveys and highlighting issues without any visible concrete actions to respond to their concerns. This lack of perceived inefficiency was also fuelled in part given the lack of coordination among existing service agencies engaged in crime prevention and community development. Each of these actors collected partial information limited to their organisational mandate for the aspects of the problems they would intervene on.

Goals:

- To create a tool and process that would help to coordinate the work of different partners.
- To collect pertinent information to help identify the nature of the problems.
- To involve the community to make sure the solutions developed respond to local concerns.

Development and Implementation

This new tool and process, adapted from the pre-existing NIM and SARA databases, needed to be **simple, clear** and **flexible**, in order to allow for an easy application in community meetings, and guide collective decision-making.

Engaging the community in the process allows for their input and it also helps to change their perceptions about various community safety actors, increasing their understanding, and reducing the tendency to blame without understanding. The kit consists of 4 white-boards, each one with geometrical forms symbolising a stage of the process. These communication aides help to foster quick learning of the main issues.

Some of these whiteboards are described below:

1. *The Wheel "Our Issues" and the Ladder "Our Priorities"*

The first board shows a circle divided into segments. Each segment will be filled with a problem identified by the community. The circle guarantees that the issues will not, for the moment, be perceived as hierarchical. Once the issues are identified, each participant votes for the one or two problems they think are the most important. After the vote, an order of priorities will be established according to the number of votes for each issue, and the problems will be itemised on a vertical ladder.

2. *The Triangle "Our Problem"*

The first issue prioritised will then be written on another board, above a triangle. The factors associated with the problem will appear inside the triangle, and possible solutions, or any potential action that comes to the mind of the participants, will appear outside.

3. *The Action Plan "Our Plan"*

The last stage corresponds to the concretisation of the general ideas expressed earlier. The discussion at this stage is focused on the means of implementing an action plan, identifying the partners involved, determining the budget, etc.

The information collected throughout the meetings will be gathered in a booklet to provide a coherent source of data. The implementation of meetings, gathering the different actors in crime prevention, has created strong links between partners and improved their collaboration.

Outcomes/Outputs

A questionnaire (included in the kit) was designed to measure the kit's impact. It aims to both assess the effect of the Kit on the community (eg. has it contributed to building community?), and its efficiency in solving community issues (eg. has the CPSK developed effective communication links?). The Humberside Community Problem Solving Kit has enabled communities to adapt their response to each specific situation to be more involved in the resolution of its problems, and gain autonomy.

While the kit was used by Neighbourhood Watch Groups in the beginning of the project, the partners were asked for comments and advice on how the Kit could be improved. These observations have led to a widening and generalisation of the tool so it could be adapted to all sorts of problems.

Sources

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www.hanwag.org.uk

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CITIZEN PARTICIPATION

LA GUACA FOUNDATION, COLOMBIA

Description

La Guaca Foundation was created in 1989 to provide tools and promote activities that would enable young people to prevent violence, and increase awareness among the community about the social, political and cultural processes present in Colombia. The foundation, located close to an armed conflict zone, was also developed to address an absence of consolidated processes of citizen participation, in a context where violence is a threat to youth development and community well-being. Multiple risk factors predominate including broken family relationships, high school drop-out rates and mixing with anti social peers.

Goals:

- To promote the development of citizen, community and institutional participation processes, through education, and social, cultural and artistic programmes.
- To create a violence prevention model specifically aimed at young people that builds on their skills and potential.

Development and Implementation

La Guaca Foundation works with a network of local, national and international collaborators, including in particular community groups, neighborhood associations and schools. It is supported by municipal and national governments.

The process began as a 5-year social research project leading to the development of a systematic work plan, including prevention programmes and projects aimed at children and youth. The plan identified priorities and initiatives **with and from the perspective of children and youth** in the local community. A second stage of the project involved engaging parents in the development of the violence prevention plan.

This participatory approach starts from the principle that **social mobilisation generates change and encourages the participation of people in the processes and initiatives that directly concerns them**. For example, children and young people within La Guaca Foundation participated in the planning committees, through arts, sports and cultural projects, created by the government to design (and support) social prevention programmes in the departments of Cauca and Valle del Cauca.

The Foundation also set up **a series of community spaces**, including a community library, a video library, and assistance centers for adolescents. These spaces provide recreation and training opportunities to youth and help to channel their energy into pro-social activities, and also allow links to be made between school and daily life, ensuring continuity from the school classroom setting. This helps to reduce truancy and school drop-out among youth.

A series of citizen participation projects were also developed, including youth clubs, workshops to encourage reading, community participation training workshops, conflict resolution and psychosocial courses. La Guaca has also helped to create jobs with collaborating institutions.

The Foundation has begun to develop public policies to support the project, which has since expanded to other areas of the city and to neighbouring states. The project has received international attention fostering exchanges with other countries such as Spain, Mexico and Brazil. La Guaca has also established work guidelines and these have been adopted by some 17 foundations, which have replicated workshops, and projects or programmes in their communities.

In 2005, the Foundation received an award in the Latin American and the Caribbean Contest for the transfer of best practices of the Habitat Colombia Foundation.

Sources

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FAIRY GODMOTHER PROGRAMME, STUTT GART, GERMANY

Description

The Fairy Godmother Programme began in Stuttgart, Germany in 1999, with the aim of providing children with local resource points throughout the city, increasing their mobility and reducing insecurity. The idea started as a result of a volunteer project in the district of Stuttgart West focused on addressing a lack of a sense of community in the densely populated area. Positive feedback towards the neighbourhood project led to its transfer to other city districts under the framework of "Safe and Clean Stuttgart" and its transfer to all 23 city districts from 2002-2004.

Goals:

To provide support for children throughout the city and to create a safe and welcoming environment for them.

Development and Implementation

The initiative further falls under the 2007 *Stuttgart – City for Children Action Plan*. This plan outlines five goals for the city, with the Fairy Godmother project falling under Goal 3: Health and Safety. Local businesses and transportation place the project's logo, "a scrubby head and a cubby hand", in their shop windows, entranceways, or transport cars to indicate that children will be welcomed and helped there, whether it be in the form of a bandage for a fall, a phone call home, or someone to listen to them. A Committee has been created to promote this project through the city's action plan.

The implementation process was assisted by chairpersons of the 23 district boards, local chambers of commerce, and the Association of Self-Employed Persons. Special events or open houses in schools and daycares informed children about the Fairy Godmother project, strengthening their confidence and trust.

Partners are asked to be attentive to children and spot dangerous situations that children may not be able to handle themselves. The programme also reassures parents that their children are safe.

The project has been extended to all 23 districts of Stuttgart, with around 1000 partners participating in the project as of November 2007. These include retailers, craftsmen, social institutions, churches and drivers of the Stuttgart Tram Corporation, the largest local transportation company. By involving the private sector, the programme raises awareness of corporate social responsibility and the role that everyone can play in ensuring child well-being.

Outcomes/Outputs

In 2007, 945 registered partners were asked to participate in a survey, of which 402 responded. Respondents were asked to give an overall evaluation of the programme, to which 92.8% responded positively; 4.7% gave a neutral response; and 2.6% gave a negative review.

In 2004, the project was awarded a prize in the "Competition for Municipal Involvement of Citizens" for exemplary engagement, a prize offered by the government of Baden-Wuerttemberg to 43 of 195 projects competing in that year's theme, Child-Friendly Municipalities. The success of the project has led to its implementation in cities and communities located near Stuttgart. Additionally, other German federal states have become interested in the project. The Council for Crime Prevention of Rhineland-Palatinate plans to replicate the programme. The programme has also been implemented in Graz, Austria, and under consideration in Innsbruck and Vienna.

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Children Welcome – Playing Allowed concept

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C'EST PAS GRAFFE!, BELGIUM

Description

In the city of Jemeppe-Sur-Meuse, Belgium, young graffiti artists painted murals on the walls of a bus station in the region. This station for some time has also been a source of insecurity among residents who regarded it as a site for crime. The project *C'est pas Graffe* was conceptualised and implemented by youth and community* residents and directed by Mda l'Info de Jeunes, a documentation and information centre for youth.



Source : Mda l'Info des jeunes

Goals:

- To provide an opportunity for young graffiti artists, artists, and residents in the community to exchange with one another, and ensure open communication about concerns.
- To create a greater sense of safety among residents by renovating the bus station.

Development and Implementation

Following a call for proposals by the Roi Baudouin Foundation on peoples' sense of safety, the *Mda l'Info de Jeunes* received support to design a bus station restoration project at Jemeppe. The centre received two requests: youth expressed that they wanted to paint a mural at the station, and nearby residents expressed feelings of insecurity in relation to the dilapidated station and wanted renovations to be made. The latter request was made during meetings organised by Mda.

Some of the project objectives were linked to activities where youth would learn both technical and artistic skills in communications. The project benefited from partnerships between Mda staff, youths, community residents, and art teachers. Artists were chosen by a jury composed of Mda representatives, two residents who live near the station, and art teachers. Fifteen youths (aged 14 to 21 years) were also selected, and they came from different neighbourhoods and had different backgrounds in art.

Before the painting began, an initial meeting was held with local residents. **Role playing was encouraged as a way of favouring dialogue between groups.** At the meeting, Mda helped to create a favourable climate for dialogue, in which youths explained their project. The meeting helped to break down stereotypes held by youth and residents about each other. The young artists held an **assessment meeting** mid-way through the project in order to produce a **progress report** and take stock of what residents had expressed during the first meeting. People using the bus station followed the project's progress on a daily basis, and their comments were taken into account about the images for the painted murals to be displayed. Youths willingly accepted certain requests and made modifications. A press campaign and a news report by the *Radio et Télévision Belges Francophones* (RTBF) helped to publicise the project and showcase the work that youths were doing.

Outcomes/Outputs

Another meeting was held between residents and graffiti artists towards the end of the project. Communication between the groups had improved and the project's creators regarded this as a very positive outcome of the project. Residents said they felt safer after the station was renovated, but also noted that this was mostly because silence between the two groups had been replaced with communication.

This renewal project was accompanied by other actions that helped to contribute to residents' feeling safer, such as better lighting at the site, more frequent cleaning of the station, and the opening of a daytime shelter for the homeless. The bus station has since been relocated, but the painted murals remain.

Sources

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Additional Examples: Citizen Participation

Local citizen committees, Peru
www.justiceinitiative.org/activities/ncjr/police/peru_cdsc

Corporation Avenue Alley Reclaim, UK
www.crimereduction.homeoffice.gov.uk/tilley/corpav.pdf

Pères de quartier (Neighbourhood Fathers) Belgium
<http://www.vps.fgov.be/newsletter/tilove6/fr/index.htm>

Bear Park, The Bear Park Godparents Reclaiming a City Park as the Community's Living Room, Finland, www.rikoksentorjunta.fi/17031.htm

SOCIAL MEDIATION AND CONFLICT RESOLUTION

PROJET ÉQUIPE DE MÉDIATION URBAINE (ÉMU), QUEBEC, CANADA

Description

The Projet Équipe de Médiation Urbaine (ÉMU) (Urban Mediation Team Project) began in July 2007 in the borough of Ville-Marie located in the central area of the City of Montreal. A team of mediators, who have strong links with the community, was created to help prevent conflict and to manage difficult situations in collaboration with city services. The project is implemented within the framework of the *Regroupement des Organismes de Justice Alternative du Québec* (ROJAQ).

Goals:

- To allow for peaceful cohabitation between different users of public spaces.
- To work towards social integration of those who are most marginalised* (street youth, the homeless, Aborigines, etc.).
- To facilitate dialogue between users of public space, to avoid conflict escalating and recourse to the criminal justice system.

Development and Implementation

Since April 2008, the mediation team is composed of five mediators, including a project coordinator. Throughout the project, mediators receive ongoing training and work in groups of two in the borough. Mediators travel on foot or use public transportation and carry easily identifiable red backpacks so they are **accessible and available to residents**.

Information pamphlets explaining the project are also circulated, and mediators' help is free of charge. Requests for help can come from organisations who undertake complementary actions (eg. police, social services) or from residents themselves. A telephone number has been set up to take calls.

Project EMU involves a partnership with: the *Forum jeunesse de l'île de Montréal*, the city of Montreal, the borough of Ville-Marie, the *Commission des droits de la personne et de la jeunesse*, the *Réseau d'aide aux personnes seules et itinérantes de Montréal* (RAPSIM), the *Montreal Police Service* (SPVM), the *Société de Transport de Montréal* (STM), the YMCA, the *Refuge des jeunes*, the *organisme de justice alternative Trajet jeunesse*, and the *Regroupement des organismes de justice alternative du Québec* (ROJAQ). EMU is supported by the city of Montreal, the borough of Ville-Marie, the *forum jeunesse de l'île de Montréal*, the *Ministère de l'Emploi et de la Solidarité sociale* (*Ministry of Employment and Social Solidarity*) and *Lutte contre la pauvreté et l'exclusion sociale* (Fight against poverty and social exclusion).

Outcomes/Outputs

During the first six months of the project, urban mediators established contact with more than 1000 people.

Lessons Learned

The project needs time since its objective is for mediation to be integrated into the usual course of action that citizens take when conflicts arise, and they systematically still resort to traditional avenues (eg. police, courts). In the future, the project could expand to other areas, for example, in Montreal's underground city.

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PILOT PROJECT ON COMMUNITY DISPUTE RESOLUTION AND PROBLEM-SOLVING CAPACITY, SOUTH AFRICA

Description

In many developing countries governments may have difficulties delivering services needed by the community. Alternative models of governance have been developed to supplement the state, such as the **Zwelethemba model** in South Africa. This project created institutions of micro governance to offer efficient services to the local people, mainly in the area of security, but also in health and education.

Goals:

To solve local community disputes through community participation based on new local governance arrangements.

Development and Implementation

The programme began as a two-year pilot project in a rural community called Zwelethemba in the north of Cape Town, South Africa, and gathered local people to find collective solutions to disputes and problems in the community. This project was founded on the belief that communities have the resources and the capacity to create local institutions that can provide the services they were unable to receive from the state, and that local people have the means to collectively resolve disputes that arise in the community. To permit such local governance, a new way of using and investing resources at the local level was identified.

This involved the use of **Community Peace Centres** involving **Peace Committees** gathering 5 to 20 local people, which aim to help conflicting parties to find a solution. The Committee follows the steps and rules defined in a Code of Good Practice, to make sure objectivity and neutrality are maintained throughout the process. Together, the Peace Committee and the people affected, try to develop a project to resolve the dispute and work on its causes as well as its consequences. Because all the participants are locals, it is considered that they will be better equipped to define a practical and efficient solution, acceptable by everyone concerned. During the process, the use of force or threat is strictly prohibited.

The committees also work in broader teams in order to develop **concrete projects** covering subjects that go beyond dispute resolution. They will identify important community problems linked to such issues such as public health or education and then develop local responses.

The project was supported by international partners such as the Finnish government. The local government and the South African Commission also participated in the coordination and development of the project. During project implementation, other partnerships were established with local enterprises. Community Peace Centres have also established solid partnerships with the police and social services, both of which participate directly in organising the dispute resolution procedure.

This project has also become the basis of a model that is now used in more than 20 communities in South Africa, although not without dispute.

The programme is able to function without significant expenses. For each Peace Committee gathering, members are remunerated for their work by the remittance of a portion of tax resources by the municipalities. Partners that work on the implementation of the programme also receive a payment. This model was extended in November 2000 in the community of 'Villa Banana' outside Rosario in Argentina, in partnership with the University of Rosario and the University of Toronto. The first observation indicates that the model is adaptable to an entirely different context. A similar programme is currently being developed in Uganda and other parts of South Africa.

Outcomes/Outputs

The project has inspired a model of micro-governance in Africa and other continents. The committees are very efficient, and have a continually expanding impact on the population. Over 6000 people have participated in over 1000 gatherings in South Africa. The Committees brought forth a new understanding of the role and autonomy of the community. In 1997, 19.7% of people surveyed considered that dispute resolution in their community had "improved in the last six months". Two years later, 49% said the same. Similarly, in 1999, 32% of the population benefited from the Peace Committee system, compared to only 3.4% in 1998.

The development of local projects by the committees, and the investment of their funds in local enterprises also contributed to local economy, and had positive consequences on the cohesion and social development of the community, thus on security and social peace.

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FEMMES RELAIS, (SOCIAL AND CULTURAL MEDIATORS), FRANCE

Description

The Femmes-relais act as social and cultural mediators in often disadvantaged neighbourhoods with many diverse ethno-cultural communities. They work with non-profit associations and have an *adultes-relais* status, which gives them access to partial funding for their work.

Goals:

- To facilitate relationships between families living in disadvantaged neighbourhoods and various public agencies;
- To address many of the challenges faced in these neighbourhoods (eg. poverty, discrimination, and access to basic rights, culture, or education);
- To break the isolation felt by newcomers, and promote the social and professional integration of women.

Development and Implementation

The activities of the *Femmes-relais* began in the late 1980s by immigrant women. In Seine-Saint-Denis, the first *Femmes-relais* association was set up in Clichy-sous-Bois/Montfermeil. Among its many activities, **socio-cultural mediation** has become a common service in all *Femmes-Relais* associations.

Femmes-relais activities vary across associations. Some activities are designed to assist families with institutional applications (eg. health card) or to provide assistance to immigrants with translation services. *Femmes-relais* also holds meetings that provide information on literacy training and cultural and neighbourhood activities.

The government funds a portion of *Femmes-relais* staff salaries on the basis of a full-time work contract. In Seine-Saint-Denis (a region of Paris), receive training in social and cultural mediation, organised by the Institut régional de travail social de Paris-Ile de France. Their *adultes-relais* status requires that an agreement be signed between the employer and l'État et l'agence national pour la cohésion sociale et l'égalité des chances (the National State Agency of Social Cohesion and Equality).

At the end of the 1980s, *Femmes-Relais associations* in Seine-Saint-Denis, the Institut régional du travail social (IRTS), and the Centre de ressources Profession Banlieue begun to work towards the **professionalisation of Femmes-Relais**. In 2000, a Federation of Associations of *Femmes-relais* of Seine-Saint-Denis was created, and a job description outlining skill sets was developed in 2001. Finally, in 2006, the Federation, Profession Banlieue and l'IRTS together drafted ethical principles of social and cultural mediation to enhance the recognition of *Femmes-relais* with institutions and the wider public.

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SOCIAL MEDIATION CENTRE, TOWN OF SANT PERE DE RIBES, SPAIN

Description

The Social Mediation Centre of the Town of Sant Pere de Ribes (est pop. 23,132), was created in 2002 to help community members resolve their disputes in a protected environment, with the help of independent professionals. The Centre helps community residents to manage their conflicts in a positive way.

Goals:

- To promote citizen safety through positive conflict management and help improve the quality of urban living.
- To promote community cohesion.

Development and Implementation

A citizen can request mediation through the local police, or the Citizen Attention Office which then refers cases to the mediation centre. Cases are reviewed and meetings are held with both parties separately, and then later together, until a satisfactory agreement is reached. Many joint sessions are held until both parties reach an agreement. Following this, the agreement is then documented, copies are made and signed by all the parties involved, and a copy is also given to the mediation centre.

The mediation team consists of two mediators and involves the collaboration of students who are studying at the mediation centre. A heterogeneous working team is always guaranteed, and they are involved in all stages of the process.

The project has received much recognition. For example, in September 2004, the Centre received recognition from UN-Habitat as a Good citizenship practice. In December 2004, the centre received recognition from the Barcelona Government as a Good citizenship practice. In June 2006, the centre and its director, Javier Wilhelm Waisztein, were honored by the Catalan Congress of Public Management with the First Prize for Innovation and Excellence in the Local World.

Outcomes/Outputs

- 727 sessions (individual and joint) have been held.
- Most of the cases are referred by the Citizens Attention Office (56.1%) and by the police (20.3%). Between them, these account for 76.4% of the referred cases attended by the Social Mediation Centre. These are then classified into Street and Mediation categories. That is, 10.1% arrived directly from the street, while 4.2% of the cases have come to the service because they have had previous experiences with mediation.
- 4 out of 10 cases received by the Centre were judicial, because the party requesting mediation could have gone directly to the relevant magistrate.
- The high level of cases (60%) should be noted, as they are not judicial in nature, and would have remained unresolved without the assistance of the Centre.
- It is also very positive that out of the total judicial cases, an "Agreement" was reached in 87.1% of the cases.

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CORRESPONDANTS DE NUIT, PARIS, FRANCE

Description

The *Correspondants de nuit* (Night Correspondents) service was created in Rennes, France in 1995, after a successful pilot in 1994. The service has been adopted by several large and mid-size cities in France, according to the *Villes Correspondants de Nuit* network, created in 1999. The city of Paris currently manages a very important *Correspondants de nuit* service in France, including 100 people (one-third are women). The first Parisian team was launched in 2004, in the city's 19th district (15,000 inhabitants). Between 2004 and 2007, a total of six teams were set up in six districts (with a total 100,000 inhabitants).

Goals:

- To provide services, and a visible presence for residents of the most disadvantaged neighbourhoods.
- To maintain peace among residents.

Development and Implementation

The service has four missions, including:

- **Physically accompanying residents:** this service is available to residents in order to improve their sense of safety;
- **Technical and residential surveillance,** to alert emergency technical services (road network problems, cleanliness, road accidents, imminent physical dangers, etc.);
- **Providing a social presence:** offering a sympathetic ear to vulnerable individuals; communicating information; guiding users to social services; alerting social services — these actions also ensure daily contact with the homeless;
- **Mediation:** preventing incivilities and conflict resolution for users of public spaces, including those who are marginalised, neighbours or family members. When the *Correspondants de nuit* are the first to arrive at the scene of a serious incident, they are required to intervene and facilitate the arrival of rescue workers.

Correspondants de nuit provide many services at hours when public services are usually closed. Residents can reach on-duty staff each night by telephone either to request their help or give them information. Local officials are informed of the team's activities on a daily basis. Residents can easily identify *Correspondants* by their armbands.

Services are available from 4:00 p.m. until midnight every night of the year. Follow-up meetings are held for each city district with the local official who manages the area's surveillance. These meetings may redirect the *Correspondant's* activities or work to develop solutions for particularly difficult problems that may arise. **Continuous evaluation and monitoring** of their work is facilitated by information reports, completed by the team on a daily basis, and sent to the central office, the local official, and relevant partners.

Correspondants come from diverse professions such as, mediation, policing, fire safety, private security, and social services. *Correspondants* first receive theoretical training across two and a half months, in diverse areas (social, legal, and crisis response). They also receive general training as civil servants, and an initial practice oriented training, which includes working with a team of *Correspondants de nuit* for two months. Following this, they receive ongoing **professional training** in sport and self-defence activities. They also receive occupational upgrading in psychosocial specialisations related to their work on an annual basis.

Correspondants de nuit have developed partnerships with the police, social housing landlords, and social and technical services and local practitioners. **Information exchange protocols** are established in order to facilitate these partnerships.

The programme also includes **training exchanges with the mediation services of other cities** in France, and contact is maintained with a **National Network of Correspondants de nuit**. Early in 2008, 13 cities and mediation management programmes formed part of the network, and 10 others were considering joining. The network develops and promotes mediation services and the professionalisation of the mediator position, through pooling and sharing practices, research, and tools among network members and organisations, both public and private. The network also developed a code of ethics, and produced a mapping of *Correspondants de nuit* services of cities in the network, by using a questionnaire that each city completed.

The network has recently decided to open itself to other types of mediation (public space mediators, public transport mediators, cultural mediators, etc.) in addition to the *Correspondants de nuit*.

Outcomes/Outputs

The work performed by *Correspondants de nuit* was assessed in two studies:

- A study on public satisfaction: Involved information collected from community councils, and a public satisfaction survey of 700 people (residents, businesses, and passers-by) conducted in 2005, in the 19th district by the Ipsos Institute. The survey showed that residents can easily identify *Correspondants* and are reassured by their presence, even though a minority of those surveyed had used their services.
- An evaluation of the service by the Observatoire parisien de la tranquillité publique (Paris Observatory on Public Peace), which conducted two studies, in 2005 for the 19th district, and in 2006 for the 18th district. The first study revealed that *Correspondants* made an average of 750 monthly interventions. The Observatory notes that crime declined in the district in comparison with other districts that do not have the service in place, though it specifies that further data analyses are required.

Perspectives

The city of Paris foresees doubling the number of *Correspondants* teams, which involves the recruitment of 100 new agents to provide services in six new districts. The city is also considering that *Correspondants* provide daytime services for parks, gardens, social housing, and vulnerable schools.

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VICTIM SUPPORT

VICTIM-OFFENDER MEDIATION FOR YOUTH, SWEDEN

Description

Victim-offender mediation has a long history in countries such as Belgium, France, and Sweden, and is based on the principles of restorative justice. It offers the victim an opportunity, under the right circumstances, to work through the damages caused by the crime, by meeting, talking, and searching for an acceptable solution with the offender. Mediation focuses primarily on the restoration of the losses suffered. A report produced by the National Council for Crime Prevention in Sweden in 1999, highlighted the positive outcomes of the mediation process with young offenders, who benefit from a lesser punishment, and react favorably to the meeting with the victim.

In Sweden, victim-offender mediation is regulated by the Mediation Act (Medlingslagen 2002:445), which took effect on July 1st 2002. The Act defines the conditions of the mediation process which stipulates that:

- the offence must have been previously reported to the police
- the offender must have acknowledged his/her guilt beforehand

Mediation can only take place with the voluntary agreement of both parties. The Mediation Act is particularly aimed towards young offenders. Since January 1st, 2008, municipalities are obliged to propose mediation for offenders under the age of 21.

Goals:

- To provide an opportunity for young offenders to take responsibility and understand the consequences of their actions.
- To give the victim an opportunity to work through the damages caused by the crime by meeting, talking, and searching for an acceptable solution with the offender.

Development and Implementation

The National Council for Crime Prevention was responsible for implementing mediation in Sweden, in order to ensure that it is easily made available, and accountable. The Council was commissioned by the government in 2003, to support the mediation process, enhance training for mediators, and develop existing projects.

The mediation projects involve different partners, such as the police, prosecutors, social services, other local authorities, schools and victim support agencies. Since 2008, municipalities have the responsibility for making mediation available for young offenders.

The mediation process

The young offender is offered, generally by the police, the possibility of participating in Victim-offender mediation. If he or she is interested, a mediator explains to them the proceedings, and then asks if they agree to participate. When the offender has accepted, the mediator asks the victim, following the same steps. When both parties are prepared after previous discussions with the mediator, the mediation meeting takes place. The victim and the offender discuss the crime, and describe and explain their respective versions of the event. Both parties can be accompanied by their legal guardians or other support persons.

During the meeting the participants, supported by social services, try to reach an agreement, defining how the offender will make up for the damages he/she inflicted. This can be achieved through work, economic compensation, or a contract binding the offender's future behaviour. These agreements are legally binding, even verbal agreements. To foster Victim-offender mediation the prosecutor takes the young offender's participation in a mediation process into consideration.

Outcomes/Outputs

In 2006, mediation involved more than two-thirds of the entire Swedish offending population, varying from small projects to regional initiatives. The 2008 municipal obligation to propose mediation to young offenders will certainly extend this process further. 74% of the mediation process has been deemed satisfactory, 40% of which through a contractual agreement. The majority of the offenders concerned were between the ages of 14 and 17 years old, involving a high proportion of boys. Mediation was largely applied in cases of shoplifting, assault and vandalism.

Lesson Learned

- Previous experiences in mediation have shown the importance of collaborating with the police and prosecutors. This collaboration should be further worked on and enhanced in the future.
- Mediation procedure may also be simplified in the resolution of simple cases such as shoplifting that shows a very high rate of satisfactory outcomes.
- The required implementation of mediation for young offenders will become problematic in relation to victimless crime or sexual offences. The absence of an individual victim for the first, and the delicate nature of the second offence make the current mediation process inapplicable to these cases.

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NaNE - PREVENTING DOMESTIC VIOLENCE, HUNGARY



Description

NaNE is an association, founded in 1994, that defends human rights and works to prevent violence against women and children in Hungary.

Goals:

To defend human rights, particularly those of women and children, and promote public education on these issues.

Development and Implementation

In 1994, NaNE created an emergency helpline for women and children who are victims of physical, sexual, economic or emotional violence. The helpline is open every night of the week, and staffing is assured by 15 volunteers who receive an average of 60 calls per week. During the same year, NaNE developed a campaign aimed at criminalising conjugal rape. Their efforts succeeded in 1997.

Since then, NaNE has implemented a number of other activities, including:

- The fight against domestic violence, named *Why do they stay?* A document was produced describing the experiences of victimised women, the processes of conjugal violence, and ways of providing assistance to these women;
- An awareness campaign, *Silent Witnesses*, on the issue of domestic violence;
- The fight against violence toward children and youth through the *Peer Education Project*;
- Participation in the fight against human trafficking by establishing a helpline that also provides references and safety tips to women travellers. This project was jointly undertaken with the International Organization for Migration (IOM);
- A training programme designed for NaNE volunteers or for professionals working with women and children who are victims of violence.

In 2005, in partnership with the Habeas Corpus Working Group (HCWG), NaNE held a series of inter-disciplinary family violence training sessions and events, as well as a personalised support service for victims of family violence. In 2006, NaNE adapted a training programme, developed by the Network Women Against Violence Europe organisation (WAVE), aimed at combating violence against women. Both these projects were supported by the European Commission's *Programme Daphnee II*.

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ENTRE DEUX ARRÊTS, QUEBEC, CANADA

Description

Entre deux arrêts (*Between two stops*) is a service offered to women who travel alone at night on the bus. It was implemented in 1996 at the request of the *Comité d'action Femmes et Sécurité urbaine* (CAFSU) (Women's Action Committee on Urban Safety) who, since 1992, had represented various public agencies, women's groups, and community organisations. The CAFSU request was based on Statistics Canada and Gallup Institute data indicating that two out of three women feared going out alone at night in Montreal. The Montreal Transit System, *Société de transport de Montréal* (STM) was interested in the project since women represent 60% of their client base.

Goals:

To provide a bus service that allows women to travel more safely at night, and to improve safety in general.

Development and Implementation

Entre deux arrêts is a partnership between *Société de transport de Montréal* (STM) and the *Comité d'action Femmes et Sécurité urbaine* (CAFSU). The CAFSU has since dissolved, but the STM continues to maintain the service. The STM piloted the service for six months, and in 1996 the programme became permanent.

Women can ask bus drivers to let them off between two bus stops in the evening (schedules vary seasonally). They should make the request one stop in advance, to give drivers enough time to judge the safest place to stop their vehicle.

Entre deux arrêts has also been implemented by other transport companies throughout the province of Quebec, notably by the *Société de transport de Sherbrooke* (since 1995), the *Service de transport intégré du Conseil municipal des transports des Laurentides* (CIT Laurentides), and the *Réseau de transport de la Capitale* (Quebec City).

Outcomes/Outputs

A few months after *Entre deux arrêts* was implemented in 1996, the STM conducted a survey which revealed that users of the service, a majority of women, wanted the service to continue on a permanent basis, primarily for safety concerns. *Between two stops* has not been evaluated since, and it is used differently in different neighbourhoods. According to the STM prevention officer, the service is used by teenage girls as well as adult women.

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CAUVA, DISPOSITIF GLOBAL D'AIDE AUX VICTIMES D'URGENCE, FRANCE

Description

CAUVA is an emergency centre for assault victims, created in 1999 at the Centre Hospitalier Universitaire de Bordeaux (CHU). It aims to spare victims lengthy and tedious medical and legal procedures, and provide immediate support.

Goals:

- To meet with victims and provide multi-disciplinary support.
- To guide victims toward health and legal professionals, and additional social services.
- To facilitate legal procedures.

Development and Implementation

CAUVA was implemented within the framework of a partnership between the Ministries of Health, Justice and the Interior, the National Police and the Gendarmerie. The first agreement between these institutions was signed in November 1999.

Since 2004, four procedures have been implemented to facilitate the legal process for victims:

- A complaint external to Hôpital CAUVA 1: In cases where violence is deemed particularly severe, the medical examiner informs the legal authority of the facts and arranges a meeting with a police officer in order to make a complaint upon leaving the hospital.
- A complaint on-site CAUVA 2: In cases where the victim cannot be moved, the medical examiner initiates legal proceedings in connection with legal and police authorities.
- Protected file CAUVA 3: In cases of intrafamilial violence, the medical examiner is authorized to hold the report for three years. If a complaint is initiated during this period of time, the report can be turned over to the courts.
- Protective custody of an abused child CAUVA 4: Since 2008, an agreement with the Ministry of Justice has been extended to minors, allowing the medical examiner to initiate a legal procedure. A meeting is scheduled with a police officer in order to make a complaint. The physician has to verify whether the case is one of sexual abuse or maltreatment that poses serious physical or psychological risk, whether parents want to file a complaint or whether immediate protection is required given the child's proximity to the accused.

Victims are then placed in the care of a **multidisciplinary team** comprised of the medical examiner, psychologists, social workers and nurses, as well as members of victims' assistance organisations for long-term follow-up (legal practitioners, psychologists, etc.). CAUVA also provides multidisciplinary staff during the day and at night.

Main partners include: Parquet de Bordeaux (Ministry of Justice), agglomerated police service Bordeaux, victim assistance organisations, Service d'aide aux victimes d'urgence (SAVU) initiated by the local government of Bordeaux in 2003 and supported by two associations.

Outcomes/Outputs

In 2003, CAUVA received 3000 victims from across the region of Bordeaux; one-third of these victims were children, one-third of crimes involved sexual violence, and another third involved case of family violence.

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MUSLIM FAMILY SAFETY PROJECT, LONDON, ONTARIO, CANADA

Description

A study conducted in 2001 (Baobaid, 2002), funded by the Scotia Bank Community Research Grant, identified multiple barriers preventing Muslim women from fully accessing woman abuse services in London, Ontario, Canada. In particular the study revealed that Muslim women seeking help from Canadian institutions may lose their family, respect and status in the community. Language barriers, ignorance of the laws and the nature of the available services are additional factors that prevent abused women from benefiting from these services. The **Muslim Family Safety Project** is a community-based project that brought anti-violence agencies and the London Muslim community to address domestic violence in a **culturally competent manner**. Initial funding of the project was provided by Canada's National Crime Prevention Centre (2004-2006), and later supported by the London Ontario Victim Services Secretariat, Ministry of Attorney General, London Community Foundation and the London Mosque. Funding was used to implement a community outreach plan for Muslim families to address the issue of woman abuse and for service agencies to be sensitive to the needs of the Muslim community.

Goals:

- To develop capacity to address the needs of Muslim women who were subject to abuse in their families.
- To develop mutual understanding between the Muslim community and the agency members of the anti-violence movement in London, and to engage in culturally and linguistically appropriate public education campaigns on family violence.

Development and Implementation

The project was launched in February 2004 at the local Mosque, with over 250 members of the Muslim community and representatives of local anti-violence agencies participating. Some of the main objectives of the project included:

- To establish a dialogue between the Muslim community and anti-violence agencies.
- To develop capacity within the anti-violence sector to address woman abuse in a culturally competent manner.
- To engage in a public education campaign on family violence that is culturally and linguistically appropriate including a pamphlet designed for distribution to men about the Islamic and Canadian view of woman abuse.
- To enable the collaborative development of prevention and intervention materials and services which meet the needs of Muslim women.

Some of the main activities of the project included:

- The establishment of a project Advisory Committee with multiple stakeholders (eg. London Coordinating Committee to End Woman Abuse (LCCEWA), local London Police Service, organisations, health and social service providers, etc).
- Public education activities within the Muslim community, including public presentations, Friday sermons, and workshops. Ten different presentations focused on the negative impact of domestic violence on the family members, especially women and children, were held for the members of the Muslim community.
- The publication of 50 articles on woman abuse and family violence in local Arabic newspapers and in newsletters of the two local mosques.

Main elements that assisted in the development and implementation of effective family prevention and intervention services included: dialogue, trust development, and training. Training workshops included the use of a culturally adapted tool referred to as the **Muslim Wheel of Domestic Violence** (adapted from the Power and Control Wheel, Duluth Model) developed by Dr. Sharifa Alkahteb. The tool explores various forms of violence and abuse (sexual, physical, psychological), and the different forms of power and control which may be exerted over Muslim women (using economic abuse using coercion and threats, using intimidation, using emotional abuse, etc).

Some of the challenges of the MFSP included: developing a project that did not heighten feelings of vulnerability in the Muslim community and build on negative stereotypes, facilitating a collaborative process on woman abuse between two communities that have differing values and orientations, and meeting expectations of the Muslim community with respect to resources, supports and services.

Outcomes/Outputs

Evidence suggests that the MFSP has assisted in:

- Building mutual understanding between partners from the Muslim community and mainstream service providers.
- Helping mainstream service providers better understand the needs of Muslim clients affected by domestic violence.
- Generating awareness among members of the Muslim community on family violence and services available to address this issue.
- Providing services to Muslim women and children victims of domestic violence.
- Training of over 400 service providers from 17 agencies on working with Muslim families affected by family violence.

In 2005, the Women's Safety project initiated the creation of the Muslim Family Support Service. It was launched in cooperation with local service agencies and the London Mosque to meet the needs of Muslim women and their children affected by domestic violence. This service helps individuals and families use existing services. Since February 2005, the service has assisted more than 300 individuals. The client base is very diverse and countries of origin include Pakistan, Iraq, Somalia, Iran, Afghanistan, and Lebanon. Clients are from different Islamic sects. The service was initially funded by the London Community Foundation, and later sustained through the support of the London Mosque up until 2007.

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VIEILLIR SANS VIOLENCE, QUEBEC, CANADA

Description

The Foundation Docteur Philippe-Pinel and the Réseau Internet Francophone Vieillir en Liberté produced a brochure in 1999, titled *Vieillir sans violence (Aging without violence)*, to raise awareness and prevent elder abuse. The brochure was reproduced in 2006, and includes ODIVA (*Outil de Dépistage et Intervention des Victimes Aînées*), a test used to assess the level of danger in a given situation and the urgency of intervention.

Goals:

To create an effective tool used to evaluate and prevent abuse and violence against the elderly.

Development and Implementation

The ODIVA test was designed to be used by victims themselves to provide solutions and resources in situations of abuse or where maltreatment is suspected. Seniors, who are particularly vulnerable to violence, abuse and neglect, can be often powerless in such situations.

The test is composed of a series of statements that allow the user to determine whether or not different situations apply to them, in order to evaluate the risk of abuse or violence. Statements cover four themes: the potential victim's profile; the potential abuser's profile; and their respective behaviours. Each statement is equal to a given number of points that correspond to the situation being tested. The test contains 59 statements each worth between 5 and 10 points. A total of 40 points or more refers to a situation in which there is a real risk, and if a point total over 75 is reached, the ODIVA test recommends immediate professional assistance.

The brochure also contains advice for victims and for those who witness situations of abuse: how to protect one's belongings, how and who to ask for help, etc. A list of contacts and addresses where help can be found is also included.

The ODIVA test was developed with the help of surveys conducted for the 1999 edition (in the district of Vaud, Switzerland), as well as the 2006 edition, under the direction of professors and researchers at the University of Ottawa, University of Geneva and the Université de Montréal. Researchers evaluated the validity of ODIVA criteria in order to then evaluate the degree of risk of victimisation. They also refined effective solutions for alerting and resolving situations of abuse, in collaboration with different practitioners.

The Fondation Docteur Philippe-Pinel and the Réseau Internet Francophone Vieillir en Liberté edited the 2006 brochure in collaboration with researchers at Université de Montréal, University of Ottawa, and University of Geneva. Funding for the project was made available by the RBC Financial Group.

Outcomes/Outputs

More than 200,000 copies of the *Vieillir sans violence* brochure have been distributed and the document is also available on the Web.

ODIVA surveys reveal that men are at greater risk of being victimised by their spouses, whereas women are usually at greater risk of being victimised by their children.

Reports stress the importance of available alternative caregiver situations for the elderly and their families, so as to avoid confiding the entire responsibility of care for a dependent senior to only one person who may be insufficiently prepared for the task.

Moreover, in risk situations identified by the ODIVA test, practitioners recommend regular medical and psychological follow-up for persons who present symptoms of depression.

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www.fep.umontreal.ca/violence/documents/test.html

Commission des droits de la personne et des droits de la jeunesse website :
www.cdpcj.qc.ca/fr/guides/personnes-agees.asp

Contact

Mr. Louis Plamondon
Faculté de l'éducation permanente, Université de Montréal
Email: Louis.Plamondon@umontreal.ca

Additional Examples: : Victim Support

Justice for Victims. Victims for all, United States
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TOOLS

This file presents a number of tools suggested in the implementation of local, regional, or national crime prevention and safety strategies. These tools can be used to better understand crime and insecurity, assess their level and extent in a given context, and identify and expose levels of risk for different groups of people.

AN OVERVIEW OF SAFETY AUDITS: A FOCUS ON THE USE OF EXPLORATORY WALKS WITHIN WOMEN'S SAFETY AUDITS

Description

A **safety audit** is a systematic analysis of an area that is conducted prior to developing local crime prevention action plans. They are used in different countries throughout the world and serve as an important methodology, advocated by UN Habitat Safer Cities Programme and the International Centre for the Prevention of Crime. Safety audits are used to collect and cross-reference both quantitative and qualitative data gathered by different local partners, and to analyse existing prevention responses as well as gather information on citizens' perceptions of safety and expectations. Different methods can be used in conducting a safety audit such as, individual interviews with local practitioners, focus groups with citizens, fear of crime surveys, and data from several other sectors including education, health, and employment. Increasingly, **women's safety audits** use **exploratory walks (marches exploratoire) as an important method to** identify factors which generate insecurity about a specific area, and allow residents or at risk groups (eg. women, youth, elderly) to reclaim that space.

Exploratory walks were created in 1990 in Toronto, Canada, by the Metro Action Committee on Public Violence Against Women and Children (METRAC); at the same time the *Women's Safety Audit Guide* was also drafted. The tool was originally intended to improve safety for women in urban environments. Exploratory walks are often used to allow residents to identify safety problems and to make public policy recommendations, and especially to help reduce women's fear of crime.

Goals:

- To benefit from the expertise of residents in order to improve safety.
- To increase residents' sense of safety.

Development and Implementation

Exploratory walks have been developed in many countries and are no longer only used by groups of women, but also by at risk groups such as the elderly (OOK in Belgium), people with disabilities (Association des femmes handicapées de Montréal au Québec), and neighbourhood residents (Neighbourhood of Limoilou in Quebec City). The project *Creating Safer Communities for Marginalised Women and for the Community*, led by *Women in Cities International* and funded by Status Women Canada, is aimed at adapting exploratory walks to certain groups of women (seniors, women with disabilities, Aboriginal and immigrant women).

In addition to mobilising residents, exploratory walks involve other actors in identifying safety concerns or accessibility issues such as public service representatives, and local media. Residents identify which areas need attention. They set different schedules allowing for a thorough appraisal of problems throughout a specific area or time (eg. day, night, summer or winter, depending on the local impact of different seasons). During the walk, a survey grid is completed in order to record the observations of all participants.

The walk provides an opportunity to identify various deficiencies (poor lighting, lack of signalisation, low visibility points) and make recommendations to local actors.

The presence of public services prior to and during the walks has three advantages:

- It frees residents from the appearance of making unfounded claims vis-à-vis services;
- It enables them to see and appreciate for themselves the deficiencies observed and recorded by residents;
- It allows them to respond to residents directly about their observations that will most likely be incorporated into proposed management plans following the walk.

Exploratory walks have been adopted throughout many regions of world, most notably in North America (Canada), South America (Rosario, Argentina), Europe (England, Belgium, Poland), Africa (Da Es Salaam, Tanzania), Asia (India), and Oceania (Australia).

Outcomes/Outputs

Several evaluations of exploratory walks have been conducted, and many are currently in process. In 1995, two evaluations were undertaken on the use of exploratory walks, one in Canada (Women's action centre against violence), and the other in Australia (Victorian Community Council Against Violence in Australia). Also, Women in Cities International has recently received support from UN Habitat Safer Cities to conduct a comparative study to assess exploratory walks in different regions of the world (For more information, contact: info@femmesetvilles.org).

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AN OVERVIEW OF CRIME OBSERVATORIES

Description

Numerous countries, regions, and cities have developed crime observatories to better understand the nature of crime in a given territory, better target resources to reduce crime and insecurity and build safety. Among the many orientations of crime observatories including research, training, and exchange, support for the decision-making process is one of the most important.

Goals:

- To continuously and objectively improve knowledge of crime and risk factors.
- To better target available resources.

Development and Implementation

The territory covered by observatories varies. It can be local (Observatorio de la seguridad de Madrid, or Observatory of Bogota), regional (Regional Observatory on Security Policies, Italy), national (l'Observatoire national de la délinquance en France), or it can be supranational (Observatorio Centroamericano sobre la violencia (OCAVI). These differences affect the nature of information being collected, as well how the data is used. When a vast territory is involved, information is used to guide policies or to compare actions that have already been implemented in different areas. Local observatories aim to guide and alter action on the ground in a very reactive manner.

In addition, observatories' sphere of activity can be general and concern safety overall (Crime Observatory in Trinidad and Tobago), or can be theme-based (*Canadian Observatory on School Violence* and *l'Observatoire français des drogues et toxicomanies* (OFDT) in France).

Observatories can differ in relation to their legal status (public or association), the source and scale of funding, and the size of their teams. Despite these differences, crime observatories primarily aim to inform national and local actors on problems linked to crime. As a result, their analyses are based on a broad information base that goes beyond the analysis of traditional police data. **Observatories therefore help to supplement police data.**

Observatories use various tools to collect and analyse quantitative and qualitative data. According to the partnership between public, quasi-public and/or private actors (municipal services, transportation services, social housing landlords, merchants, etc.), observatories will also have access to data from each of these actors. From a more qualitative point of view, observatories can also collect and analyse information from fear of crime surveys, victimisation surveys, as well as self-report surveys and focus groups.

The added-value of observatories is their ability to cross-reference, where possible, diverse data in order to obtain the most accurate portrait of problems being examined and how these problems evolve over time.

In recent years, crime data analysis has been further refined given the advent of geographic information systems (GIS) and other software which have facilitated spatial analyses of crime. It is now possible to capture the distribution of crime in any given territory, and to track its occurrence, and monitor trends.

In December 2007, ICPC organised the *First International Meeting on Crime Observatories* in partnership with the National Observatory of Delinquency in France (OND) and the Délégation interministérielle à la ville, France (DIV), which paved the way for better international cooperation in this area of expertise. In preparation for this event, ICPC produced the first *International Review of Existing Crime and Safety Observatories around the World to Inform and inspire Future Action* (ICPC 2007).

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www.aic.gov.au/publications/tandi2/tandi321.pdf

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www.europeansafetyobservatory.eu/

European Observatory on Violence in Schools
www.ijvs.org/1-6035-International-Observatory-on-Violence-in-School.php

L'Observatoire national de la délinquance (OND), France
www.inhes.interieur.gouv.fr/Observatoire-national-de-la-delinquance-6.html

Crime Observatory, Trinidad & Tobago, Citizen Security Programme
http://csp.gov.tt/crime_observatory

Crime Observatory Project, the Jamaica Constabulary Force, Jamaica.
www.vpajamaica.com/crimeobv.html

L'Observatoire Centroaméricain de la Violence (OCAVI) www.ocavi.com

Regional Observatory on Security Policies, Italy
<http://sicurezza.regione.toscana.it/>

AN OVERVIEW OF VICTIMISATION SURVEYS

Description

Victimisation surveys aim to provide a better understanding of the reality of crime among those who experience it. They are designed as simple opinion polls or even questionnaires on the fear of crime. Questions on victimisation and on safety can be found within a single survey.

Goals:

- To reduce unreliable figures, either those acts unknown to police, or those that aren't reported to police and which are never statistically recorded
- To offer a safety management tool, either at the national or local level
- To allow for comparisons between different countries that collect such data.

Development and Implementation

The first national victimisation surveys were conducted during the 1970s in the United States and the Netherlands. During the 1980s, they were used in several western countries: United Kingdom, Canada, Australia, France, Switzerland and Spain, and were also used in Hong Kong. Victimisation surveys were also conducted in Latin America, for example, in Chile or in Bogota, Colombia.

Regional or local surveys began after the national surveys and in 1989, the first international victimisation survey, involving 15 countries, was conducted by an international working group comprised of criminologists led by Jan van Dijk, who was then associated with the Ministry of Justice, the Netherlands. This survey is cited often, and today, some African countries have also become participants. Since 1997, a standardised international survey is also conducted on violence against women (International Violence against Women Survey).

At the national level, victimisation surveys are usually the responsibility of governmental organisations working in the area of law or statistics. In France, the national survey is jointly conducted by l'*Observatoire national de la délinquance* (OND) and l'*Institut national de la statistique et des études économiques* (INSEE). In Quebec, it is the responsibility of a public health institution. Private survey companies are also sometimes solicited by these organisations.

The frequency of victimisation surveys varies from country to country and can reach up to five years in some places (New Zealand), whereas in other countries they are conducted annually (England), and semi-annually in others (United States and Chile). The sample size varies depending on each country's total population.

In addition to collecting information about the respondent's direct experience, surveys also enquire on the experiences of the respondent's entourage, and sometimes on the respondent's experiences as a witness.

Victimisation surveys collect information on acts such as fraud, domestic and intrafamilial violence (either direct or indirect), Internet victimisation (United States), suicide (Quebec), and antisocial behaviour (England). The French Forum on Urban Safety proposes a project named *Secuscop*, which is aimed at supporting municipalities who want to conduct victimisation surveys.

Lessons Learned

In order to reach their goal, victimisation surveys must adopt certain basic rules, for example:

- Cover the whole life environment, for example, the workplace, and not only the respondent's neighbourhood
- Ensure that the reference period is clearly identified in questions
- Ensure control over the environment when the survey is being conducted, particularly when surveys concern domestic violence

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The European Crime and Safety Survey (EU ICS)

www.europeansafetyobservatory.eu/

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All publications listed below are available at:
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SECTION 2
YOUTH AT RISK

INTRODUCTION

Preventing crime and victimisation involving young people has been a concern of governments for many years. There is a long history of interventions which target young offenders already in trouble with the law, and those on the margins of becoming involved in offending, gangs, and drugs. Young people are those most inclined to test or break rules and laws as they grow up. Yet they are also still growing and expanding their skills and knowledge, and responsive to challenges and opportunities. Children and young people are also the age group most vulnerable to being victimised, often by their peers, and such experiences can help to shape their future behaviours and lives in important ways.

In many countries there are now increasing proportions of children and young people, and they often constitute up to half the urban poor. Living in such disadvantaged circumstances, young people are likely to be at high risk of involvement in crime and victimisation. In many countries, there is a common tendency to see young people as a 'problem' or their behaviour as inherently anti-social. Thus **identifying projects and programmes which can help to protect children and young people from exposure to situations which put them at risk, or providing those already involved in crime and victimisation with supports, or strengthening their capacities to avoid further problems, is of importance to governments at all levels.**

Risks and protection for victims and offenders

In recent years, there has been increasing awareness of the factors affecting youth offending and victimisation: both those which increase the risks and those which offer protection. The main risk factors can be grouped into four broad areas: individual factors, family factors, peer and school factors, and neighbourhood and community factors, apart from facilitating issues such as drugs and guns. They include:

Family:

- harsh or erratic parenting skills
- poor parental supervision
- low family income, poverty, isolation
- family violence, abuse and neglect
- parental conflict

Individual:

- early aggressive and impulsive behaviour
- spending a large amount of unsupervised time with peers
- having delinquent friends

School:

- low achievement
- disruptive behaviour, bullying
- lack of commitment to school
- truancy, school exclusion
- dropping out of school
- disorganised school

Community:

- poor housing and neighbourhood conditions
- disorganised neighbourhood, little sense of community
- high turnover of residents
- lack of facilities and services for young people
- lack of job opportunities
- availability of drugs

There is also an accumulation of knowledge about effective practices, based on well-evaluated and replicated projects, and how to implement them. Overall, prevention projects concerned with youth offending and victimisation need to be designed to reach different groups:

- universal populations
- youth at risk of offending
- youth already in conflict with the justice system
- youth returning to the community

Recent trends

In relation to interventions for youth, ICPC's International Report on *Crime Prevention and Community Safety* identified a number of trends, including in some countries, a greater resort to punitive responses to youth offending; a growth in approaches involving parents, ranging from early intervention initiatives to those which emphasise the responsabilisation of parents; and the increasing use of inclusive and participatory approaches among youth themselves – involving young people in the design and development of programmes.

Principles for intervention

Earlier reports by ICPC and the UN Guidelines for Crime Prevention have identified a range of principles, approaches and components for effective and sustainable youth programmes.¹ Internationally, there is now an emerging consensus that the most effective, and lasting response to youth violence, is to develop a balanced and strategic prevention approach. This includes early intervention programmes, strengthening local communities, changing attitudes, offering alternatives to young people growing up, as well as working with those young people already immersed in offending to help them return to a safer and healthier way of life. It requires a **multi or interdisciplinary approach**, with a broad and **comprehensive coalition** of partners especially at the local level, and grounded in a broad public health and community safety perspective. Thus the emphasis is on how to work, as much as on what to do.

There is a wealth of information on effective programmes for young people which have been well evaluated and replicated. In the US, for example, the BluePrints² for Violence Prevention programmes include a range of youth interventions which have been developed, evaluated, and replicated systematically over a number of years and in different settings.

Those selected have consistently shown scientifically that they are effective in reducing offending and improving other outcomes for young people, when they are properly implemented.³ There are however, very important differences between countries and regions, which make the automatic transfer of programmes unworkable, and the characteristics of local societies, conditions and capacities are very important in developing and designing programmes. Overall, the range of interventions which can be included in a balanced strategic approach include:

Targeted support for high-risk children and youth:

- Early intervention home visiting, parental and family support programmes
- Targeted and school-based educational and curriculum programmes to change attitudes and behaviours to violence
- Conflict resolution, peace-building and peace-making training
- Cross-cultural youth life-skills and leadership training
- Projects around gender and masculinity
- Mentoring programmes to provide on-going support
- Education, job training, micro-credit and job-creation to provide alternative outlets for young people

Targeting high-risk areas, local communities and the general public:

- Child and youth recreational and cultural programmes
- School-based educational and curriculum programmes to change attitudes
- Projects to strengthening community capacity
- Slum up-grading and urban renewal
- Public education campaigns to change attitudes, behaviour and social norms using creative advertising, media, film, etc.

¹ See Shaw (2001), Capobianco (2006), ICPC (2007, 2005, 1999)

² The project, called Blueprints for Violence Prevention, in the United States has identified 11 prevention and intervention programs that meet a strict scientific standard of program effectiveness.

³ See Centre for the Study and Prevention of Violence, www.colorado.edu/cspv/blueprints/

Targeting children and young men already in the justice system or exiting correctional systems, gangs or militia:

- Education, job training, micro-credit and job-creation to provide alternative economic outlets
- Providing social, health and economic support services
- Mentoring programmes to provide on-going supports
- Life-skills and leadership training

Inclusive and participatory approaches

There has been a major movement in many social, health or environmental fields to recognise the value and power of participatory approaches.

International organisations such as UNICEF, UNESCO, UNDP and UN-HABITAT, as well as donors and regional organisations such as the World Bank or the Council of Europe, have worked to promote and integrate participatory approaches in their funding and technical assistance.

Numerous guides and examples of child and youth participatory approaches and projects now exist.⁴ In effect what this means is not just consulting young people, but encouraging their active participation in projects or initiatives which involve them, even self-advocacy.⁵ Children and young people are increasingly involved in a variety of stages from needs assessment to project design, undertaking research, monitoring events, evaluating services for young people, campaigning and lobbying, publicity, use of the media, project implementation, analysis and evaluation.

The importance of implementation

Programmes are not self-replicating nor self-perpetuating, and rely to a great extent on the quality of their implementation and the capacities of the staff and related resources. The process of setting up and implementing a programme is as important as the components and theoretical basis of the programme itself.

A recent Canadian guide⁶ developed for funding organisations and programme decision-makers working with at-risk youth provides a useful summary of the strengths and challenges of programme implementation. Based on experience from a range of on-going youth programmes, they identify some important features relating to programme structure, individual development, and programme sustainability. To be effective, youth programmes need to have effective teaching styles, involve desirable ways for young people to spend time, and respond to youth needs, for example.

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WORKING WITH CHILDREN AND FAMILIES

BA YA YA, BELGIUM, BELGIUM

Description

Ba Ya Ya means “big sisters” or “big brothers” in Lingala, a language spoken throughout the northwestern part of the Democratic Republic of the Congo. In some African countries, the *Ba Ya Ya* protect their younger siblings when parents are absent. The *Ba Ya Ya* Association is based in the Matonge neighbourhood in Brussels, Belgium and aims to prevent and reduce delinquency among youth from Sub-Saharan Africa, through dialogue and a sociocultural approach.



Goals:

- To renew social dialogue through intercultural and intergenerational mediation
- To foster dialogue between the local administration and neighbourhood residents.

Development and Implementation

Ba Ya Ya was created in 2001, following the murder of a young man in Matonge, Brussels. The event mobilised neighbourhood residents, the police, community based organisations, and the Sub-Saharan community to organise three meetings.

Some of the main factors that were identified which could explain the deteriorating relations in the neighbourhood, and which led many families to move included, the loss of parental authority in relation to the culture shock experienced between the host country and the country of origin, a lack of an integration policy, children’s low academic achievement, and the difficulties experienced by community members to find employment. Several other challenges were cited including: crime or drugs, the absence of shelters for families dealing with violence, a lack of youth centres, and positive role models.

Ba Ya Ya works with city services, local police, schools and street workers on a daily basis. It supports general welcome activities for recent arrivals, mediation, and academic follow-up for youth. The Association receives troubled youths and works with them to find solutions, or provides referrals for specialised services. *Ba Ya Ya* field workers also meet with youth in the community. Whenever problems with youth arise, *Ba Ya Ya* tries to also meet with parents to provide assistance or mediation.

Two people were hired by *Ba Ya Ya* for the project *Tutorat*, funded by the municipality St-Josse, Belgium in order to help adolescents with low academic achievement. In 2007, project *Tutorat* was integrated in the Saint-Josse municipal prevention plan.

Ba Ya Ya also uses sociocultural insertion modules for parents who are either newcomers, or those experiencing problems with social and cultural integration. This training also includes activities which help to inform youth about the country, and to bridge the digital divide.

Ba Ya Ya received the Action Associative Belge-africaine Award in 2006 through the MOJA association, and an agreement has been signed between the *Ba Ya Ya* Observatory and the Commune d’Ixelles in Brussels. The latter group has also set up a five-year priority plan for this neighbourhood.

Outcomes/Outputs

The Association receives a maximum of 140 youths (aged 16 to 26 years), most of whom are from the Sub-Saharan African community. Sixty of these youth frequent the association regularly, of which 92% are boys. However, *Ba Ya Ya*’s

services are also available to everyone.

Ba Ya Ya recently presented a proposal for improving the integration of the Sub-Saharan community, and combating the community's urban youth gangs. *Ba Ya Ya* aims to create a **regional council of African parents** and to provide mediation and guidance services for youth. A prevention association presided by the magistrate and comprised of local police, safety and prevention services (eg. youth workers as well as parks, schools and guardians of the *Ba Ya Ya* association), is also planned for the future.

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MEDIATION AND EDUCATION PROGRAMME FOR ADOLESCENTS AND YOUTH AT RISK, MANAGUA DISTRICT, NICARAGUA

Description

The *Mediation and Education Programme for Adolescents and Youth At Risk* (Mediación Y Educación No Formal Para Adolescentes Y Jóvenes en Alto Riesgo) was developed in 1997 by the Foundation Nicaragua Nuestra and implemented in the Managua District (Distrito III de Managua), Nicaragua. It involves a partnership with local partners such as public agencies, NGOs, and the police, and aims to build a culture of peace among youth at risk, their families, and communities.

Goals:

- To help the community, and youth in particular, to adopt a culture of peace through the development of communication and conflict resolution skills.
- To reduce youth violence and increase dialogue between community members.

Development and Implementation

The Foundation Nicaragua Nuestra facilitates partnerships and cooperation between the police and the community towards resolving conflicts peacefully, and spreads messages of peace. The police actively participate in the programme by identifying issues that each community may face (eg. unemployment, poverty, etc), and youth at risk, including those involved in gang activities. The community identifies **suitable neighbourhood leaders**, helps to **strengthen family ties**, and **generates support for youth reinsertion** into society.

The programme also helps to facilitate dialogue between local citizens and youth, challenging their perceptions of one another and foster confidence in the police. Inter-group mediation takes place between youth in different neighbourhoods. The programme offers life skills development courses to youth on themes such as confidence and self worth, and leadership. Human development activities, sports and cultural activities, and technical training are also organised in collaboration with other municipalities.

Outcomes/Outputs

According to the Foundation Nicaragua Nuestra, from 1997 to 2007, an estimated 4,000 youth at risk have been served by the programme. Youth participants have either enrolled in school, or obtained employment. It is also reported that in the neighbourhoods where the programme was implemented, violence has been reduced by 85%, public perceptions of safety have increased, and there is a visible improvement in the relationship between youth at risk and the police.

Furthermore, 800 mothers have been engaged in the reinsertion process of their children, and they have received training in technical skills. 700 police officers have participated in specialised training courses in Growth and Human Development (Crecimiento y Desarrollo Humano), Human Relations (Relaciones Humanas), and Strategic Personal Planning (Planificación Estratégica Personal).

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SNAP® UNDER 12 PROJECT, TORONTO, CANADA

Description

The SNAP® Under 12 Project is a comprehensive crime prevention strategy based on early identification of risk factors and targeted interventions. It was created in the late 1980s by the Child Development Institute (CDI), formerly the Earlscourt Child and Family Centre, and continues to change based on needs.

The SNAP approach consists of three components:

- 1) **Police – community protocols** to navigate children through the system in a timely manner and ensure they are referred to appropriate services
- 2) **Structured clinical risk assessment** to determine treatment needs
- 3) **Gender-sensitive SNAP® – STOP NOW AND PLAN – programmes** to address needs of children and their families

Goals:

- To assist children with severe conduct disorder to learn to monitor and control their behaviour.
- To restore confidence to parents and provide them with the skills they may need to help manage their children.

Development and Implementation

The SNAP® programme for boys, called the SNAP® Outreach Project, began in 1985 in partnership with the Toronto Police Service (TPS). In the mid-1990s, SNAP® Project organisers realised that a number of children in Toronto who could benefit from their programmes were not being referred and instead faced criminal justice charges at very young ages. Under the leadership of CDI, fourteen agencies and the police joined together in 1998 to improve services. Police and Toronto Fire Services, child welfare agencies, school boards and other agencies working with children were asked to refer children exhibiting severe conduct disorder to the SNAP® Under 12 Outreach Project, creating a single-entry access point for children under 12. Today, the development of police-community protocols makes up a key aspect of the SNAP® Project. Project organisers also recognised a need to streamline intake and risk assessment of children. Once referred to the CDI, the child and parent(s) undergo separate assessment and screening processes.

However, prior to 1998 no assessment scheme was available to identify specific areas of risk for antisocial children under the age of 12. CDI thus worked to develop an evidence-based Early Assessment Risk List for Boys (EARL-20B), which appeared in 1998, and subsequently developed an Early Assessment Risk List for Girls (EARL-21G) in 2001. These were used to ensure that children referred to CDI were properly assessed and provided with the right tools to succeed if placed in a SNAP® programme. To participate in a SNAP® programme, children must be under 12 years of age and have either come into contact with the police (typically as a result of shoplifting, assault, breaking and entering, vandalism, running away or arson), or have a T score of 70 or above on the Child Behaviour Checklist (Achenbach), meaning that the child's behaviour registers as worse than 98% of children. A child entering the programme exhibits above-average aggression, destructiveness or other anti-social behaviour.

Children who qualify next participate in a SNAP® programme, a **research-based social learning and cognitive behavioural model**. The programme runs for 12 weeks, although since 1996, those needing additional services may stay on under a continued care model. Interventions work with the child, the child's family, teachers and friends. The programme was initially designed for boys (SNAP® Under 12 Outreach Project) and in 1996, CDI developed the SNAP® Girls Connection, one of the first gender-specific interventions for girls with behavioral problems. Children participate in a 12-week outpatient programme which meets after school. The programme uses a multi-systemic approach and a variety of interventions organised around the SNAP® model, which teaches children to think before acting.

There are five main components to the 12-week programme:

- 1) SNAP® children's group teaches children to use problem-solving and self control through cognitive behavioral therapy. Topics addressed may include peer pressure, dealing with anger, and avoiding trouble.
- 2) SNAP® parent's group teaches parents child management strategies through the same principles of problem-solving and self control
- 3) Befriending of children by volunteer, especially for those children who do not have pro-social community based activities and require additional support
- 4) Family counseling, based on a Stop Now and Plan Parenting model
- 5) In-home tutoring for children who are not achieving at their grade level

The SNAP® programmes help children with impulse control and provide problem solving skills. The method is simple and skills are taught and practiced in a meaningful way, allowing children to learn to apply skills to everyday life. All children participating in the programme are high-risk. However, SNAP staff identify participants that exhibit a range of risk levels. In Toronto, funding for the boys' programme is provided by the Ontario Ministry of Children and Youth Services, which also supports other implementations of SNAP Programmes throughout the province.

Outcomes/Outputs

Evaluations and studies of both the boys' and girls' programmes have demonstrated positive results. One study found that 60% of treated high-risk children did not have criminal records by age 18. Evidence suggests that children participating in SNAP:

- expressed less positive attitudes toward anti-social behaviour and were less likely to associate with "anti social peers."
- were likely to improve social skills in dealing with teachers, peers and family.
- were likely to exhibit improvements in managing anxiety and reducing aggression.

Parents also cited improved confidence in their parenting skills and less stress in interactions with their children. The model was recently replicated in the US city of Pittsburgh, where two pilot sites were opened in January 2008. Research and evaluation will be led by Dr. Rolf Loeber and Dr. Jeff Burke, who were pivotal in bringing the SNAP® programmes to the city. The SNAP® model was given a Level 1 distinction Helping America's Youth in 2006 and was designated as an "Exemplary Program" by the Office of Juvenile Justice and Delinquency Prevention in the United States due to its positive results.

All three components of the SNAP® Under 12 Project's strategy have been replicated elsewhere in Canada and in other countries.

The Toronto Protocol has become a model for other communities in Canada, while the Early Assessment Risk Lists have been adopted in such countries as Sweden and the United States. Licenses to use the SNAP® Model and receive training and consulting from CDI have been given to 89 communities in countries such as Norway, Scotland, Sweden, and the United States. These have often been sponsored by government departments related to health or children and families. Replication in Australia is currently under discussion.

Lessons Learned

Very integral to the success of the SNAP® Under 12 Project's three-stage strategy has been the willingness of project leaders to remain flexible while continuing to develop and promote the strategy and the SNAP® model. It is important that police and child development services work together to champion the programme and continue to highlight its importance to the city and community.

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SCHOOL RELATED INTERVENTIONS

PROGRAMME ESCOLHAS, PORTUGAL

Description

Programme Escolhas is a national programme created on January 9, 2001. Up until December 2003, it was a crime prevention and youth integration programme in the most troubled districts of Lisbon, Porto, and Setubal, Portugal. In 2004, a second phase was initiated by a Resolution of the Council of Ministers (n° 60/2004) entitled *Escolhas – 2nd Generation* (E2G), which supported 87 projects over a two-year period throughout the country, including the Azores and Madeira Islands. This phase of the programme was aimed at children and youth (aged 6 to 18 years) from disadvantaged socioeconomic groups. The programme also aimed to integrate youth (aged 19 to 24 years), families, teachers, academic auxiliaries, etc.

Goals:

To promote the social inclusion of children and youth from disadvantaged socioeconomic groups, in a framework of solidarity and social justice.

The High Commission for Immigration and Ethnic Minorities coordinates Programme Escolhas. The programme was renewed for 2007-2009, and 121 new projects, prioritising the themes of **equal opportunities and social cohesion** are planned for this third phase (39 in north zone, 45 in central zone, and 37 in autonomous regions, Madeira and Azores). Each project has an institutional partner which forms partnerships with several different actors, and together they form a consortium.

Four major directions guide programme development:

- 1 – Promoting social inclusion and professional training;
- 2 – Occupying free time and participating in the community;
- 3 – Full social integration, particularly of children, immigrant families, and ethnic minorities;
- 4 – Digital inclusion of children and youth involved in the projects, training and technical assistance of Digital Inclusion Centres – CID@NET.

The programme requires close cooperation between the Ministers of the Presidency of the Council of Ministers, Ministry of Work and Social Solidarity; Education, Science and Higher Education. It also involves linking the programme to the social reinsertion and safety initiatives of the Ministry of Interior and the Ministry of Justice, most notably within the framework of Safe Cities.

These different partners are jointly responsible for the programme. This strong cooperation brings both institutions and the targeted population closer together, and helps institutions to better respond to this public's needs. The **structure of the consortium for each project ensures a shared responsibility, a strong articulation of proposed responses, and helps to sustain initiatives.**

Considering the importance of work at the local level, priority is given to the development of civic and community participation in order to strengthen the spirit of active citizenship and community belonging of children and youth from vulnerable groups.

A few examples of programme actions include:

Academic inclusion and informal education, where schools and other institutions linked to schooling are the first to intervene:

- Combating academic failure and promoting academic success by creating and implementing individual funding and development plans
- Implementing educational measures, either in or out of schools, to help children and youth beginning at age 12, who are at risk of school drop out or who have already dropped out;

- Designing and developing actions, through informal education, that favour the acquisition of personal and social skills aimed at promoting educational success, shared responsibility, and participative citizenship;
- Promoting the shared responsibility of families in the personal and social development of children and youth, notably through family mediation and parental training.

Professional training and employability:

- Developing activities that provide access to professional training and the labour market;
- Skills training for children and youth that will constitute competitive advantages in their social and professional integration;
- Promoting social responsibility among corporations and other entities and mobilising actions that will enhance chances for entering the labour market, particularly professional internships and first-job promotions for youth involved in the programme.

Civic and community participation:

- Developing creative and innovative spaces for stimulating free-time activities that promote community integration and also develop personal and social skills;
- Promoting social participation through formal and informal partnerships and giving children and youth a better understanding of their presence and their value in society;
- Discovering, through games and play activities, the language, values, traditions, culture, and history of Portugal and of the home countries of immigrant communities, within the framework of an open, plural and intercultural society;
- Promoting families' shared responsibility in the personal, social and professional development of children and youth, notably through family mediation and parental training.

Digital inclusion:

- Using pedagogical aides to foster skills in information and communication technology;
- Helping to support academic inclusion.

Parallel to these projects, the Programme Escolhas edits 3 to 4 times a year a magazine entitled « Escolhas » which is a supplement in the popular review *Visão* which attracts a large number of youth.

Outcomes/Outputs

There are currently 60 Escolhas Programme information and training centres in the country (continental and autonomous regions).

Sources

www.programaescolhas.pt/ (in Portuguese only).

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SCHOOL MEDIATION AMONG SMALL CHILDREN, COLEGIO MAYOR, MUNICIPALITY OF PUENTE ALTO, METROPOLITAN REGION OF SANTIAGO, CHILE

Description

The municipality of Puente Alto, Chile is characterised by a low socio-economic context, but there are minority sectors where the socio-economic context is middle-upper class. In the schools in these sectors, violence, mainly verbal, has increased and school administrators and teachers have experienced increased levels of insecurity. There are perceptions that this situation is due to low parental supervision, given work obligations. They delegate the upbringing of their children to institutional bodies (kindergartens, nurseries and educational facilities). As a result, a pilot project began in 2002 in the Colegio Mayor of the municipality of Puente Alto, located in Santiago, Chile, in which a model of mediation was applied and adapted and to pre-school age children (up to 5 years of age).

Goals:

- To teach small children about conflict resolution techniques through socialisation in the school environment (from their entry into any educational facility, nursery or kindergarten).
- To develop among small children the capacities for oral expression, respectful listening to peers and adults, and increase their understanding about constructive criticism.

Development and Implementation

The process began with the training of the teachers of small children, since it is they who have the methodological and practical tools to involve the children and their parents. Following trainings of teacher, teachers began to work with parents and children in parallel. Project staff note the importance of training all actors (teachers of elementary school children, parents and children) so that they can acquire the tools in applying this mediation and conflict resolution methodology.

Work with the children is based on an activities module, which involves one activity a week, for a duration of three months. During this period, children's awareness is raised about the topics of mediation and conflict resolution and social skills development.

Children's activities include fairytales, rhymes, and puppet shows, and they are specially chosen to ensure that the subject matter is administered in a simple way and is convivial. The social intervention includes an audit and summary assessment.

Work with parents is based on meetings aimed at raising awareness and informing them of the positive results that mediation can bring about to children. These meetings encourage parents to become a positive factor in encouraging the use of conflict resolution techniques. After the awareness-raising period, the teacher begins to apply the mediation process as conflicts arise in daily routines.

Outcomes/Outputs

Findings published by the teacher in charge of the project, reveal that the end of the 2002 school year, disagreements between children in the school were reduced by 50%, there was an increase in the participation of children in the mediation processes, since the programme was considered as a game, and it became "fun to solve problems". This led to a more than 60% drop in physical aggression between the children, since the children requested mediation immediately after the conflict occurred or even while it was happening.

This experience was later replicated in 10 colleges of the municipality of Colina (located at the edge of the Metropolitan Region of Santiago, Chile). This had the support of the Municipal Education Corporation, which sponsored the training of 14 teachers of small children to initiate the application of this mediation methodology.

This practice has not had great institutional support from the Chilean government, but in the spaces in which it has been run it has been considered a positive practice for increased social cohesion among children of a similar age. It gives them conflict resolution tools in which the presence of a mediator is often unnecessary if they acquire competencies such as the capacity of constructive criticism and of listening respectfully to the other.

Source

Educational mediation: www.mediacioneducativa.com.ar/experien31.htm

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TROUSSE DE SENSIBILISATION À L'AGRESSION INDIRECTE, (VIOLENCE PSYCHOLOGIQUE – ÉCOLES), QUEBEC, CANADA

Description

The *trousse de sensibilisation à l'agression indirecte* (tool kit on indirect aggression) was created in 2007 to respond to the social exclusion felt by some children and youth in their schools or among groups. Children can suffer from malicious remarks from peers made out of vengeance, a desire to fit in, or out of idleness. Victims experience considerable distress and anxiety which can affect how they relate to others. The tool kit was designed because aggressors are sometimes difficult to identify, and school staff are sometimes ill-equipped to deal with this situation.

Goals:

- To raise awareness among students (ages 10 to 13), teachers and school personnel about indirect aggression.
- To identify positive strategies to deal with indirect aggression.

Development and Implementation

The kit defines "indirect aggression" or "relational aggression" as behaviours aimed at inflicting psychological or social injury to others. Victims are usually poorly integrated, and have few self-defence skills. Indirect aggression can cause psychological distress and isolation, which can lead to depression. Studies indicate that the aggressor is usually well integrated in the group, and is most often female.

Aggressors have multiple motivations: they want to relieve boredom (create liveliness), they have a desire for attention, or a fear of rejection. It may also be used as a way of resolving conflict, or done out of vengeance or jealousy. Studies indicate that, contrary to physical aggression, the perpetrator of indirect aggression is difficult to identify. The facts themselves may be visible, but their underlying actions are largely invisible: isolation of the victim by the group, spreading rumours, etc. Therefore, it is sometimes difficult for teachers to identify the source of the child's distress, and more difficult for them to intervene.

The toolkit was developed under the direction of the *Groupe de recherche sur les inadaptations sociales de l'enfance* (GRISE) at Université de Sherbrooke, and the *Services régionaux de soutien et d'expertise pour les commissions scolaires de l'Estrie*, which is responsible for managing academic institutions in Quebec.

GRISE received support from the Fonds québécois de la recherche sur la société et la culture (FQRSC), and had access to the expertise and services of the Centre de liaison sur l'intervention et la prévention psycho-sociale (CLIPP) for the final phases of publishing, promoting and distributing the kit. CLIPP is an organisation that provides coordination and expertise in psycho-social problems. It also acts as a liaison between the psycho-social research network, intervention, and prevention, decision-makers, and media. The Ministry of Education in Quebec also provided funding for the kit.

Aggressors and children are not stigmatised, and invited to reflect on the consequences of their actions and encouraged to modify them.

A research-action team was created to develop the tool in partnership with an elementary school. The kit includes a pedagogical guide, a teacher's exercise book, and student's exercise book, and video. After raising awareness among school personnel and teachers, workshops and reinforcement activities are organised with students.

Activities are organised under three themes:

- "Indirect aggression: the unseen violence": raising awareness among students and modifying their perception of the problem;
- "Everyone has a role": identifying different roles in the act of indirect aggression, and raising students' awareness about group dynamics and encouraging reflection about indirect aggression among students and parents;
- "If you do nothing, you do something": raising students' awareness about "witnessing acts of aggression" and enabling them to identify opportunities for positive interventions in situations of indirect aggression.

The kit was presented February 22, 2007, during the first conference *International Conference on Violence at Schools that took place at the University of Sherbrooke*, and organised by the Canadian Observatory on the Prevention of Violence in Schools.

Outcomes/Outputs

- During the first year, more than 350 kits were distributed by the Centre de Liaison sur l'Intervention et la Prévention Psychosociales (CLIPP) throughout Quebec and in a few areas in New Brunswick.
- The first 150 kits were requested by schools or by participants working with youth (for example, youth centres throughout Quebec and a few went to New Brunswick).

The project was evaluated, involving an experimental group and control group. Both groups were composed respectively of 91 and 97 students, and each group presented comparable characteristics in terms of the boys/girls ratio, socioeconomic index, numbers of students per class, average age, and professional services offered.

Implementation of the tool was assessed (organisation and planning, activities and participation, level of satisfaction) as well as the programme's effectiveness (increasing students' knowledge about indirect aggressive behaviours and reducing these behaviours).

The evaluation recommended making adjustments to the implementation of the kit, mainly to the third theme (identify opportunities for positive interventions in situations of indirect aggression), and spreading the programme module over time to avoid overburdening teachers.

In relation to the programme's effectiveness, indirect violence in the control school increased throughout the year. In the test school, indirect violence remained stable.

For the school which implemented the toolkit, it was found that fewer students were alone and isolated in school playgrounds, and students' knowledge about aggressive behaviours increased, except in the area of identifying possible solutions for dealing with this type of violence.

Lessons Learned

Creators foresee translating the kit into English and are working on an intervention kit against indirect aggression. This new tool would expand, follow and build on the awareness kit, by focusing less on knowledge, and more on implementation of actions aimed at stopping indirect aggression.

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ACCESS TO TRAINING AND EMPLOYMENT

CONECTATE PROGRAMME, CHILE

Description

Conectate is a three-year education programme launched by Nokia and the Pro United Nations Chilean Association (ACHNU) in 2005. Conectate forms part of the initial International Youth Foundation (IYF) and NOKIA programme - *Make a Connection* (2000), which is being implemented in 20 countries. Conectate is funded by the Inter-American Development Bank (IDB)'s Multilateral Investment Fund, local government, Chile Califica, and the Chilean National Employment and Training Service (SENSE). Conectate works to generate partnerships between the state, civil society and business and directly helps youth obtain employment.

Goals:

- To assist youth (aged 18-25 years) living in disadvantaged areas to develop vocational skills, create internships, and find suitable employment.
- To create networks and cooperation between stakeholders, including from both public and private sectors.
- To help youth avoid negative influences such as drug use and alcohol abuse.

Development and Implementation

Conectate is currently being implemented in the Municipalities of La Florida, Peñalolén and Lo Espejo in the Región Metropolitana, San Pedro de la Paz and Chiguayante in the VIII Región, Chile. This initiative aims not only to help youth (aged 18- 25 years) to find a job, but also to develop life skills such as empathy, conflict resolution and confidence. The programme helps youth living in disadvantaged areas to develop technical (eg. Training in information communication technology ICT) skills that will help increase their ability to obtain employment in an increasingly diverse and tech savvy work environment, and help them to improve the quality of life in the community. Conectate actively forms partnerships with Chilean businesses to provide youth internships, and also aligns its programming to meet the needs of Chilean employers.

Incorporating technology into life skills programming is highly beneficial for youth since it can help to increase self-confidence, communication, and develop and enhance teamwork, problem solving and decision-making skills.

Outcomes/Outputs

Following the implementation of Conectate, it is reported that:

- 550 youth graduated from the programme with improved technical skills and abilities.
- More than half of the initial 550 youths obtained stable employment.
- Youth participants experienced a high level of self-satisfaction and achievement.

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YOUTH FOR CHANGE AND CONFLICT RESOLUTION (YCCR), COLOMBIA

Description

The Youth for Change and Conflict Resolution (YCCR) programme is implemented in two deprived areas of Colombia: Altos de Cazucá, an urban area outside of Bogota which is often a recruiting ground for para-military and guerrilla groups, and in the *Comunas* 13 and 15 in the City of Cali, which experience high levels of gang activity. Both areas in Bogota and Cali have experienced a high rate of poverty and unemployment, which can further generate high risk factors among youth, including joining para-military groups and street gangs.

Goals:

- To create economic opportunities for youth.
- To reduce juvenile crime, violence, and victimisation.
- To increase community safety and maintain peace and stability.

Development and Implementation

The Youth for Change and Conflict Resolution (YCCR) programme was implemented by the Cooperative Housing Foundation (CHF) International from June 2005 to September 2006, with funding from the United States Agency for International Development (USAID) Office of Conflict Management and Mitigation (CMM). The programme included three main initiatives:

- Job training to facilitate job placements for youth in local organisations and businesses, including grants to youth-led micro-enterprises.
- Interactive leadership training which supports youth leaders and youth groups advocating for peace and stability.
- Providing links between local leaders, the community, and the State to strengthen community safety.

All of these initiatives were carried out at the same time. The first initiative targeted at-risk youth for **vocational training**, thereby working to create alternatives to involvement with para-militaries, guerrillas, or gangs. CHF matched qualified youth with businesses in need of entry-level employees. The businesses were responsible for providing training, which was subsidised by CHF. Businesses themselves frequently employed the youth following completion of their training. Under the same initiative, seed grants were provided to youth-led small businesses. Under the second initiative, using a **peer to peer approach**, CHF provided youth with interactive leadership training. Leadership training was delivered to youth in order to improve their sense of empowerment and to further increase their ability to manage a business. This initiative also had seed grants, distributed to youth-led organisations for activities such as sports events, peace-oriented drama and community development projects. Finally, **liaison committees** were developed in order to develop links and facilitate dialogue among partners (eg. community organisations, community leaders and the state), and address and resolve issues faced daily by the community. During these meetings, community safety emerged as a common concern. As a result, ten workshops were organised which focused in particular on the role of the police in the communities. CHF also provided training to youth in mediation.

Outcomes/Outputs

According to the evaluation implemented by CHF, all three initiatives combined have helped to improve the lives of local residents, and reduce the risk of violent acts in the communities. Furthermore, it is reported that:

- 1,200 youth were trained, and successfully obtained permanent jobs in enterprises or business, or opened their own micro-enterprises;
- 1,332 youth were trained in leadership, social responsibility and conflict resolution
- 2 local police forces in two neighbourhoods were trained to effectively manage high conflict in residential areas;
- 113 micro-enterprises were provided with technical skills training, while seed grants were given to new youth-led micro-enterprise;
- 72 youth and community leaders participated in community safety and human rights workshops with the Soacha police. These workshops created permanent paths of dialogue and peaceful cooperation between residents of Altos de Cazucá and the Soacha police;

- 160 youth and community leaders in Cali benefited from citizens' rights and community responsibility workshops with local police.

Furthermore, at the end of the programme (September 2006), a sample of community members and youth were surveyed by CHF. The community survey of 60 individuals found that:

- 87% were aware that youths were actively participating in community projects
- 83% believed that there was a visible improvement in leadership exercised by youth within the communities.

The individual youth survey, sampling 60 youth participants in the programme found that:

- 93% were satisfied with their training
- 87% indicated that the programme had contributed to the achievement of a better life
- 60% stated that the programme increased their economic possibilities.

Sources

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www.chfhq.org/files/4472_file_YCCR.pdf

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Additional Example:

Mi Primer Empleo. A project supported by the Guatemalan Government, Consejo Nacional de la Juventud CONJUVE, in collaboration with the Instituto Técnico de Capacitación y Productividad INTECAP targeting youth at risk (aged 14 to 24 years) living in areas of extreme poverty in the municipality of Villa Nueva, Guatemala. For more information: Email: juventud@conjuve.gob.gt Website: www.conjuve.gob.gt/

PROJECT CHANCE, NAPLES, ITALY

Description

Project Chance operates in three at risk neighbourhoods in Naples, including San Giovanni-Barra, Quartieri Spagnoli, and Soccavo. These particular areas of the city can often be breeding grounds for organised crime groups to recruit young members, crime, and violence. Project Chance was developed in collaboration with the administrative district of Naples, the Department of Sociology of the Federico II University (University of Naples), Università La Sapienza Department of Psychology and Social Pedagogy, and the Department of Neuro-Science of the Secondo Policlinico and University of Huelva (Spain).

Goals:

- To prevent school drop out among youth at risk.
- To engage youth which have been excluded from school.

Development and Implementation

The majority of youth involved in Project Chance come from difficult family environments. Some have parents in prison, or live with parents who have abused drugs and/or alcohol. In many cases, youth living in these families often have to look after one of their parents.

With these challenges, youth are often at risk of dropping out of school, or being excluded from school. Project Chance aims to provide youth with the opportunity to obtain the *licenza media* (the diploma which in Italy marks the end of compulsory education) over the course of a year. Following year one, the project then continues for a second year, in which youth are directed towards local and neighbourhood schools to continue their education. Internships and vocational skills training are made available at this time. Following this, during year three, if the young person wishes to pursue higher studies, Project Chance then guides youth in applying to professional schools.

Social services refer youth to the Project, and contact is established via written communication addressed to the family, in which parents and their children are invited to attend a meeting. At this stage of the project, an initial team composed of a teacher and assistant, explain to the parents and their children the aims and goals of Project Chance, and how it works.

The Chance project team operates in three areas, and comprises:

- six teachers
- one coordinator
- between six and eight social service workers
- between two and four artisans, artists, and experts
- one psychologist

The project involves 30 youth (aged 13 and 15 years) in each session. They are divided into two groups (15 in each group) in the classroom. Every teacher has a tutorial role for 5 youths. The teacher deals with the whole youth education package including conflict resolution, citizenship, and mediation.

The programme also offers sports training and activities, and workshops (eg. ceramic, painting, dance, etc.) which contribute to the diversification of knowledge and training acquired in the classroom.

These additional activities are considered important because they are more concrete and enable youth to discover personal talents, and develop personal trust and confidence that can be applied to every school discipline.

The role of educational tutors involves teaching youth the rules of society, including practices and codes of conduct for the social environment. The educational tutors also provide advice and support to families. The family is sought and stimulated in various ways, including providing new and positive images of youth. The University of Naples supports the project by allocating psychologists and experts, and organises follow-up meetings with teachers every fifteen days.

Outcomes/Outputs

It is reported by project officers that between 1998 and 2004, there were a total of 476 youth who participated in the project; of these, 421 (89%) obtained the *Licenza Media*. The number of students who achieved the middle license and began an additional year of professional training are 338, of these, 77% received accreditation. Between 2003 and 2006, there were a total of 408 youths participating in the project. Of these, 371 (90.93%) obtained the *Licenza Media*, 20 went back to school, 140 were directed towards professional schools, and 50 were directed towards regular employment.

Sources

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Additional Example:

École de la Deuxième Chance 1997 - Marseille (France)

Second Chance Schools target youth (aged of 18 to 25 years) in Marseille, France who have dropped out of school. The aim of the programme is to provide professional training to individuals without a diploma, to help them gain credentials to obtain future employment. From 1997 to 2003, the programme received an estimated one thousand youths, of which 61% improved their education. The programme also helped around half of the participants to obtain employment. For more information visit the website: www.e2c-marseille.net/

SUPPORTING AND ENGAGING STREET CHILDREN

BAYTI (MY HOME) ASSOCIATION, MOROCCO

Description

Bayti is a non-profit association that was founded by Dr. Najat M'Jid in 1994 to respond to the challenges faced by children living on the streets in Morocco's cities. The association began in Casablanca, but has expanded to include offices in Meknes and Essaouira. Bayti targets children in difficult circumstances: street children, working children, abandoned children, juvenile delinquents and sexually exploited children, to help reinsert them into their family, school, or community.

Goals:

To work towards the successful and long-term academic, professional and social reinsertion of street children.

Development and Implementation

A **multidisciplinary team** of teachers, welfare officers, psychologists, doctors, teachers, artists and students work with the children based on a participative approach, where the primary partner is the child. This team is guided by the principles motivation and careful listening that form part of a successful reintegration programme, regular training, and re-evaluation.

Bayti offers professional training, reading and writing, as well as substance abuse treatment, sports and art resources, depending on the child's needs. Family, schools, the private sector, NGOs and public agencies are partners in Bayti's reinsertion work.

Bayti's approach towards children is **structured and deliberately planned**. First, street workshops are conducted to gain the confidence of young people, to encourage them, and to gradually prepare them for social rehabilitation.

This process includes providing access to various workshops, sports activities, medical care, and artistic activities. These workshops are located at various places in the city and at different times of the day. The idea is to prepare the child for the first steps of learning and for them to be able to distinguish time and place.

During the implementation of these activities, a contract is drawn up between the educators and the young person that requires them to respect a schedule, to not be aggressive and to not use any drugs or stimulants. Workshops on care and hygiene are also offered to help establish respect and care for the body. The sports activities reintroduce these children to life in a group, with its constraints, successes and failures. Theatre and painting workshops are designed to encourage the expression of unspoken feelings and thoughts.

Children are housed at Bayti's refuge; there are transitional accommodations for the youngest children and apartments for the adolescents who are enrolled in school or an apprenticeship. In the same location, a carpentry workshop, a training center and a green space for leisure activities are available.

A **research-action programme** has been implemented to better understand the experiences of young people living on the streets and to prevent children from experiencing the same difficulties. It is intended to better support children in their social rehabilitation and promotes a better understanding of the movement of young people living on the streets, including clandestine immigration.

Bayti also offers training for street educators (for other NGOs in Morocco and Europe), a partnership and exchange programme for youth from different NGOs and Bayti, a programme called “minors and prison” (involving the preparation for the reinsertion and the prevention of recidivism), woodworking workshops (a training programme in partnership with Alternatives, in Canada, and the Office de Formation Professionnelle Technique in Casablanca) and work on clandestine migration in partnership with the governments of Spain and France.

Bayti receives funding from Oxfam-Novib, CFD (CH), OAK (CH), UNESCO, Foundation Suez Lyonnaise, Foundation Air-France, Terre des Hommes, Foundation Hassan II, the French Embassy in Rabat, and the private sector.

Outcomes/Outputs

It is reported by the organisation that more than 4970 children have participated in the workshops, and accessed Bayti’s services. 250 of these children were reunited with their families, 43 were attending school, 40 were involved in personalised workshops, 50 were enrolled in professional training programmes and 15 are employed in the private sector.

Sources

Bayti website: www.bayti.net/en/index.php

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Additional Examples:

The Way Home is a training programme for youth workers working with street children and is run by the Khulisa crime prevention initiative in South Africa. www.khulisaservices.co.za/

The **World Health Organization’s** special project on street children offers a training kit for street educators, programme planners, and advocates for street children.
www.who.int/substance_abuse/activities/street_children/en/index.html

ORIZZONTI a COLORI, ROME, ITALY

Description

Orizzonti a Colori is a project developed in 2005, in the city of Rome that focuses on immigrant youth, who often lack the presence of a legal guardian or strong family supports, and are at risk of exploitation, victimisation and/or being involved in crime and delinquency. According to the Foreign Youth Committee (Comitato Minori Stranieri), in Italy in 2006, there were 6,551 youth unaccompanied by their guardians, of which an overwhelming percentage are males (80.5%). The ethno-cultural communities which seem to be the most present in Italy are youth from Romania (35.66%), Morocco (21.83%) and Albania (15.46%). An estimated 53% of foreign minors unaccompanied by an adult are aged 16 and 17 years. According to these statistics, there are approximately 1,050 minors unaccompanied in the Lazio region of Italy.

Goals:

- To prevent youth delinquency and encourage the social reinsertion of youth who have come into conflict with the law.
- To provide assistance to immigrant and street youth.

Development and Implementation

Orizzonti a Colori was developed by Save the Children Italy Onlus, in cooperation with the Department of Social Policies of the Communalty of Rome (l'Assessorato alle Politiche Sociali del Comune di Roma), and the Department of Youth Justice for Lazio region (Centro Giustizia Minorile per il Lazio), with support from the association Vodafone Italia. The programme targets immigrant youth and street youth.

The project involves public, private, and community partners such as the Casa dei Diritti Sociali FOCUS, CIES (Centro Formazione ed Educazione allo Sviluppo) and local NGOs that accommodate youth who have been involved with the criminal justice system.

An operation team, comprised of 16 individuals, work to implement some of the main programme activities. The team uses many strategies including, developing guidelines to reach youth institutions, providing information on health and hygiene, legal advice, cultural mediation, and psychological support to youth participants. The programme also uses **peer educators** to reach out to immigrant youth. Peer educators serve as positive role models and mentors for youth, guiding them towards making the best choices for their future. They provide support, advice, and encouragement. Since a large proportion of street youth in Rome are Romanian (333 of the street youth served), peer educators who share the same nationality and have faced similar experiences are used to reach out to this at-risk group.

The programme also has a **street unit** composed by 14 trained educators, one legal adviser and one cultural psychologist. The street team works several times per week in the area of Rome where criminal acts are more visible. The team provides information on health and sexually transmitted diseases, legal advice on the Italian laws concerning illegal migrants, and directs them to specialised public agencies (such as the centro di Contrasto alla Mendicita' Infantile and il polo Anti-tratta del Comune di Roma) for support.

These two organisations aim to accommodate street youth in a positive family environment to help youth make positive lifestyle choices. The Center also helps to involve the minor's family, and strengthen parental abilities, through the use of existing social services.

The *Orizzonti a Colori* project also operates in the First Reception Centres (Centro di Prima Accoglienza Penale di Roma CPA) which accommodate minors who have been stopped or arrested. The team also consists of four social mediators that assist youth involved in the criminal justice system. An important part of their work involves motivating youth to participate in vocational training and social reintegration courses.

A **Coordination Committee** (Comitato di Coordinamento) was created in order to monitor and coordinate all the activities of the project. The Committee includes the project leader, a general coordinator of Save the Children Italy, and representatives from all the partner organisations (eg. Centre for Youth Justice Lazio Region (Centro per la Giustizia Minorile per il Lazio), the Collective of Rome – Department of Social Policy and Health (Comune di Roma, Assessorato alle Politiche Sociali e Promozione della Salute, V Dipartimento); the Home of Social Rights (Casa dei Diritti Sociali); the Centre for Development Information and Education (CIES Centro Informazione e Educazione allo Sviluppo), and an individual which represents all the other communities which accommodate minors. Meetings are held once a month between the Coordination Committee and the social mediators, cultural mediators, and street teams. The street teams also meet every 15 days.

Outcomes/Outputs

It is reported that between September 2005 and June 2006,

- the street team approached 1,224 young individuals.
- established contact with approximately 700 youth either on the street or in custodial settings.

Between December 2005 and July 2006, the social mediation teams carried out interventions with 10 minors each month, for a total of 86 interventions. 76 of the 86, minors involved in these interventions revealed that they were alone in the country. According to *Save the Children* and the entire team of *Orizzonti a Colori*, the programme has improved the knowledge of youth justice operators and first reception centers about the needs of foreign minors who have come into conflict with the law. The programme is currently being evaluated and the evaluation is expected to be released in June 2008.

Lessons Learned

The reception centers should provide not only education, but also vocational skills training, since employment is one of the main reasons for migration.

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Ministero della Giustizia - Uffici di Servizio Sociale per i Minorenni (USSM)

www.giustizia.it/minori/uff_serv_soc.htm

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Additional Examples:

Niños y Niñas en Situación de Calle 1990 – Chile, Metropolitan Region of Peñalolén's commune. Funded by SENAME – Government of Chile, Ministry of Justice. The project aims to positively approach street youth to prevent further exploitation and contribute to social reinsertion. For more information, contact: ACHUN Asociacion Chilena Pro Naciones Unidas, Eduardo Pando, Project Director, at Tel: (56 2) 2743150 – 3414941, or by email: epando@achnu.cl, ninospenalolen@achnu.cl

Association Jeunes Errants (AJE) 1995 – France, PACA Region.

The AJE is an association of sociologists, jurists, educators, and community members that focus on Child protection and Children's rights. The association targets Foreign street children (aged between 10 to 17 years). Contact for more information: jeunes.errants@wanadoo.fr. Website: www.jeunes-errants.org

COMMUNITIES IN ACTION FOR YOUTH SAFETY

ESPAÇO CRIANÇA ESPERANÇA ECE – (CHILDREN’S HOPE SPACE), BRAZIL

Description

Favelas in Rio de Janeiro neighbourhoods are known to be breeding grounds for violence affecting children and adolescents, drug trafficking, and homicides. There is also the tendency to recruit youth as drug soldiers. According to UNICEF research between 1987 and 2001, an estimated 3,937 minors were killed in Rio de Janeiro. Additionally, in 2002, research carried out by UNESCO (Map of Violence of Brazilian Youth) revealed that in Brazil, youth aged between 15 to 24 years were more at risk for homicides. The homicide rate for this particular age group in Rio de Janeiro was 131 per 100,000 compared with 56.5 per 100,000 for the general population. People living in highly deprived areas of Rio de Janeiro have limited access to quality education, recreational activities and health facilities. Children’s Hope Space is a project that began in 2001, and continues to operate in Cantagalo and Pavão/Pavãozinho - two large slums in Rio de Janeiro.

Goals:

- To provide youth with positive alternatives.
- To minimise the risk of youth being exposed to violence.
- To promote education, culture, social inclusion, and social development in the neighbourhood.

Development and Implementation

In 2001, the Espaço Criança Esperança was implemented in two deprived neighbourhoods in Brazil. The project is managed by the Technical Team at Viva Rio (a Brazilian NGO), with funding from “Criança Esperança”, a project developed by O Globo Media Group in partnership with UNICEF. The Rio de Janeiro State Secretary of Social Action supports the space in which the project is housed.

Children’s Hope Space (ECE) provides a programme that combines cultural and recreational activities with accelerated learning to improve children’s and adolescents’ self-esteem and life chances in poor and violent neighbourhoods. The programme includes sports activities, classrooms, a library, computers and indoor spaces for youth to socialise and be safe. It delivers recreational activities such as: football, volleyball, basketball, martial arts classes, swimming lessons, theatre and dance. According to the programme, sport is one of the most important activities, since it enables youth to learn the rules of life and teaches them to relate to one another in harmony.

In addition to these activities, youth are offered free professional classes. These classes involve the cooperation of the Gas Natural Foundation, and include basic computer sciences, cultural activities and social responsibility programmes. This foundation in collaboration with Viva Rio delivers these classes to help facilitate the social re-insertion of youth through employment. The project at present has also been implemented in two deprived zones in Brazil.

Outcomes/Outputs

Project partners reveal that since 2001, each year:

- 500 youth attend the library and information technology classes
- An average 200 students attend professional courses at the “Centro de Capacitação Gás Natural”.
- Additionally, in 2006, ECE offered 15 different professional training courses, which resulted in the hiring of 272 previously unemployed youth.
- Recently, it was reported that in 2007, all four neighbourhoods provided services to 44,145 local community residents. In the same year, 83 activities were conducted in the area of sports, culture and education. Also, 6 professional classes were made available which generated employment to a further 120 youth.

Sources

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EL GOLBIANO – EL JUEGO DE LA PAZ, COLOMBIA

Description

In Colombia there is a major problem of armed violence (an estimate of 38,000 illegal armed groups), and youth are extremely vulnerable in being recruited by armed groups. El Golbiano - El Juego de la Paz is a tool that encourages the dissemination of football principles such as team spirit, respect, tolerance and social values to young men and women living in disadvantaged neighbourhoods in Colombia who are at risk of joining armed groups. The practice focuses on sports since they contribute to health, happiness and well-being of children and young people.

Goals:

- To use sport as a tool to stimulate practices of cooperation and tolerance between youth living in vulnerable and deprived social settings.
- To encourage dialogue between local inhabitants and other political actors through the use of football, and generate processes of learning and exchange of ideas in local communities and institutions – such as state institutions, the private sector and NGOs.

Development and Implementation

El Golbiano - El Juego de la Paz involves a partnership between El Programa Presidencial Colombia Joven y la Oficina del Alto Comisionado para la Paz in cooperation with: UNICEF, the German Ministry of Development (GTZ) and the International Organization for Migrations (OIM). The programme stresses the importance of youth spending free time in a positive and productive way. The programme does not require expensive structures. During football, emphasis is placed on teaching values of team spirit, humility, dignity, respect to the rules of the game/life, tolerance, patience, persistence and dialogue. According to the programme officers, **sports development is used as a social tool in dealing with a variety of issues from social integration, health, community regeneration, crime and social inclusion.**

Football is also used as a means to revitalise public spaces such as parks in the neighbourhoods where matches are held. During the games, representatives from public institutions, private organisations and NGOs are present. The games, attracting a diverse crowd, are used by these organisations as a venue to provide additional services (eg. discussions on substance abuse, etc). The matches also are used to notify local residents of available social services in the community.

Outcomes/Outputs

It is reported that between October 2003 and January 2004, the programme was implemented in 39 municipalities. In this phase, 18,907 youth participated in the programme. Of those, 80% were aged 14-25 years old. A process evaluation was developed, that combined individual and participation techniques. The following changes among youth were observed:

- Increased integration in the community
- Family support and strengthening of family ties
- Reflection upon key values that are necessary in order to obtain a peaceful family environment
- Recognition of the importance of putting into practice tolerance, respect, honesty and dialogue as key points to improve the behaviour
- The appropriation of public spaces like parks and main streets – these places were often neglected by the community causing feelings of insecurity and fear of crime
- Strengthening of social bonds between youth
- Reflection upon positive societal values
- Changes in the resolution of conflicts

Lessons Learned

- A need to strengthen a stable alliance between local and national projects in order to maintain support
- The need to strengthen youth empowerment so that youth become the actors of community change and development
- The need for a national team to help manage and support local projects

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Additional Example:

Luta Pela Paz 2000 – Brazil (Fight for Peace)

The Fight for Peace Sports and Education Centre provides sports and educational activities to 150 youths from the Complexo da Maré. The project began in 2000 as a boxing academy, and provides training in wrestling and Capoeira. Besides sports training, members also participate in weekly citizenship and conflict resolution classes. Fight for Peace seeks to offer young people at risk alternatives to involvement in crime and the drug trade. For more information, contact Programme Coordinator: Luke Dowdney, Tel 55 (21) 2555 3791, or email: luke@vivario.org.br.

GRUPO CULTURAL AFROREGGAE, VIGARIO, BRAZIL

Description

The AfroReggae Cultural Group (ARCG) is a non governmental organisation established in 1993, based in a favela called Vigario Geral, in Rio de Janeiro, encountering challenges in relation to underemployment, drug trafficking and police brutality. ARCG began with the distribution of a newspaper (Afro Reggae news), with a large readership of Afro-Brazilian and mixed populations, following the killing of 21 innocent residents of Vigario Geral in an illegal action of the police, resulting from an altercation between the police and drug dealers. The newspaper aimed to spread information about Afro-Brazilian culture, especially to youth who identified with various music genres (soul, hip hop and reggae).

Goals:

- To develop and promote education and culture through arts, music, and sports.
- To spread positive messages through international radio stations and AfroReggae music groups.

Development and Implementation

ARCG implements cultural and artistic education programmes and workshops in the poorest and most violent communities in Rio de Janeiro, Brazil. The Group engages in direct dialogue with youth and the Afro-Brazilian population of the favelas, where the community faces very difficult living conditions. Since drug abuse, violence and youth homicide are high in Rio de Janeiro, the Center aims to offer youth positive alternatives through opportunities to engage in social and cultural practices.

ARCG offers workshops on capoeira, football, percussions and dance. These activities have also opened the door to other activities including **training of police officers** in the areas of graffiti, street dance and theatre enabling them to work with youth from poor communities. In recent years, ARCG received a grant from the Ford Foundation for a pilot project to create a new model of police community relations. This is a project which has been developed and evaluated in the state of Minas Gerais, Brazil. It has helped to change attitudes of the police to youth and vice versa (Ramos 2006).

The ARCG's activities also helped to link youth with other social development programmes, such as, literacy programmes, and parenting programmes, and job training. ARCG's programmes have spread throughout Rio de Janeiro slums, including Paradas de Lucas, Cicade de Deus, Cantagalo and Pavão-Pavãozinho. In Paradas de Lucas (2001) the ARCG implemented a programme called *Breaking Barriers* (Rompendo Fronteiras) which aimed to gather together the two rival neighbourhoods (Vigário Geral and Paradas de Lucas) to promote messages of peace.

In Cantagalo and Pavão-Pavãozinho, the ARCG helped to create an amphitheatre in which circus workshops are run. The main objectives of these workshops are to provide a free space where youth may engage in positive activities such as juggling, trapeze and acrobatics.

Other activities set up by the AfroReggae Cultural Group include the dissemination of peace messages and information on their programmes through AfroReggae News, radio programmes (2006), broadcasted directly from Viva Rio station and through Viva Favela. In partnership with *RadioActive*, AfroReggaeDigital.com was set up, which is a radio training school and internet radio station broadcasting from favela of Parada de Lucas. AfroReggaeDigital provides radio training to residents in the community skills and confidence and providing a platform to express their views and tell their personal stories.

Music is seen as the best instrument to draw attention, and gain young people's participation among all the activities through AfroReggae. Alongside the activities of the NGO, the Afro Reggae Group created a production company and employed many young people in different areas of artistic production.

The artistic and social success obtained by the AfroReggae music group has also inspired several similar projects in different parts of the world such as the United Kingdom and India.

AfroReggae also received a grant from the Ford Foundation and a music contract with Universal Records which provide resources to reach even larger numbers of Brazilian youth. The radio programmes and the music group of the ARCG were able to send widespread messages of peace and gain international attention on the issues concerning youth living in deprived areas.

Outcomes/Outputs

According to ACRG, before the group's emergence in 1993, there were 150 drug lords in Vigário Geral. Since 2004, it is reported that the number had been reduced to 25. The AfroReggae Cultural Group reaches an estimated 2 000 youth from the favelas. It is implementing an estimated 70 projects in all four favelas of Rio de Janeiro.

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AfroReggae Digital Website: www.afroreggaedigital.com/

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COMPREHENSIVE INITIATIVES

PROUDLY MANENBERG, MANENBERG, SOUTH AFRICA

Description

Manenberg is a township near Cape Town that has been associated with gang activity, drugs and crime, as well as the corresponding challenges of unemployment and poverty. There has been a particular problem with gang activity in and around schools. A vibrant local community group made up of present and former residents was formed in 2005 called Proudly Manenberg, to develop projects to reduce the stigma associated with the area.

Goals:

- To engage the community and develop partnerships with different government departments, the private sector, and other stakeholders.
- To develop young people's abilities to lead meaningful and sustainable lives.

Development and Implementation

As of July 2007, Proudly Manenberg's plan for the Safety Sector involves two phases:

- Mobilising the community and the building of partnerships with the police, civil society government and the private sector
- Launching of a volunteers recruitment project

Proudly Manenberg is a voluntary organisation and is supported by funds from fundraising activities, and public funds.

Proudly Manenberg works with community members, religious leaders, schools and the government. Specifically, the Safety Sector works in partnership with the Department of Community Safety and South African Police Service (SAPS). The Business Sector works with the Department of Economic Development and Tourism. The Education Sector collaborates with the Manenberg Education and Development Trust. It also works with the Department of Public Works and the private sector to examine the issues of unemployment and early leavers

The project consults the community because they provide valuable input as to how to make Manenberg safer. The community is also involved in the volunteer project; Proudly Manenberg aims to recruit 500 volunteers to take part in the Safety Sector Community Brigade, which will be part of the Police Reservist Core. The volunteers will adhere to a code of conduct and will wear distinctive yellow jackets and shirts with the Proudly Manenberg logo.

Part of Proudly Manenberg's strategy deliberately does not engage with the gangs that cause so much insecurity in the area. Instead, its members choose to improve and reclaim public areas in Manenberg so that the gangs have less and less space to operate. A youth skills development and support programme is also being developed to provide young people with alternatives to crime and gangs.

In December 2007, the Office of the Premier of the Western Cape signed a Memorandum of Understanding (MOU) with Proudly Manenberg, allotting R650 000 over three years of government funds for the development of Manenberg.

Outcomes/Outputs

Proudly Manenberg has accomplished a variety of things since its publicity campaign was launched in the areas of education, capacity-building and improving public spaces. For example, the campaign runs a scholarship programme, and in 2005, it awarded bursaries to six students. In 2006 it provided funding for twelve young Manenberg residents to continue their studies. These are promising and motivated youths who would not have been able to attend university otherwise.

In January 2007, 9000 Manenberg residents marched in the streets to protest against crime in their neighbourhood. Other evidence of community engagement include the canvassing of Manenberg by 100 Proudly Manenberg volunteers to build support for its safety plan. Volunteers from the Safety Sector Community Brigade also patrol Manenberg.

Most recently, in March 2008 Proudly Manenberg opened a community garden site, which also functions as a green space for recreation and cultural events. The gardens contain an open-air stage for arts events and space for residents to set up stalls to sell concessions.

Proudly Manenberg has given itself five years before it begins its formal evaluation process, but it has already received significant recognition and support from members of the community and its partners. Moreover, it has been used as a model for the creation of intervention projects in 15 other areas identified as having crime and unemployment challenges.

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Contact

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CHANCE ON MAIN, TASMANIA, AUSTRALIA

Description

Chance on Main (CHoM) is an early intervention programme, created in 2004 in the rural city of Glenorchy, Australia (2005 est. population 44,615). The programme is aimed at youth (aged 14-19 years) who are at risk of entering the juvenile justice system, dropping out of school, or who have family difficulties that may result in their becoming homeless. Chance on the Main was set up to respond to several risk factors including the high levels of unemployed youth, a high proportion of single parent families, a high rate of young people receiving Youth Homelessness Allowances. The programme works with "high risk" youth and was established through five years of consultation involving relevant service providers such as police, health and education, as well as the Glenorchy community and young people themselves.

Goals :

- To provide youth at risk, including young offenders the opportunity to participate in positive activities and recreation that will help foster skills and personal development through role modelling and mentoring with the broader community,
- To generate vocational and academic outcomes for youth to achieve their potential and contribute to long term community well-being.

Development and Implementation

A state-wide health survey indicated that a lower percentage of youth in Glenorchy were involved in community and voluntarily activities, while a local youth help line indicated that common reasons for young people in Glenorchy to seek help concerned included family relationships, child abuse, leaving home and homelessness, pregnancy, drug use, and grief and loss. Young people identified the need for a programme like Chance on Main during consultations conducted as part of National Youth Week and through the work of the Glenorchy Youth Task force in 2003. During the same year, the Youth Action Network of Glenorchy, an interagency network comprised of more than 80 youth sector service providers, formed a working group to oversee the employment of a project officer to research the feasibility of establishing an early intervention programme in Glenorchy. Extensive research was undertaken of other models used throughout Australia, and in 2004 Chance on Main was established in the form of a youth development and participation centre.

The centre offers a number of activities, including:

- School link (joint programme with participating high schools for young people excluded from mainstream school)
- 'Off the Streets and into the Studio' music programme
- Learner Driver (oral instruction to help youth pass the driving test)
- Young Dads Support Programme (for 14-19 year old dads)
- Mentoring Programme "Handshake"

Other initiatives allow youth participants to learn cooking, budgeting, information technology, positive body image, self esteem and job readiness. One works specifically with women at risk of leaving school in grades 9 and 10.

High staff to participant ratios, intensive monitoring, and the use of tailored programming provide a social arena where youth are able to discover their skills and abilities. The programme aims to engage interests and build trust between programme workers and youth, and challenge youth to make healthier life choices. Counselling and family support may also be provided. Most referrals to Chance on Main come from Youth Justice (65%), followed by the Tasmania Police (10.6%). The remaining referrals come from the Department of Education, Youth Health services and non-governmental agencies.

The programme was started with two-year pilot funding from the Australian National Community Crime Prevention Programme, which has since renewed funding. Other support has come from the Adventist Development & Relief Agency (ADRA), the Tasmanian Community Fund, the Glenorchy City Council, Anglicare Tasmania, PW training, Tasmania Police, Mission Australia, the Department of Health and Human Services (Youth Justice, Youth Health, and Housing Tasmania), the Glenorchy Better Business Association and the department of Education.

All the mentioned partners support the programme through financial management, planning programme activities, monitoring progress, promotion of the programme, or in the evaluation process. Many local businesses and voluntary organisations have made in-kind donations in the form of supplies donation and funding to send youth to life skills camps.

The Chance on Main programme is a partnership between Glenorchy City Council, ADRA, service providers, the business sector and the community of Glenorchy. The programme operates under a whole of Government and whole of community approach towards crime prevention and community safety. Daily management is the responsibility of ADRA, while interagency partnerships are a key component of the project. Around 20 agencies are involved, with 10 represented on Chance on Main's Steering Committee. These include the Police, Youth Justice, Education, Health, City Council, business community and other non-governmental support or training organisations. ADRA is responsible for the day-to-day management of the programme.

Outcomes/Outputs

- According to Chance on Main, evidence suggests that 86% of participants referred by Youth Justice have not re-offended since they entered the programme.
- In its first 18 months of operation, Chance on Main worked with 145 young people. An average of 25 young people participated per month.
- The community of Norfolk has asked Chance on Main to assist them to establish a similar programme.

In 2005, Chance of Main received the Tasmanian Crime and Community Safety Award for group innovation, and in 2006, it was an Australian Crime and Violence Prevention Awards winner. The Glenorchy City Council has agreed to support the programme through 2010.

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SECTION 3
YOUTH GANGS

INTRODUCTION

The phenomena of youth gangs has caused public concern and mobilised authorities worldwide. Cities, national governments and international agencies have sought to understand and respond to gangs in an appropriate manner. However, doing so has not proven to be easy. Discussion of youth gangs in an international context is a challenge because of a lack of common definition, a lack of general agreement about the best way to respond, and unique contexts that can sometimes limit transferability of learning. Despite these challenges, some consensus has been reached on how we should think about gangs, where they operate, and what can be done to best address them.

Definitions

Finding a common definition of the term “gang” is a challenge for both the research community and policymakers, precipitating a growing collection of synonyms and words that represent significant regional differences. In Anglo-Saxon countries, *street gangs* and *youth gangs* are used interchangeably with relative ease.⁷ In France, *bandes de jeunes* and *regroupements de jeunes* are used, while in Québec, *gangs de rue* is quite common. In parts of Francophone Africa, one will find *groupes de justiciers* as well as *vigilantes*.⁸ Spanish-speaking countries have used words ranging from the relatively benign *grupos de jóvenes* (youth groups), to *pandillas juveniles* (gangs), to Central American *maras*. The notion of children in *organised armed violence* is a term more recently developed to describe the situation of young people engaging in groups perpetrating violence in Brazil and elsewhere.⁹

Attempting to deal with the problem of definition, the United States Office of Juvenile Justice and Delinquency Prevention (OJJDP) has opted to remain subjective: “a group of youths or young adults in your jurisdiction that you or other responsible persons in your agency or community are willing to identify or classify as a ‘gang’.”¹⁰ In order to ensure a level of common understanding, some countries have highlighted the distinction between youth gangs and adult criminal organisations. A Canadian survey¹¹ excluded motorcycle gangs, hate or ideology groups, prison gangs, and other exclusively adult gangs from its definition of youth gangs. In the United States, the 2004 National Youth Gang Survey also excluded “motorcycle gangs, hate or ideology groups, and exclusively adult gangs.”¹² Furthermore, the US-based National Youth Gang Centre distinguishes between “youth gang” and “street gang” because the use of the latter may confuse youth gangs with adult criminal organisations. It should be noted, however, that youth may be recruited to largely adult gangs and criminal organisations.

Governments and NGOs have taken a range of approaches in addressing the question of youth gangs, given the complexity of gangs, and differences in their objectives. Research has helped to increase understanding on gang formation and on good practices based on evidence.¹³

Numerous studies on the motivations and processes of gang affiliation from a range of perspectives, including sociological¹⁴ and economic¹⁵, have helped researchers to identify a typology that demonstrates the diversity of the phenomenon, as well as identify common elements.

Gangs are generally understood to have:

- a **collective nature**, which refers to the delinquent and criminal behavior of gang members beyond the acts those members have committed as individuals.¹⁶
- an **association with crime** leading many to refer to gangs as criminal enterprises or criminal organisations¹⁷
- a **youth dimension**, which has caused the World Health Organisation to determine that “in general, gang members can range from 7 to 35 years, but typically are in their teens and early twenties.”¹⁸ The U.S. National Youth Gang Center finds gang members “generally aged 12 to 24,”¹⁹ while the Canadian Police survey draws the age barrier of youth gangs to include those “under the age of 21.”²⁰

⁷ Sharp & Medina (2006 pp. 1).

⁸ Barchecheat (2006 pp. 6).

⁹ Dowdney (2005).

¹⁰ Office of Juvenile Justice and Delinquency Prevention (2006).

¹¹ Dyke (2007).

¹² Office of Juvenile Justice and Delinquency Prevention (2006 pp.1).

¹³ Rosenblat (2007), Pauls & Hornick (2005).

¹⁴ Among the classic texts, see: Trasher (1927); Whyte (1993); Liebow (1967); Moore (1978); Sullivan (1989).

¹⁵ See for example Levitt (2000, pp. 755-789). The authors analyse the motivations for joining gangs and participating in their activities.

¹⁶ Klein, Maxson, & Weitekamp (2001).

¹⁷ See for example: Jones, Roper, Stys, & Wilson (2004), or National Youth Gang Center

¹⁸ World Health Organisation (2002 p. 35).

¹⁹ National Youth Gang Center. Retrieved October 31st, 2007 from: www.iir.com/nygc/faq.htm#q1

²⁰ Astwood Strategy Corporation (2003, pp. 1). This Canadian survey on gangs released in 2002 gives an overview of youth gangs identified by the police. The survey sent to respondents from police services, define youth gangs as a “group of youths or young adults in the respondent’s jurisdiction, under the age of 21, that the respondent or other responsible persons in their agency or community were willing to identify or classify as a ganggroup of adolescents or young adults, aged less than 21 years old”.

In most countries that recognise the phenomenon, gang members are primarily male, even if some females do participate in gangs.²¹ Gang affiliation is frequently manifested through the use of specific signs, tattoos, colours, types of clothing, and language. These signs have sometimes created confusion in perception and affiliation of youth to gangs.

One source of persistent confusion is the tendency to assume that groups bearing the same name respond to a common command structure.²² This is often not true. For example, while Mara Salvatrucha gangs exist in both the United States and El Salvador and both trace their roots to the Rampart area of Los Angeles, there is little evidence of coordinated activity. Indeed, even within the country, individual cliques of large umbrella gangs appear to operate with a great deal of autonomy.²³

Gangs may also have an element related to ethnic, cultural or political identity. There are some countries where gangs are connected to ongoing political influences and violence, such as Jamaica²⁴, Spain²⁵ and Nigeria, while minority classifications are common in the United States context.

Canada and high-income countries in Europe have also tended to identify racial and ethnic identity of gang members for research purposes. Further, foreign or imported street gangs are reported in Holland, Norway, Denmark, Germany, Russia and Italy.

The criminal nature of gangs is increasingly defined along a continuum. At one extreme, it is possible to identify groups of friends who imitate criminal gangs, but who do not constitute an actual danger to society; at the other end of the continuum there are criminal groups that are linked to organised crime and are composed largely of adult members.²⁶ In the United States, a widely used classification of street gangs makes distinctions according to age, length of existence, size of membership, degree of organisation, existence of sub-groups, territoriality and criminal versatility.²⁷

A significant problem that arises from youth gangs, even those that are benign, is **fear of victimisation among members of the community**. This can be fuelled and increased both by media attention to gangs and by official gang awareness and gang suppression programmes.

Despite the issues faced by communities finding themselves host to youth gangs, the **primary victims of gangs are other gang members**. For example, a summary of gang victim findings by youth gang scholars Klein and Maxson recently found that the most common victims of gang homicides and drive-by shootings in the United States are other gang members.²⁸ Further, contrasted with other types of violence, **gang violence is more likely to take place in public places** and involve more weaponry and lethal weapons, more assailants with fewer personal acquaintances, younger participants (with victims being a few years older, on average, than the assailants), more motor vehicles, and more injuries and associated charges.

Geographic distribution of youth gangs

Although similarities between gangs may be identified, it is important to note that **gangs and research on gangs varies greatly from country to country**. Furthermore, information on gangs is often lacking, while attempts at categorisation are made difficult by a paucity of reliable, accessible and standardised data.²⁹

In the Americas, gangs have a long history in the United States and Latin America, while it can be said that they are a more recent development in Canada. In the United States, gang activity grew out of a societal structure based on ethnicity and racial distinctions that resulted from the industrial revolution and immigration patterns.³⁰ Accordingly, gangs in the U.S. are often related to particular ethnic groups (Irish, Italian Jewish, Slavic, etc) and emerged following successive waves of immigration.

²¹ See for example the capsule by Chantal Frédette in ICPC's International Report on Crime Prevention and Community Safety, and Conseil jeunesse de Montréal (2006).

²² United Nations Office on Drugs and Crime (2007 pp. 180).

²³ Ibid.

²⁴ Mogensen (2005, pp. 229).

²⁵ Garrido (2007).

²⁶ Malcom Klein identifies moderate levels of organisation, toward ill-defined and changing leadership, and a rhetoric of values and beliefs that is stronger in its statement than in its behavioural consequences.

²⁷ Klein (2007).

²⁸ Klein & Maxson (2006).

²⁹ Tichit (2003, pp. 61).

³⁰ Jones et al (2004, pp. 74).

In Canada, the number of street gangs is estimated at 434 and the number of members at over 7,000 according to the 2004 Canadian Police Survey on Youth Gangs.³¹ Almost half of these are under the age of 18 and almost all are male (94 %). Gang presence in Canada is more common in certain areas than others.³² A 2006 report found that there were 300 street gangs with an estimated 11,000 members and associates.³³

In Latin America, there is a lack of consensus regarding the definition of “*pandilla juvenil*” (youth gang). A recent regional seminar on youth gangs outlined the many expressions of the phenomenon, from benign student high school organisations to maras that exercise territorial power of entire slums.³⁴ Despite debate on the definition, there is no doubt that many countries in Latin America are host to youth gangs. **The largest and most violent gangs in the region seem to operate in Central America.** Most countries afflicted are Honduras, Guatemala, El Salvador and Nicaragua.³⁵ There are an estimated 70,000 gang members in seven Central American countries today.³⁶

Country	Number of Gangs	Total Membership	Average number of members per gang
Panama	94	1385	15
Nicaragua	268	4500	17
Guatemala	434	14,000	32
Belize	2	100	50
Honduras	112	36,000	321
Costa Rica	6	2660	443
El Salvador	4	10,500	2625
Total		69,145	

Source: United Nations Office on Drugs and Crime (2007), *Crime and Development in Central America: Caught in the Crossfire*, pp. 60.

In the latter half of the 1990s there has been increasing attention by policymakers on **the impact of criminal deportees on higher rates of gang violence and international organised crimes within North and Central America.**

The origin of the phenomenon lies in US and Canadian deportation legislation. The US’ 1996 *Illegal Immigration Reform and Immigrant Responsibility Act* made significant changes to the deportation regime, reducing appeals and greatly expanding the definition of deportable “aggravated felonies”³⁷ to include a range of lesser offences.³⁸ Since then, the United States began deporting undocumented immigrants, many with criminal convictions, back to the region. Between 2000 and 2004, an estimated **20,000 criminals** were sent back to Central America.³⁹ In Canada, the *Immigration Act* came into force on July 10, 1995 with Bill C-44.⁴⁰ Under this act, a person who had been convicted of an offence under any Act of Parliament with a term of imprisonment of ten years or more may be imposed a deportation order.⁴¹

On June 28, 2002, the *Immigration and Refugee Protection Act* (IRPA) introduced changes to the criteria that may lead to a deportation (convicted of an offence punishable under an Act of Parliament by a potential penalty of at least 10 years of imprisonment or if sentenced to more than six months of imprisonment for any federal offence).⁴²

³¹ Ashwood Strategy Corporation (2003, pp.2).

³² Barchechat (2006, pp. 4).

³³ Criminal Intelligence Service Canada, 2006.

³⁴ Solis Rivera (2007).

³⁵ United Nations Office on Drugs and Crime (2007, pp.16).

³⁶ Ibid. pp.16).

³⁷ The 1996 Act amends the definition of « aggravated felony » by lowering the fine and sentencing thresholds for many offences, effectively including relatively minor crimes. Under this law, criminal deportation has been ordered for crimes as shoplifting and urinating in public. U.S Department of Justice. Fact Sheet 03/24/97. In United Nation Office on Drugs and Crime (2007, pp.85).

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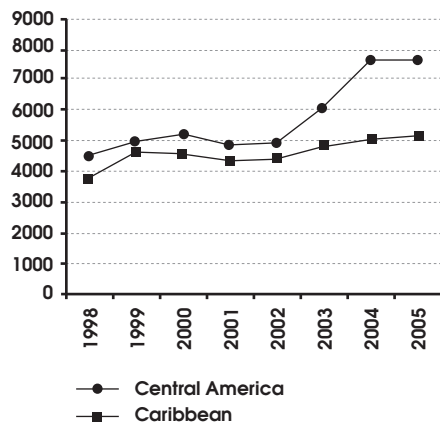
⁴⁰ Bill C-44 is setup to facilitate and coordinate communication between Immigration Canada, The Canadian Security Intelligence Service, The Royal Canadian Mounted Police, local provincial and municipal police forces, the Correctional Service of Canada and private/public transportation agencies

⁴¹ Immigration and Refugee Board of Canada. Retrieves on January 25, 2008 from: www.irb-cisr.gc.ca/en/references/legal/iad/roa/roa02_e.htm

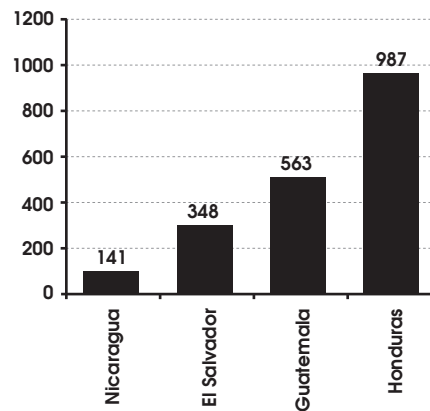
⁴² No one is subject to automatic deportation as a result of a conviction in Canada. A delegate of the Minister of Public Safety and Emergency Preparedness reviews the circumstances of each case and in many cases may allow the person to remain in Canada.

Countries of destination

Total criminal deportees to Central America and the Caribbean



Deportees per 100,00 US population in 2005 (based on 2000 Census population data)



Source: United Nations on Crime and Drugs (2007). Crime and Development in Central America: Caught in the Crossfire. United Nations Publications, pp.42.

El Salvador, Honduras and Guatemala received 90% of the deportations to Central America in 2005. Jamaica is the country in the Caribbean with the largest flow of deportees relative to its population.

Caribbean authorities⁴³ have expressed serious concern about the **impact of deportation in the destination countries**.⁴⁴ During the 22nd Meeting held in Nassau, Bahamas in July 2001, the Caribbean Community CARICOM and heads of government expressed concern over new forms of crime and violence, including deportees that continue to threaten security. The Regional Task Force on Crime and Security⁴⁵ was established in 2002 to examine the major causes of crime, and identified criminal deportees as a principal security threat and a factor of increasing significance in the escalation of crime and violence. **Still, it is very difficult to determine the real impact of criminal deportees, and especially deportees that have been involved in gang-related activities, or crime rates in their countries of origin.**

The Caribbean Community report on Crime and Security states that data on deportee crimes are seldom available and few studies have been done regarding the impact of deportees on crime in the region.⁴⁶ The 2007 UNODC World Drug Report questioned the relationship between street gangs and drug traffickers, but has highlighted the need for further investigation.⁴⁷ Moreover, there is little evidence that those links have, as yet, taken on a structured, institutionalised character, and the level of transnational communication between organised groups in one country and another does not appear to be highly organised or consistent.⁴⁸ In response to misunderstandings, important research⁴⁹ efforts have been underway in order to **analyse comprehensively the transnational links** of organised crime in the region.⁵⁰

In **Brazil**, organised criminal groups with a gang-like nature were created in the context of drug trafficking in the 1980s with the appearance of cocaine on the market. Today there are three large drug factions (« *Comando Vermelho* »,

⁴³ Jamaican Prime Minister PJ Patterson address to the S. Lucian Parliament on 1 July 2004. In United Nation Office on Drugs and Crime (2007) op., cit, pp. 87

⁴⁴ Misir (2007, pp.82)

⁴⁵ The task force is chaired by Mr Lancelot Selman of Trinidad and Tobago, comprised representatives from each of the Member States, the Regional Security System (RSS), and the Association of Caribbean Commissioners of Police (ACCP). Also participating in the work of the Task Force at its invitation were Professor Ramesh Deosaran, Director – Centre for Criminology and Criminal Justice, University of the West Indies, St Augustine and Dr Anthony Harriott Senior Lecturer, Department of Government, Faculty of Social Sciences University of the West Indies, Mona Campus, Jamaica.

⁴⁶ The Caribbean Community (2002, pp. 34).

⁴⁷ United Nations Office on Drugs and Crime (2007, pp. 17)

⁴⁸ Washington Office on Latin America (2006).

⁴⁹ Nielan (2007). For example, the Network on Transnational Youth Gangs (Red Transnacional de Analisis sobre Maras) of the Centre for Inter-American Studies and Programs at the Instituto Tecnológico Autónomo de México has identified that: While a growing and complex problem, the transnational and criminal nature of youth gangs is quite limited. Only a small minority of gang members in El Salvador, Honduras and Guatemala, possess transnational ties with other gang members, or ties with organised crime and/or narco-trafficking. Despite alarmist rhetoric, youth gangs composed of Central American immigrants linked to the Mara Salvatrucha or Calle 18 have not expanded into Mexico in an organised manner. However, there are numerous youth gangs, composed of Mexican youth and not linked to Mara Salvatrucha or Calle 18, as well as criminal gangs related to narco-trafficking in Mexico, that are a serious public security problem. Retrieved on January 24, 2008, from: <http://interamericanos.itam.mx/maras/Resumen%20Ejecutivo%20Ingl%20E9s%20Final.pdf>

⁵⁰ Washington Office on Latin America (2006, pp. 3).

« *Terceiro Comando* » et « *Amigos dos Amigos* ») controlling the drug market (cocaine and marijuana), all located in favelas. Each one forms a network with a hierarchical structure, supporting and protecting one another but also using forced reciprocity leading to forced collaboration. The gangs are primarily economic, and of 10,000 estimated members, half are minors.⁵¹

In **Europe**, researchers frequently avoid the term “gang” due to the risk of **stigmatisation** and opt to use the term “delinquent youth group” (DYP) to indicate “*young people who are involved in delinquent activities at a group level.*”⁵² They highlight the dangers of strengthening gangs in intervention work, the different range of typologies of gangs and the problem of a common understanding of gangs as well as the links to cultural and media influences.⁵³

Spain seems to face a unique situation, where Latin American gangs are increasingly identified and reported. Country studies of youth self-reported violence have also been conducted. In the Netherlands, 8% of the respondents appeared to be in a troublesome youth group or gang.⁵⁴

In **Scotland**, 20% indicated that they belonged to a gang⁵⁵. In England⁵⁶, the Netherlands, Switzerland⁵⁷ and Scotland⁵⁸ researchers found that youth who belong to gangs commit violent offences significantly more frequently than youth who do not belong to such groups.⁵⁹ Interestingly in the Dutch case, results show that the link between violence and gang membership gets stronger for more serious types of violent offences.⁶⁰

The presence of youth gangs is difficult to identify in **Africa**. However, there are youth involved in organised crime and this has been studied within a framework of gang violence. For instance, in Nairobi, Kenya, criminal youth gangs have become a growing phenomenon. The largest proportion of crime in Kenya is committed by youths, and over 50% of convicted prisoners in the country are between 16 and 25 years of age. In Cape Town, **South Africa**, the Institute for Security Studies has carried out a number of studies related to gangs,⁶¹ including children’s involvement in organised violence.⁶²

The subject of youth gangs is addressed and understood differently around the world, depending on historical, political and socio-economic contexts. However, **in many countries, a number of factors such as a lack of education, unemployment, inequality of opportunities, social exclusion, poverty and urbanisation are frequently associated with gangs.**

Common Risk Factors Associated with Youth Gangs

In order to prevent the formation of youth gangs and assist those who have joined or wish to exit gangs, it is important to understand the risk factors associated with gang-affiliation. **Socio-economic, community and interpersonal factors** may encourage young people to join gangs. The World Health Organisation identifies the following risk factors⁶³:

- Lack of opportunity for social or economic mobility, within a society that aggressively promotes consumption
- A decline locally in the enforcement of law and order (state corruption and violent state apparatus)
- Interrupted schooling combined with low rates of pay for unskilled labour
- A lack of guidance, supervision and support from parents and other family members
- Harsh physical punishment of victimisation in the home
- Having peers who are already involved in a gang

⁵¹ Barchechat (2006, pp. 6).

⁵² Sharp et al (2006, pp. 1).

⁵³ Ibid. pp. 1

⁵⁴ Weerman (2005).

⁵⁵ Klein, Weerman, & Thornberry (2006, pp. 428).

⁵⁶ Sharp et al (2006, pp. 11).

⁵⁷ A significant difference proportion of delinquency prevalence between young individuals who consider their group as a gang and those who do not consider themselves as gang members. See: Haymoz (2007).

⁵⁸ Results indicate that young people being in a gang were involved in violent offending about twice as high.

⁵⁹ Sharp et al (2006, pp. 11).

⁶⁰ The prevalence of the several violent offences among gang youth is about 2 to 10 times higher than among other youths for the Dutch study among females and males. See: Klein et al. (2006, pp. 427).

⁶¹ For example *Hard Living Kids* and *Junky Funky Kids*.

⁶² Ward (2007).

⁶³ World Health Organisation (2002, pp. 35).

The often cited COAV report, *Neither War nor Peace*⁶⁴ distinguishes external risk factors, which include:

Risk Factors	External Influences
Poverty	Pressure from parents to contribute to family income
Lack of economic opportunities due to low education or high unemployment rates	Family or friends who are gang members
Social marginalisation	Gang culture admired by peers
Family problems	Violence culturellement ancrée comme outils de résolution de problème
Lack of infrastructure for recreational activities	Lack of role model or other trustworthy figure (teacher, family, friend) to rely on for help
Violence caused by rival groups or higher level members	Disenfranchisement, largely due to much time spent in streets

Gang-affiliated youth have frequently undergone a **search for identity**, and may find in a gang a **symbolic family**. Researchers highlight the importance of understanding gang members as “*social actors that emerge from youth without opportunities in search of identity*.”⁶⁵ Although gang composition may vary greatly, studies that privilege a clinical perspective observe that membership in a gang responds to a basic need to belong and create a sense of identity. The profile of a young gang member often resembles an extreme form of a typical adolescent who defies authority and needs to experiment in adult roles. The entry to a gang is often gradual as youth are taken into the hands of peers.⁶⁶ In Switzerland, lack of parental control was identified as a strong risk factor for gang membership⁶⁷ and in Latin America, family disintegration has also been strongly linked to joining a gang.⁶⁸

A lack of support or community has been cited worldwide as a reason why a young person might join a gang. A 2004 study in Canada found that many gang members came from abusive backgrounds and low socio-economic neighbourhoods, with gangs acting as a surrogate family that provides for its members.⁶⁹ In Cape Town, South Africa, **poor family environments** (domestic violence, drug use, family members who are gang members) were also identified.⁷⁰ Thus socio-economic conditions and the family are at the core of the risk factors according to international organisations such as the Pan American Health Organization.⁷¹ Sylvie Hamel and Chantal Fredette suggest that gang members youth who join gangs attribute a great importance to the group and consider it as the only place that truly responds to their needs of being valued, united and accepted.⁷² This makes gang interventions particularly difficult.

Breakdown of traditional support mechanisms, globalisation, and unemployment have also been linked to gang affiliation. Research has shown that young individuals in gangs not only regularly come from dysfunctional families, but they also are from urban enclaves of poverty and have disproportionately low levels of education. In most cases youth are in search of protection, care, education, identity and power. Gangs proliferate in places where social order has broken down and alternative forms of shared cultural behaviours are lacking.

Some governments throughout Europe and in Australia cite structural dislocations and changing cultural expectations to be affecting a large and growing number of young people. The gang phenomenon may be understood in both low and high income countries in terms of **social exclusion**. In low-income countries, a high percentage of the youth population lacks education and job opportunities.⁷⁵ In high-income countries, immigration and limited access to services enhances risk factors for children. In Spain for example, gangs are identified as “cultural associations” that emerge as attractive social spaces due to the failure of families, schools and other spaces to fulfil this role.

⁶⁴ Dowdney (2005, pp.87).

⁶⁵ Horta (2007).

⁶⁶ Hamel & Fredette (2006).

⁶⁷ Haymoz (2007).

⁶⁸ Santacruz & Concha (2002).

⁶⁹ Hemmati (2006).

⁷⁰ Ward (2007).

⁷¹ See: Pan American Health Organisation (2002). The generalisations it makes can be usefully applied to the rest of the region. Retrieved on October 25, 2007, from: www.paho.org/common/Display.asp?Lang=E&ReclD=4503

⁷² Hamel & Fredette (2006, pp.9).

⁷⁵ See UNODC (2007), Hall & Patrinos (2005)

Gang members may be seen as victims of globalisation and unemployment. The problem of armed organised violence in large cities is not a short-term phenomenon, and it continues through increasing marginalisation spurred by globalisation and **lack of employment opportunities** especially among young urban people.⁷⁶

In terms of economic mobility and low rates of pay for unskilled labour, Canadian studies have outlined how gang activities provide the means to acquire material possessions and a sense of power, as well as a lifestyle glamorised by the entertainment industry.⁷⁷ In low income countries, scholars have identified **income inequality** as the strongest predictor of violent crime rates, including youth gangs.⁷⁸ In Cape Town, **poverty** and **high levels of drugs and violence** in neighbourhoods are also identified as strong risk factors⁷⁹.

How to Respond to Youth Gangs?

Youth gangs are spurred on by rapid urbanisation, exclusion, poverty and sometimes the implementation of repressive public policies.⁸⁰ Importantly, all gangs seem to answer a basic need to belong to a group and create self-identity.⁸¹ Interventions addressing the phenomenon of youth gangs take a variety of approaches. Generally speaking, it is important to develop a **balanced and strategic prevention approach** using a broad coalition of partners, particularly at the local level. This approach should be grounded in a public health and community safety perspective.⁸² Strategies should take into account gender and cultural and ethnic backgrounds while avoiding stereotypes and recognising the rights of young people.⁸³

A recent review⁸⁴ of Australian and international literature on youth gangs documented the most effective anti-gang strategies. The report noted that most interventions fall under a coercive or developmental approach. Although general coercive approaches primarily focus on sanctions and law enforcement responses without addressing causes of the behaviour, developmental approaches focus on enhancing opportunities for young people, through activities that reflect their needs, and support within their communities. From this perspective, best forms of intervention are those based upon **participation** and **social inclusion**, including young people themselves. Many researchers put forward the importance to **involve young** individuals who are excluded from social processes to participate in local movements, in order to quit violence.⁸⁵

This chapter on promising practices on youth gangs highlights community **collaboration; reinforcement of individual skills; creating a role for youth participation in prevention; and integration of gang-affiliated youth.**

Community collaboration is important to providing a holistic response to youth gangs. This broad, integrated approach seeks to harness the skills and potential of communities to bring about positive results through the participation of many different actors. In particular coordination of services in the community, and mobilisation of civil society has been highlighted by many.⁸⁶ The involvement of all community actors and their role in developing anti-gang strategies is invoked notably by the *California Cities Gang Prevention Network*, among others. Prevention and local-based approaches have been highlighted by many studies.⁸⁷ The concept of a « **communauté compétente** » also forms part of this framework. It seeks to equip a vulnerable community to better handle the challenges of criminal youth gangs by working with families, schools and the police.

In addition, the reinforcement of individual skills to prevent gang activity has been highlighted by a number of studies.⁸⁸ Investing in and supporting young people and their families is seen as key to preventing criminal activity among youth. Including rather than excluding is important, as seen in the *Jóvenes Jóvenes* programme in Mexico.⁸⁹

Targeting children and young people already involved in gangs by providing support through education, job training, micro-credit and job-creation to provide alternative economic outlets is significant, as well as social, health and economic support services, mentoring programmes and life skills and leadership training.⁹⁰

⁷⁶ Hagedorn (2007). See also: Horta (2007) and United Nations Office on Drugs and Crime (2007, p. 11).

⁷⁷ Hemmati (2006, pp.13).

⁷⁸ Ribando (2005, pp. 2).

⁷⁹ Ward (2007).

⁸⁰ United Nations Human Settlement Program, (2007).

⁸¹ World Health Organisation (2002 pp. 35).

⁸² Shaw (2005, pp. 7).

⁸³ White (2007).

⁸⁴ White (2007).

⁸⁵ Hamel (2007).

⁸⁶ Dyke (2007).

⁸⁷ See Hagedorn (2007); WOLA (2006), OAS (2007), OCAVI 2006, Vanderschueren & Lunecke (2004).

⁸⁸ White (2007).

⁸⁹ Shaw (2001) and Thornton et al. (2002).

⁹⁰ Shaw (2005 pp. 7).

The creation of a role for youth is seen in many practices and has been seen as significant in work with youth gangs.⁹¹ Youth are given a role in prevention in the programme *Breaking the Cycle*, while their participation in informing anti-gang strategy has been useful in South Africa. Youth participation in creating safer spaces is seen through sports activities, as well. It is important to create social spaces that are welcoming and safe⁹², and the provision of places for youth to engage in recreational activities is included in this.

The cultural integration of gang-affiliated youth, or the reintegration in the case of deportees, is also seen as significant. In Quebec, Canada researchers have highlighted cultural communities and challenges of integration as a reason why many youth have found their cultural community in the form of a gang. **Emphasis has been placed on the need to better understand migration processes in youth gang formation.** The expertise of specific cultural communities must be better included in research, and those working with youth gangs must understand the particularities of youths coming from particular backgrounds.⁹³

In the case of deportees, many have spent most of their lives outside their country of origin. Integration has thus been a priority concern to policymakers in the Caribbean. Specific obstacles to the resettlement of criminal deportees have been identified and include high levels of unemployment, limited opportunities for acquiring new skills, the stigma⁹⁴ of criminal deportation and language barriers⁹⁵. As a result, there have been serious efforts to design local crime prevention responses through institutional partnerships, in St Kitts and Nevis⁹⁶, in Trinidad and Tobago⁹⁷, and in Haiti.

While the chapter is not exhaustive, the selected practices are intended to provide examples with a number of positive elements, such as using partnerships, highlighting individual skills, working with communities and enhancing protective factors such as identity and self-confidence. It is important to note that **no single practice may act as a cure-all for a community or for a gang-affiliated youth.** Approaches to youth gang prevention need to be comprehensive and sustainable. There also needs to be more attention focused on developing a sound evidence base of effective youth gang practices that are subject to ongoing evaluation. This will better assist decision makers and practitioners in determining not only what works, but under what conditions, and how.

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⁹¹ Vanderschueren & Lunecke (2004).

⁹² Shaw (2005), White (2007).

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⁹⁴ The Caribbean Community (2002, pp. 33).

⁹⁵ Arana (2005).

⁹⁶ Returning Nationals Secretariat. Retrieved March 3, 2008 from: www.gov.kn/default.asp?PagelIdentifier=59

⁹⁷ The Social Displacement Unit was established in 1999 to ensure the provision of a viable alternative to street dwelling. The unit has programs regarding high risk youth such as rehabilitation of substance abusers and literacy programs. Retrieved September 5, 2007 from: <http://socialservices.gov.tt/print/printerversion.asp?id=1737>

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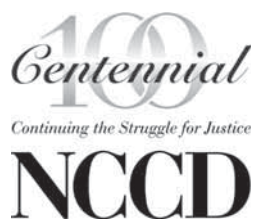
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DEVELOPING STRATEGIES AND INFORMING GOOD PRACTICE

CALIFORNIA CITIES GANG PREVENTION NETWORK, UNITED STATES

Description

Gang violence is a challenge to many communities in the state of California. The California Cities Gang Prevention Network was initiated in 2006 by the National League of Cities' (NLC) Institute for Youth, Education, and Families and the California-based National Council on Crime and Delinquency (NCCD), and brings together teams of local officials, law enforcement, school administrators and community leaders to identify and share effective strategies and challenges in reducing and preventing gang affiliation and violence. This initiative targets youth living in communities with high exposure to violence and gang activity.



Goal:

To forge a dynamic peer-learning network among 13 California cities.

Development and Implementation

The California Cities Gang Prevention Network began with John Calhoun, former President and CEO of the National Crime Prevention Council based in Washington, DC. After enlisting the National League of Cities, a partnership was formed with the NCCD to find funding. Ten cities were initially envisioned for the project. The Attorney General identified cities that had already showed initiative on the issue of gangs, while noting others that needed assistance in order to strike a balance. Thirteen cities were shortly on board including: Fresno, Los Angeles (San Fernando Valley), Oakland, Oxnard, Richmond, Sacramento, Salinas, San Bernardino, San Francisco, San Diego, San Jose, Santa Rosa, and Stockton.

The network aims to:

- Be proactive on the issue of gangs so that policies based on fear don't divert funds away from essential infrastructures (schools, police, services for children and youth) to corrections or other more draconian measures
- Reduce gang-related violence and victimisation through a three-pronged approach: stop violence and victimisation; *intervene* with those on the edge; *prevent* gang participation through development of individual and community well-being
- Establish or improve collaboration in each city that uses an appropriate balance of prevention, intervention and suppression and involves city leaders and community stakeholders
- Identify and document effective practices in terms of programming and policy
- Identify state and federal policies that would support effective community practice

The project was modeled on the idea of **building communities**. Each city forms a "team" of local actors (city officials, law enforcement, school administrators, community leaders, and other stakeholders).

These teams **meet regularly** to improve collaborative approaches, learn from other cities, document effective practices, and promote lessons learned to inform policy at the local, state and national level. Initial funding covered the period from 2006-2009 and included project activities such as:

- Two meetings per year, plus regular conference calls with team leaders to share successes and obstacles
- Development of a Resource Bank for mutual assistance
- Development of topic-specific sub-networks among participating cities
- Creating a statewide advisory board with representatives from health, criminal justice, state agency, legislative, service, funding and advocacy sectors
- Documentary evaluation

Leadership of the Network comes from two primary organisations which collaborate closely, the **NLC's Institute for Youth, Education and Families (YEF Institute)** and the **NCCD**. The Network receives funding through grants from the California Endowment, the California Wellness Foundation, the Evelyn and Walter Haas, Jr., Fund, the East Bay Community Foundation, and the Richmond Children's Fund. There is much optimism among network participants that funding will be secured at the end of the three year period in 2009.

Outcomes/Outputs

So far, the main activity of the Network has been the development of local gang prevention action plans in each city that blend prevention, intervention, enforcement, and the community's "moral voice." In addition, strategies developed by the 13 cities have been highlighted in the Network bulletin, and a strategy paper on *Implementing a Citywide Gang Violence Reduction Strategy*, which features promising approaches from San Jose, Santa Rosa, and San Bernardino. **The California Cities Gang Prevention Network is particularly effective because the practices developed in each city have high transferability due to similarities between the cities.** Goals set by cities are meaningfully addressed through the assistance of the Network, which forms a "learning community". The collective vulnerability has made it easy for cities to share challenges with each other, as well as inspire and assist one another to think differently and creatively. Cities visit each others' panels, share and learn from each other. In addition, 10-15 more cities have expressed interest in joining the network. However, there is a desire by current participants to maintain just 13 cities in order to keep **openness of exchange**.

Lessons Learned

The following are lessons learned cited by Mr. Calhoun,

- *Leadership by the mayor* in conceptualising and committing to change is necessary. The mayor is needed to get the bureaucracy and all sectors of civil society on board.
- *Shared common goals*. As police chiefs have put it, "we cannot arrest our way out of the problem." Although law enforcement, youth services and other actors have a unique role, all must ultimately be working towards the same goal.
- *Need a strategy, not a programme*. The development of a cross-sectoral, multi-pronged strategy for the municipality which interweaves prevention, intervention and enforcement is crucial.
- *Tracking and monitoring progress*. The tracking of goals is significant and improves accountability of actors. Its effectiveness has been highlighted in the successes of San Jose, Santa Rosa and San Bernardino.
- *Intimacy*. This is "fuzzy but critical". Youth need to know that they are cared for and claimed. Although the focus on structural changes is important, the focus on individual lives is equally important, if not more so. "Drug dealers are out there 24/7. Who else is?" Youth need to connect.

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Additional Example:

Municipal Network on Disconnected Youth

NLC's Municipal Network on Disconnected Youth (MNDY) is a nationwide peer learning community of local elected officials and senior municipal staff that focuses on developing cross-system collaborations to reengage young adults ages 16-24 who are out of work, out of school, and lack connections to caring adults or their communities.

More information on MNDY is available on the YEF Institute web site at www.nlc.org/iyef.

COAV CITIES PROJECT AND YOUTH PARTICIPATION SURVEY, SOUTH AFRICA

Description

The COAV Cities Project aims to address children's involvement in gangs in South Africa. Cape Town is one of a number of cities participating in the project started by Brazilian NGO Viva Rio. COAV, or *Children and youth in Organized Armed Violence*, began as a ten-country comparative study analyzing the phenomenon of youth employed or participating in organized armed violence.⁹⁸ In South Africa, this study examined street gangs and was carried out by the Institute for Security Studies (ISS) in 2003/2004. As a follow-up, Viva Rio requested the ISS in 2005 to participate in a multi-city project of international cooperation, the **COAV Cities Project**.

Goals:

To work with local stakeholders to prevent children and youth from joining armed groups.

Development and Implementation

With homicide as the leading overall cause of unnatural death in Cape Town and over half of the province's population under the age of 30, the participation of youth in gang activity is a significant concern. The COAV Cities Project appealed to a number of stakeholders as a way to improve policy and programmes relating to children and youth involvement in gangs. A Western Cape **working group was formed** to develop collective responses to these issues. One important approach taken to developing solutions has been through **engaging children and youth in participation**. The working group for the project is voluntary and consists of academics, representatives from civil society organisations, and government officials meeting every month. The working group shares progress and challenges through exchanges with the other cities participating in the Cities Project. Funding for projects is obtained through proposals to local research bodies, such as the ISS, or to government bodies.

A major project of the working group was to initiate a **child participation study** (Ward, 2007) that engaged children's participation in the process of developing policy recommendations for Cape Town and the Western Cape on how to respond to the problem of gangs. It used a methodology cognizant of ethical research practice in relation to child participation. Four communities identified as experiencing high levels of gang activity were selected for the study. Two were historically coloured and two were historically black communities.

In each community, a randomly selected secondary and primary school were invited to participate, and groups of ten girls and ten boys in each of Grades 11, 9, and 6 were selected, while children not in school were interviewed through Special Youth Care Centres and homeless shelters. A total of 282 children were interviewed in 30 focus groups. The idea behind the focus groups was to make children comfortable and not overwhelm them with adults. They were separated by gender so that they could feel comfortable talking about **gender-specific exposure to violence** (and many girls had a lot to say about involvement in gangs and with gang members).

Specially trained fieldworkers who spoke English, Afrikaans and isiXhosa asked children to describe how they were affected by violence, and specifically gang activities in their communities. Children were asked to discuss why people join gangs and what they thought were essential interventions for children involved in gangs. The final report, "It Feels Like It's the End of the World: Cape Town's Youth Talk about Gangs and Community Violence," was published in July 2007.

The COAV Cities Project also organised a **series of workshops** with government and civil society organisations on specific issues in order to develop policy recommendations. According to the project coordinator, both provincial and national government departments have been receptive to participation because the **themes addressed relate closely to their own mandates**. The children's views, as well as those of adults, were integrated into a full set of policy recommendations for the city of Cape Town and the province of the Western Cape. These were launched in December 2007 at a seminar on Organized Armed Violence.

⁹⁸ See: <http://www.coav.org.br>

Outcomes/Outputs

The results of the child participation survey highlighted the perceptiveness and wisdom of young people expected to grow up quickly. Participants spoke of the high level of violence in their everyday lives. They highlighted poverty and lack of opportunities in their communities, citing the need for employment opportunities.

All the groups called for improvements in government institutions: for the elimination of corruption within the police force and greater efficacy of police in instances of crime; for the justice system to refuse bail for violence offences; and for correctional services to reduce the use of prisons which often lead to greater involvement in gangs.

A sign of success has been Province's Department of Community Safety announcement of plans to revise its anti-gang strategy to look at gangs in a more holistic and preventive manner, as opposed to using a model based on law enforcement, policing and criminal justice.⁹⁹

Overall, the work of the COAV Cities Project has been important in **raising awareness of participants and local leaders** of issues pertaining to children's involvement in youth gangs. The Working Group sees its role in continued advocacy for policy implementation. Further, the *Cities Project* in 2008 will create a database of all NGO activities in prevention, early intervention, diversion and reintegration. With this information, the project can work to increase collaboration, improve delivery of services, and evaluate effectiveness of programming.

Lessons Learned

It is essential to engage children and youth and to hear their views about issues that affect their lives so deeply. The approaches to this must, however, ensure that due regard is given to ethical practice in this area.

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Additional Example:

Other than Cape Town, cities involved in the COAV Cities Project include: Niterói, Brazil; Medellín, Colombia; and Zacatecoluca, El Salvador.

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GANGS ET DÉLINQUANCE, CENTRE JEUNESSE DE MONTRÉAL INSTITUT UNIVERSITAIRE (CJM-IU), MONTREAL, QUEBEC, CANADA

Description

The *Gangs and délinquance project* is one of a number of practices “de pointe” of the Centre jeunesse de Montréal Institut universitaire (CJM-IU). The programme was developed in 1998 partially in response to a survey of people working with youth in Montreal’s Youth Centres. Of 165 practitioners surveyed, 83% cited that gang-affiliated youth were present or very present in their everyday work environments. Further, 90% stated that they did not feel equipped to handle the issues presented by gangs and gang-affiliated youth.

Goal:

To create a partnership between administrators, researchers and practitioners to better respond to youth gangs.

Development and Implementation

The *pratique de pointe – Gangs et délinquance* has five work areas:

- Observe media sources on activities related to gangs
- Internal observations of events related to gangs in the work of CJM-IU
- Direct or indirect support in the case of gang-related events in the work of CJM-IU
- Direct or indirect support to those working with youth gangs and to teams working with gang-affiliated and at-risk youth
- Exchange of information between the Montreal Police Service (SPVM) and the CJM-IU concerning adolescents and third part victims, witnesses and associates of criminal gangs

The CJM—IU began creating « *Pratiques de pointe* » in 1997. A *pratique de pointe* is high quality structured activities that stem from clear objectives set in a formal collaborative framework that links administrators, practitioners, and researchers to produce knowledge and new means to prevent and battle youth violence. Nine characteristics must be met for an activity to qualify as a “pratique de pointe”, which include a theme of youth violence; a basis in specialised intervention for youth violence; the use of timely data and research to support the action; organisation that will ensure sustainable development through teamwork, assuring that the project is understood at all levels, integrating the action into regular programming, and ensuring that the activities are integrated into the activities of people working directly with youth; the carrying out of activities in partnerships which include collaboration with psycho-social and reintegration services, and with partners in education, justice, police, and local community centers; including training of personnel; undergo evaluation; and be shared through publications in professional and scientific reviews.

One major activity of the *Gangs et délinquance* practice has been the **training of practitioners**, including those who work at the City of Montreal’s public youth centers (Centres jeunesse). The trainings have been designed to respond to common challenges faced by those who work with gang-affiliated youth. Often, they are plagued by worry and insecurity which may contribute to a feeling of powerlessness and incompetence. Many do not understand the place of the gang in the life of an adolescent, and they may lack information that is significant to their work and may not know which goals and practices may be most relevant. Faced with complex issues related to gang activity, many practitioners are unsure of their role and many become burnt out very quickly. Trainings thus seek to enhance confidence of practitioners given inherent challenges, as well as provide them with information to improve their work.

Gangs et délinquance thus offers research-based trainings which include useful information, with specialised information available depending on the clientele of the neighbourhood, as gangs vary throughout Montreal in terms of composition. The trainings aim to demystify gangs for practitioners. Practitioners are asked to reflect on the impact of their perceptions of gangs on the quality of their work, and keep in mind their objective to take care of youth, not attack gangs. Trainings present youth gangs by focusing on the individual who belongs or is affiliated with a gang, rather than on the functioning of gangs as groups.

A training agent (agente de formation) is responsible for assisting employees over a period of time by providing training, supervision, guidance and assistance in project development. Supervision and support are designed to help practitioners integrate knowledge and improve their practice. The trainings aim to ensure that practitioners have their needs met, that they feel a sense of belonging and are supported in and recognized for their work. The training emphasises the importance of collaboration and seeks to empower practitioners by providing them with knowledge and the ability to take charge of their work, while recognising their autonomy and expertise. It is hoped that the practitioner will be able to better enjoy his or her job because he or she will be better equipped to handle challenging work with gang-affiliated youth.

Outcomes/Outputs

Research at the CJM-IU has led to an awareness that cultural communities may play a significant role in the affiliation of a young person to a gang. Observation has led many to see a need for greater research into the effects of migration on youth and ways to assist cultural communities to play a role in gang prevention.

The CJM-IU was consulted in the creation of the *Gangs de Rue: Agissons Ensemble! Plan d'intervention québécois sur les gangs de rue 2007-2010* (Action plan on street gangs 2007-2010).

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WORKING DIRECTLY WITH YOUTH GANGS

JÓVENES JÓVENES, PROGRAMME, MEXICO

Description

The gang-targeted Jóvenes Jóvenes programme was created in 1998 by the government of Nuevo León, Mexico and forms part of the state's Integrated Family Development Programme (Desarrollo Integral de la Familia). With more than 3 million inhabitants in the metropolitan area of Monterrey and more than 1,446 youth gangs in the state of Nuevo León, the programme aims to provide new opportunities for youth. Borrowing from the methodology of the Chicago Area and Boston Midcity Projects, the programme works to change gangs from anti-social groups to pro-social ones. The programme aims to promote the holistic development of minors, changing their goals and eliminating the need for gang activity. It hopes to integrate them into productive activities within the community and enhance personal development.

Goals:

- Support the development and implementation of training and education programmes which correspond to the interests of and particular issues faced by youth.
- Present youth gangs who exhibit anti-social behaviour with more productive activities emphasising personal growth and economic opportunities while allowing individuals to realise their potential.

Development and Implementation

The government viewed gang members as being in state of abandonment and sought to provide them with opportunities for personal development, promoting integration in education and work, rehabilitation of public spaces, educational sessions, and sports activities. The methodology followed these steps:

- Initial investigation in collaboration with various public and private actors to develop a **register of organized youth groups and a map indicating their location**. Using advice from the municipalities of affected neighbourhoods, field research was conducted to start an informal dialogue with local gang members. Once the gangs were identified, neighbourhoods target were chosen based on a number of criteria: gangs identified, drug use, number of juvenile delinquents, number of infractions, and amount of graffiti.
- **A local audit of each neighbourhood** was carried out which analysed the social characteristics of neighbourhood families.
- **Discussions and networking were conducted with the gangs** to determine a programme of activities for one year which would be based on the interests of the group. This phase is essential to the methodology.
- A work plan based on the agreed programme was established. The project team made **contacts with the public and private partners** who would be engaged in the project.
- **Implementation of the programme involved the participation of gangs**. Activities were available to all and included: cultural activities (music, dance, mural painting, theatre, and among others), eco-friendly activities (reforestation) or community service (renovation of schools or public spaces). Activities provided an opportunity for work and self-reflection for the gang members, as well as education on such themes such as motivation, self-esteem, family, sex education, drug prevention, and life goals. These reflections happened amidst action and not from didactic speeches.
- At the end of the year, an **evaluation of the project** was administered.

The project teams also work with families to prevent the creation of gangs. Partners in 2004 included: The municipal-level Integral Family Development Programme of Monterrey, Apodaca - Plan Vive, Santa Catarina, San Nicholas, Escobedo, Guadalupe, as well as the Nuevo León's Public Security Crime Prevention sector.

Outcomes/Outputs

In its first four years of operation, the Jóvenes Jóvenes Programme documented and covered 12,516 youths belonging to 718 gangs in 119 neighbourhoods within 8 municipalities. Of the 718 gangs (or 49.65% of the total number) that were offered assistance, 265 had disbanded by the end of 2001. Individuals had chosen to pursue other goals, such as jobs, family and future, meaning a decrease of 37% of gangs addressed by the programme. In the fifth year, the programme followed up with a total of 162 groups, or 2,910 youths who had been seen in the two previous years.

In 2003 some of the services provided included:

- 5,138 informative talks on subjects of interest to youth
- 1,698 formal and informal sports activities
- 204 projections of informational or message-based films
- 198 diverse cultural activities, emphasizing Mexican traditions
- 13 voluntary projects benefiting the community

Also 337 joined sports leagues, clubs and sport associations that were already in existence, integrating into the community as opposed to remaining in gangs and increasing society's suspicion of them

Despite successes, a small number of gangs engaged in levels of criminal activity, demanding greater attention from law enforcement officials.

Lessons Learned

- The most important aspect of Jóvenes Jóvenes, according to the Director of the Integrated Family Development Programme, has been that its activities were based on the interests and preferences of youth. Youth are engaged in a participatory process.
- It is important to note that the project was developed in a state of Mexico with a number of economic opportunities, offering possibilities that a poorer state in the country would have difficulty funding.

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INSERCIÓN SOCIO LABORAL DE JÓVENES DE ILOBASCO, EL SALVADOR

NGO Association Moje was founded in 1994 in the small town of Ilobasco, El Salvador, with an aim to reduce delinquency and gang participation through the creation of opportunities. In 1996, the organisation began working with youth both gang-associated and at-risk youth through the Inserción socio laboral de jóvenes de Ilobasco, which ran from 1996-2002 and aimed to address gang violence by assisting youth to lead productive lives while changing the community's attitude towards youth. The level of youth violence in Ilobasco in 1998 was one of the highest in El Salvador. Between 1997 and 1998, more than 50 youths died as a result of violence between pandillas or maras and more than 1000 youths were directly or indirectly involved.

Goals:

To reduce youth violence in Ilobasco by helping gang-affiliated youth to develop pro-social, healthy attitudes towards life and be able to act on these through reinsertion into the community and job acquisition.

Development and Implementation

The programme was established with an approach that viewed violence as a problem with many causes necessitating alternative solutions and implicating many actors of society. Moje considered that violence is learned and that youth can stop being violent. Further, the organisation believed that gang members cannot be viewed as criminals. Last, the organisation considered that we must keep in mind that gang-involved youth often deal with difficult economic and family situations and have often been marginalised, leading them to find their place among gangs.

The programme sought to provide space for socialisation; support youth having fallen into drugs and violence; provide a space for recreational activities so youth could direct energies in a positive way; support youth through a group approach so that they could affirm one another; assist youth to obtain legitimate economic income; encourage youth to continue their studies; and to increase community consciousness so that they would take all youth into account and youth would not be marginalised.

The intervention first identified sectors with high levels of violence and then chose to address six organised neighbourhood groups (clicas) of youths. A call was made for youths to organise a group to participate in free activities such as mural painting, football, and films. At the same time, activities with an educational leaning were offered by Moje. Using a "group process", meetings and activities were organised to provide "humane" training to groups of youth. The group was addressed together, an aspect seen as important to providing individuals with affirmation from peers. Apart from the group process, Moje provided training and capacity-building for work in areas relating to artisan activities, a primary economic activity in Ilobasco. Follow-up was provided for youth in the area of schooling, employment, micro-enterprise activities, and leadership.

The programme aimed to open spaces through youth participation, promote the development of educational activities and raise awareness of the community on youth problems.

Moje worked with local partners such as GRASER, Amigos de la Paz, JAPA, Homies, El Paraiso, MOJE Artesanias, Pequeños Unidos and MOJIS. The programme of labour market insertion included the creation of opportunities for job training; technical training; creation and management of businesses; and support for product development and marketing. The programme also worked to increase recreational opportunities by providing cultural and sports activities.

Outcomes/Outputs

Since 1999, youth violence has gradually declined with the number of gang-related deaths per year at 7 in 2004. Moje reported that 300 gang members received job training, while 3000 youth took part in the some part of the programme. At least 100 ex gang members were inserted into education, traineeships and employment in micro-enterprises. Further, 15 micro-enterprises were been set up with the collaboration of 40 youths. Moje continues to operate today providing programmes for youth under the title, MOJE Casa Artesanal.

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RECLAIMING SPACES AND PROVIDING ACTIVITIES FOR YOUTH GANGS

OPERATION RECLAIM, GLASGOW, SCOTLAND

Description

Operation Reclaim began in 2004 to reclaim an area for public recreation from gang fighters. Instead of disciplining youth or removing them entirely from the space, a programme was developed to engage them.

Goals:

To use sports to help improve the integration of local youths while specifically targeting racist offenders and gang members in the area.

Development and Implementation

A partnership was formed between the Strathclyde Police and the Glasgow City Council Culture and Leisure Services Department to provide a range of coached activities for local youths at the local Red Road Playing Fields.

These sports were designed to improve integration of local youths while specifically targeting racist offenders and gang members in the area. The project included high visibility police officers who were present at sporting events to promote safety. Sporting events included a rugby, football, golf, and cricket. Since its inception, the project has been renewed and extended. It continues to benefit in particular asylum seekers and refugees, helping them to integrate into the communities of not only Red Road, but also those of Barmulloch, Sighthill, Royston and Springburn.

The summer 2007 programme ran for 12 weeks, five nights a week from Monday to Friday for three hours each night. According to the Strathclyde Police, as many as 200 youngsters attend nightly events, which now include dance. Initial funding was provided by the Scottish Executive at \$36,000. The Strathclyde Police was awarded \$457,738 in 2007 for Operation Reclaim 5 Star from the Big Lottery Fund. The Glasgow Housing Association, the North Glasgow Community Planning Partnership, Communities Scotland and the Scottish Executive have also supported the project.

Outcomes/Outputs

The initiative has been popular with youth and an evaluation was conducted to assess the programme effectiveness. From 2005-2006, around 150 young people attended the programme nightly from all sectors of the community, with participation of youths from Afghanistan, Albania, Algeria, Angola, Congo, England, Eritrea, Iran, Kenya, Kosovo, Lebanon, Nigeria, Pakistan, Russia, Scotland, Somalia, South Africa, Sri Lanka, Swaziland, Turkey, Uganda, Yemen and Zimbabwe.

Main evaluation findings include:

- overall crime was reduced by 37% for the targeted area
- with 50% fewer assaults
- 50% lower possession of knives or other weapons
- 29% reduction in "simple assaults"
- there was greater integration of a diversity of people, with young people making good use of the playing fields
- reduction in fear of crime
- greater visibility of the community in public spaces

The image of the area has been traditionally one of a highly charged political arena with asylum seekers stigmatised by the media; however, the media portrayed this initiative in a positive light and it was applauded by the North Glasgow Asylum Seekers Network.

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MIDNIGHT SPORTS PROGRAMME, BRAZIL

Description

In 1998, a UNESCO report cited that for every young person aged 15-24 killed in Ireland or Spain, 48 Brazilians in the same age range were killed. It was found that 25.1% of deaths among youths in Brazil were due to murders and other types of violence, while this number rose to 41.8% in capitals and 47.7% in metropolitan regions. In that year, Planaltina, a satellite city of Brasilia, (1996 est. pop. 116,452), police recorded 214 criminal acts involving minors, including 36 assaults, 28 threats and 9 homicides. Over 80% of these acts were committed by boys. Further, the **majority of crimes were committed between the hours of 10 pm and 2 am, following the closing hours of night school.** The Federal District government recognized it had a role to play given Brazil's lack of a national youth crime prevention policy.

In 1999, the Midnight Sports programme was first implemented in 1999 in Planaltina to provide sports for youth late at night when crime rates are quite high. The pilot project was launched to respond to high levels of gang-related crime and homicide.

Goals:

To use cross sectoral action to respond to crime and maximise available resources to reach out to low-income youth who are at risk of victimisation and crime.

Development and Implementation

In particular, the project aims to:

- use a community friendly approach to prevention, using inclusion to combat juvenile delinquency and youth gang involvement;
- engage youth in sports, training, and leisure activities geared towards enhancing cultural values and promoting safer communities;
- encourage greater interaction between the Secretariat of Public Security and targeted communities through sports, cultural events and educational activities; and
- promote better integration of young people into their families through the provision of information to youth and participation of parents and guardians.

Initially, two centres were built in the areas with highest rates of gang violence in Planaltina to provide a place for youth to engage in sports. The programme began with 90 youths (aged 13-17 years). Of these, 50 were enrolled in professional training education programmes. The programme ran and continues to run from 11 pm-2am Monday to Saturday.

The programme aims to be inclusive of youth, particularly those who often marginalised. This is exemplified in practical ways, such as the provision of a bus service providing free transportation with a brief police search before boarding. It is also highlighted by the fact that youth who get involved in offending are not banned from participation. Further, if one of the programme's participants stops going to school, Midnight Sports is informed by the Office of Education and professionals follow up by visiting homes to see why individuals have quit school.



The programme depends largely on a network of professionals. Security professionals involved include agents from the Fire Department as well as Civil and Military police. Police officers are specially trained to interact with youth in a friendly, non-confrontational way, acting as positive role models. Psychologists and social service workers are also present, providing lectures on health and sexuality as well as counselling on family planning, contraception, prevention of STDs and drug abuse. Certain groups may set up stands at the event where youth can get information on a variety of topics. Activities vary widely but include outdoor and indoor soccer, volleyball, basketball, table tennis, dominoes, dance, capoeira, music, and the occasional movie projection.

The programme is run by the Federal District Province's Secretariats of Public Security and Education. Partners include the Federal District's Secretariat of Solidarity, Ministry of Health, Communications Department, and Ministry of Culture. Other partners are the national Ministry of Health, municipal governments, police, military police, fire-fighters, a local radio station, the Institute of Integration and Promotion of Civic Duty (Instituto de Integração Social e Promoção da Cidadania), and funders such as Petrobras.

Outcomes/Outputs

Information obtained on minors in the first three months of the pilot project in Planaltina suggests:

- a reduction in general crime (30%), a reduction of sexual assault/rape (50%), of robbery (52.38%), and of bodily harm (75%).
- there were no recorded homicides, or recorded possession or use of drugs or firearms for those aged 13-17 years.

The programme has since expanded to three other satellite cities of Brasilia: Gama, Ceilandia and Samambaia, and Midnight Sports has received around 358,000 youths since its beginning in 1999. Demand from children under 12 has led to services for this age group, as well as a soccer club during the day for younger people.

An independent evaluation of the project was conducted from May to December 2006. 310 youths volunteered to answer questions out of the 500 youths currently enrolled in Midnight Sports. Only 13% admitted to having committed offenses during the eight years that the centers have been open.

Programme coordinators also hold regular internal evaluations. Meetings between supervisors and those involved with project operations. These meetings review comparative analyses of statistical data available on crime, indicators of the results obtained in courses, and other data related to the integration of youth in their families and the community.

Lessons Learned

Despite its success, Midnight Sports initially faced some opposition. Local residents' associations thought centers may lead to increased police brutality, while some neighbours were concerned about noise. Midnight Sports held a series of meetings with local leaders to better introduce the project and reduce skepticism. Today, a pool of applicants wait to hear if they may host sports centers. Basic for the project's success are a fixed locale, good lighting and the visible presence of law enforcement. Community participation is crucial for the selection of the site of the project.

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HELPING TO REINTEGRATE FORMER GANG MEMBERS

BREAKING THE CYCLE: YOUTH GANG EXIT & AMBASSADOR LEADERSHIP PROJECT, TORONTO, CANADA

Description

Rexdale, a suburb west of Toronto, Canada with a population of 94,469 (2006) has a history of gang presence, limited economic opportunities, and few educational and recreational resources. High rates of gun violence, drug use and gangs have been a challenge for the community. A three-year period in the late 1990s saw more than 100 shootings.

Goals:

To reduce gang violence by equipping participants with life skills, leadership and confidence.

Development and Implementation

The project was conceptualised in 1998 by the Canadian Training Institute (CTI), a national voluntary organisation working with high schools in the Rexdale community.

Gang-involved youth in Rexdale were asked to identify barriers to employment, and many identified a lack of basic life skills, family conflicts, negative peer influences, negative perceptions by community and employers, low expectations of self and others, lack of role positive role models, daily involvement with drugs, failures in school and difficulties with reading, unsteady jobs and lack of employable skills, exposure to violence in home or in the community, and memberships in gangs and exposure to guns. The programme aimed to respond to some of these barriers through the development of a youth gang strategy.



Source :Canadian Training Institute

The strategy, Breaking the Cycle (BTC) today benefits from the support of a number of partners, including community organisations, community members, and the City of Toronto. Primary funding comes from Service Canada with funding for an outreach worker coming from the Ministry of Correctional Services.

This support was won through research and a long development process, including:

- The preparation of a **Literature Review on Youth Violence: From Risk to Resiliency Utilizing a Developmental Perspective**, supported by Canada's National Crime Prevention Centre, which was published in 2003.
- The development of a **10-day intensive personal development curriculum**, one for female and one for male gang-involved youth. CTI developed an intake and **case management process** for youth participating in the 10-day programme, which included assessment instruments to identify needs and issues to be evaluated throughout the programme.
- Community mobilisation component: CTI conducted a "**visioning process**" with local police, schools, students, youth-concerned agencies, politicians, parks and recreation, Toronto Housing, Toronto Public Health and other city staff.
- A **project advisory committee** was recruited from participants in the **visioning process**, comprised of interested individuals who were concerned about the issue of gang violence. CTI also participated in the City of Toronto's Gang Working Group and the Community and Neighbourhood Services Branch.
- A grant from the City of Toronto allowed CTI to **field test** the 10-Day curriculum, and a case management follow-up, as well as strengthen partnerships to acquire greater support for the project. From December 2002 to July 2003, CTI received 37 referrals and subsequently field-tested the design in the delivery of three 10-day intensive training programmes followed by weekly case management sessions.
- During this time, CTI received funding from Service Canada, to run "Stream 2", a **three-year pilot demonstration project** of the Youth Ambassador Leadership Project.

BTC began full operation in April 2005 in Rexdale. The programme targets young men and women (aged 15-30 years) who have had gang involvement and are not attending school.

The **gang exit strategy** is composed of three components:

- Potential participants undergo assessment to identify interest and motivation to participate, as well as their level of gang involvement and family history. If accepted, youth receive orientation for the **10-day training** and are placed on a waiting list until the beginning of a session. Training topics include anger, aggression, sexism, racism, homophobia, bullying, as well as the development of self-concept and self-confidence. Training emphasises communication and interpersonal skills. Participants receive a stipend (calculated on minimum wage) of \$306.25 CAD per week if they attend every session.
- Following this, there is a **1-week one-to-one case management process** to supplement and reinforce the 10-day training. Individuals receive support for their goals and work out plans of action to achieve these goals. They are provided with support in relationships with peers, employers, parents, and institutions, as well as support to be linked to meaningful educational and job training opportunities, or in securing placement in an internship programme.
- At end of this process, some youths are selected for the **Youth Ambassador Leadership Project**. The **25-week** cycle includes up to 25 youth who have completed the intensive programme. Further, it is hoped that these youth will be able to reduce the risk of gang involvement of high-risk peers through community presentations. As with the intensive training, there is a \$306.25 weekly remuneration for participation, as well as a bonus upon completion.

The programme is meant to bring structure to the lives of participants and provide an opportunity for skill-building and knowledge acquisition, as well as the development of self-confidence. Students graduating from the programme have completed CPR training, acquired a certificate in conflict mediation through an accredited organisation, were present at 85% of courses, and gave at least 10 community presentations.

Outcomes/Outputs

BTC is currently working to develop a comprehensive evaluation. Observations suggest that programme participants are:

- more likely to feel hopeful and see a future for themselves;
- make pro-social lifestyle choices;
- improve relationships with peers, employers and parents;
- increase success in school and employment;
- resolve conflict non-violently;
- resist using drugs and alcohol.

Projects started by participants have also been beneficial to the community. These have included a mothers' group, a pick-up basketball programme, and a very successful boys' club at a local elementary school. Programme coordinator Jabari Lindsay noted that this is one of the best aspects of the programme – youth give back to their community. Further, increased communication and collaboration between BTC and other agencies has improved social capital in Rexdale.

Lessons Learned

- Many youths completing the programme continue to see BTC as a support mechanism, which has necessitated the hiring of an outreach worker to respond to calls. More staff and outreach workers would be ideal.
- The development of a case management model to be used from the first contact with a young person to the last interaction, in order to make the process more fluid, would be highly useful.
- Developing partners in the community was initially a challenge but now that the programme has been in operation for four years, this has become easier.

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PROJECT DESAFIO 10 AND DESAFIO 100, GUATEMALA

Description

In 2006, the United States Agency for International Development (USAID) in cooperation with private businesses launched "Challenge: 10 – Peace for the Ex" (Desafio 10-Paz para los EX). Challenge 10 was a unique employment and public awareness project that created two groups of five former gang members and challenged them to create two businesses under the guidance of prominent businessmen.

Launched as a reality television series, Challenge 10 drew international media attention and resulted in the establishment of a shoe repair and carwash business that continue to thrive today. The show's five episodes followed 10 former gang members as they lived together for two weeks, received training in accounting, customer service, human resources, sales, marketing, and motivation, and thereafter went into business together.

The television series addressed a very significant problem in Guatemala, which is that gang members who wish to leave gangs have a very difficult time doing so. For many, the only legitimate way to leave a gang is death or the church. While many former gang members have become evangelical Christians, finding employment is challenging because members are stigmatised within society. Gangs often harass local businesses, leading businesses to respond by refusing to employ gang members. Thus, the show sought to highlight the challenges faced by youth who lack opportunities and the role that can be played by the private sector.



Ex-gang members now proud owners of a new car wash in downtown Guatemala City (Sources: J. Garzón, USAID, 2006).

Goals:

- To engage the private sector in support of the transformation of former gang members from jobless youths to reliable workers, helping them lead legitimate and productive lives.

Development and Implementation

The project was part of the Regional Youth Alliance USAID-SICA (*Alianza Joven Regional USAID-SICA*) project and was carried out by Creative Associates. USAID funded \$300,000 of the project through the Global Development Alliance, while USAID/Guatemala put in \$900,000 over time.

The success of Challenge 10 led to the implementation in December 2006 of Challenge 100 – Peace for Guatemala, a non-reality TV programme with a similar aim as Challenge 10. Also part of Regional Youth Alliance USAID-SICA, Challenge 100 sought to pair ex-gang members, both men and women, with local businesses providing them with on-the-job training. The project runs in partnership with the CACIF (Agriculture, Commerce, Industry, and Finances Chamber) which helps identify employers interested in reducing youth delinquency by providing employment and skills training.

Participants were initially recruited through churches and NGOs working with ex-gang members. The criteria to participate were: at least one year of non-gang involvement and no pending court dates. Candidates also had to pass a psychological test. USAID evaluated candidates on intelligence and psychological well-being to ensure that they were capable of work. Employers proposed see youth as a company project (*proyecto de empresa*), providing extra support and training so that each youth can be brought to the level of other employees and be integrated into the workplace.

Outcomes/Outputs

When the Challenge 100 began, churches and NGOs identified over 188 potential youths to participate. By that time, 49 companies were able to offer jobs for 53 young people. Three months after the initiation of the project, 34 were in one of these positions, 6 were in positions in other companies not related to Challenge 100 and only 14 had left work. It is hoped that once the success of the programme becomes more institutionalised, other companies will come on board to offer opportunities to more ex-gang members and vulnerable young people to lead productive, meaningful lives.

The involvement of CACIF, a leader of the private sector, is historic and its support in finding a solution to a complex social problem is significant. Further, the Guatemalan private sector's involvement in assisting vulnerable youths, and the media attention given to Challenge 10 have illustrated to other Central American countries what can be done when citizens participate in solving community problems.

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REINSERTION, REHABILITATION AND REINTEGRATION OF HAITIAN DEPORTEES PILOT PROJECT, HAITI

Description

Many deportees arriving to Haiti do not have family or social ties in their country of origin, and some may have been away from Haiti so long that they lack proficiency in Creole and French. Deportees from the United States and Canada often face significant stigmatisation upon their return to Haiti. Political tensions over the issue of deportees have led media to heighten public fear of deported individuals.

Because many of these returnees have become involved in gang activity in Haiti, those wishing to become productive members of society often find significant barriers to doing so and may eventually give up. The International Organization for Migration (IOM) and the Government of Haiti developed in partnership the Reinsertion, Rehabilitation and Reintegration of Haitian Deportees Pilot Project.

Goals:

- To assist in the immediate reintegration of Haitian deportees arriving to the City of Port-au-Prince.
- To provide reintegration assistance to individuals wishing to lead productive lives, as well as decrease negative public opinion of deportees.

Development and Implementation

Launched in May 2006, the project involves six government ministries of Haiti, including the Ministry of Social Affairs, Foreign Affairs, Interior, Justice, Haitians Living Abroad, and Planning and External Cooperation.

Every deportee receives an informational brochure on the assistance opportunities available through the programme. A protocol established with the Government requires the Ministry of Interior to refer deportees to the programme's recently established registration office, located within the Ministry of Social Affairs' (Office National de la Migration).

This office provides registered deportees access to a range of services, including orientation sessions; psychosocial counseling; drug rehabilitation therapy; HIV/AIDS education, testing and support; language and skill training; and micro-enterprise support.

The programme also assists deportees in navigating mandatory immigration formalities, serving an intermediary function. Project staff keep a file on deportees so that they may be contacted and informed of their options in enrolling in a variety of programme services.

Some examples of programme activities include:

- Language training includes immersion courses in French or Creole.
- Vocational training provides professional training through affiliated technical school in fields such as mechanics, photography, film production, carpentry, plumbing and IT services.
- The micro-enterprise programme offers financial support and training in business management through a specialized institutional partner. This takes place over a three-week period, at the end of which the deportee is asked to come up with a project proposal for which they receive technical support and ultimately financial support (70% as a grant, 30% as a low-interest loan) not exceeding \$2,000 per person.
- Counseling serves those who having experienced psychological stress, engaged in substance abuse, or are in need of guidance on issues of return and integration. Individual and group counseling sessions are offered by psychologists and social workers and assist with trauma that may arise from deportation or coming to a society that mostly rejects deportees. Sessions focus on culturally orienting deportees and individual sessions help deportees discuss career options.
- HIV/AIDS testing covers referral costs for testing as well as education on the issue.

The programme further seeks to sensitise the Haitian public with a view to reducing the stigma associated with deportees, who are widely viewed as fueling violence in Haiti. The project seeks to work more closely with the Government of Haiti to develop a nationwide campaign. Further, the project has thus far developed radio announcements urging the public to welcome co-nationals; provided background information to the media; worked to sensitise civil society and religious leaders; provided support for the production of a documentary on the lives of Haitians deported from the US for the purposes of educating the public on the reality of the conditions of life of a deportee; and organized a workshop with government and civil society leaders to discuss issues deportees face in reintegration.

The initial pilot programme began with \$1 million (USD) in May 2006 through an arrangement with the United Nations Development Programme (UNDP). The UNDP funded the programme with funds from the United States Agency for International Development (as part of their Poverty Reduction Strategy). It will serve as a model for an 18-month project funded by the US Department of State, through the IOM, called "Regional Reintegration of Returnees to CARICOM Countries." Maureen Achieng, Chief of Mission in Haiti for the IOM, identified in July 2007 some significant challenges and needs of the project. Significantly, she noted a need for a clearer policy on incarceration or liberation of deportees upon arrival in order to not deter them from registering for the programme (some fear they will be detained if they register). Many deportees lacked ID papers to qualify them for services. Pre-departure support to assist deportees to contact families in Haiti prior to return would have been helpful. A lack of resources made it difficult to meet needs as they arose.

Outcomes/Outputs

In July 2007, of the 650 deportees returned since the programme began providing assistance in October 2006, 350 registered for the programme. Of these:

- 94 received psychosocial counselling and benefited from orientation sessions with social workers
- 37 completed trainings and had established, individually or in groups, a total of 14 micro-enterprises
- 57 completed trainings and were awaiting funding for 37 group and individual micro-enterprises
- 240 awaited entry into training programmes prior to receiving funding for the establishment of micro-enterprises

Examples of businesses that have been supported through the project include poultry, beer brewing, cyber cafes, bakeries, restaurants, and plumbing services. Three major radio stations were airing public service announcements 12 times a day, encouraging the public to welcome repatriated nationals as compatriots, citing that these people have something to offer if given the chance. Journalists from three newspapers in Haiti and three journalists from the radio stations received detailed background briefings on the programme. Finally, eight institutions (some church-based and some NGOs) with an interest in the question received briefings. It was noted by the head of the IOM Mission in Haiti that more partners were needed to assist in de-stigmatisation.

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Additional Example:

The Island of St. Kitts and Nevis has a Returning National Secretariat which provides support to nationals returning home as deportees from the U.S., Canada, Saint Martin and other countries. The Secretariat offers assistance in finding jobs, locating housing and utilising social services. Provisions will be made for counseling where deemed necessary. www.gov.kn/default.asp?PageIdentifier=59

ICPC PUBLICATIONS AND ADDITIONAL RESOURCES ON YOUTH GANGS

ICPC Publications

All publications listed below are available at:
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SECTION 4
**COMMUNITY SAFETY
AND INDIGENOUS PEOPLES**

INTRODUCTION

There have been a number of important achievements in relation to the ongoing pursuit of indigenous peoples¹⁰⁰ to safeguard their individual and collective rights. It is estimated that the indigenous world population is 370 million plus, spread across 70 countries (UNPFII, 2008, p.1). At the International level, these include most notably, the recent adoption of the *UN Declaration on the Rights of Indigenous Peoples*¹⁰¹ on September 13, 2007 by the General Assembly, with an overwhelming majority of 143 votes in favor, and the renewal by the Human Rights Council of the mandate of the *Special Rapporteur on the situation of human rights and fundamental freedoms of indigenous people*¹⁰² for an additional three years (2007-2010).

The adoption of the *Second International Decade of the World's Indigenous Peoples by the General Assembly in December 2004*, and the establishment of the *UN Permanent Forum on Indigenous Issues* on July 28th, 2000 are also important initiatives in response to the growing international concern about the historical injustices faced by indigenous peoples, including present day experiences¹⁰³ of marginalisation*, social exclusion, institutional racism* and discrimination*.

There are several reports in countries such as, Australia¹⁰⁴, New Zealand¹⁰⁵ the United States,¹⁰⁶ Canada¹⁰⁷ and most recently in Latin America,¹⁰⁸ which reveal the gaps that continue to exist between indigenous and non-indigenous peoples in areas such as health, education, housing, political representation and income, etc. In the area of criminal justice, there is a growing international knowledge base including reports and studies, documenting the overrepresentation of indigenous peoples as both offenders, victims, and those receiving custodial sentences.¹⁰⁹

Much attention has been focused on exposing these numbers for decision makers to urgently address. **Much less attention has been given to identifying, documenting, and learning from the solutions developed by and with indigenous peoples through collaborative partnerships aimed at addressing indigenous disadvantage.** These initiatives highlight indigenous people's successes and capabilities, and ways to enhance mutual trust.¹¹⁰

They often reveal the **importance of cultural assets and community participation**, and the need for integrated activities supported by various funding programmes at the international, national, regional and local level.¹¹¹ Through various information networks and forums these stories can help build momentum, ignite new partnerships, and inform future action.

This compendium¹¹² on community safety and Indigenous peoples **focuses on positive developments and solutions addressing the well being of indigenous peoples** in urban, rural and remote communities. It acknowledges the complex issues facing Indigenous peoples, linked with colonisation, assimilation* and acculturation policies, and recognises present realities of serious human rights abuses in various regions of the world. In addition to other at-risk groups affected by various socio-economic conditions, such as women, youth, and ethno-cultural communities, indigenous peoples are a "community of interest", in search of improved outcomes in areas such as health, housing, justice, political representation, and employment.

This section notes some of the challenges of writing from an international context in reference to indigenous peoples and community safety. Most notably, these include: the lack of systematic and reliable data, the lack of disaggregated data in many countries on ethnicity and gender, the absence of research in many regions of the world on crime and victimisation issues facing indigenous peoples,¹¹³ with a predominance of information coming from developed countries (Australia, Canada, New Zealand and the United States).

¹⁰⁰ For the purposes of this paper we adopt the working definition of indigenous peoples, as an official definition of "indigenous" has not been adopted by any UN-system body. It includes: Self-identification as indigenous peoples at the individual level and accepted by the community as their member, historical continuity with pre-colonial and/or pre-settler societies, strong link to territories and surrounding natural resources, distinct social, economic or political systems, distinct language, culture and beliefs, form non-dominant groups of society, resolve to maintain and reproduce their ancestral environments and systems as distinctive peoples and communities (UN Permanent Forum Fact Sheet 2008). However, in reference to specific countries we use the names of indigenous groups of those respective countries throughout this report.

¹⁰¹ Although, the challenge will now be on how the UN Declaration will be implemented, and how indigenous peoples and States will work to give meaning to the articles.

¹⁰² This mandate was focused on the situation of indigenous peoples in the work of human rights bodies, it helped to facilitated dialogue and understanding between indigenous peoples, States, and international organisations.

¹⁰³ Banda & Chinkin (2006), Portella (2005), Del Popolo Oyarce (2005), FLACSO (2004).

¹⁰⁴ See Indigenous housing indicators 2005-06. Australian Institute of Health and Welfare

¹⁰⁵ See for example: Ministry of Social Development (2007).

¹⁰⁶ See Urban Indian Health Institute (2008); Bramley et al. (2005).

¹⁰⁷ See Cooke, Beavon & Mchardy (2004); Royal Commission on Aboriginal Peoples (1996).

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¹⁰⁹ Laprairie (2002), Memmott (2001), Cunneen (2001), Doone (2000)

¹¹⁰ IWGIA (2007), Hunt & Smith (2007), Altman (2006), Newhouse & Peters (2003)

¹¹¹ Memmott (2006), Capobianco (2006), Silver et al. (2006), Higgins (2005) Singh & White (2000)

¹¹² Written by Laura Capobianco, Senior Analyst and Project Manager, ICPC and Lizzette Soria, Analyst, ICPC. Lizzette is from the Quechua-speaking community called Chupaca in Huanacayo Province, Peru.

¹¹³ The concept of indigenous peoples is still controversial in many regions of the world with government reluctant to use the term, recognise indigenous peoples, or use ethnicity. Even in developed countries such as Norway, there is a lack of disaggregated data on the Sami population and their quality of life (lack of data on crime, health, etc.).

Some Underlying Developments and Issues

Urbanisation and migration of indigenous peoples

While a significant amount of indigenous peoples live in rural areas, increased migration of indigenous peoples to urban areas is an important development in many countries around the world. As a result of dispossession, and/or fragmentation of their ancestral lands, and subsequent deterioration of their livelihoods, many Indigenous peoples have migrated to city centers, often in search of better educational and employment opportunities, and, in some countries, to escape military conflict and natural environmental disasters.¹¹⁴

While determining an accurate portrait of urban indigenous populations is quite difficult, in some countries, the Census remains the most comprehensive data source available.

- In Australia,¹¹⁶ Aboriginals account for 2.5% of the country's population (est. 21.3 million), and 31% of the indigenous population lives in major cities.
- In Canada,¹¹⁷ Aboriginals account for 3.8 per cent of the country's population (est. 31.6 million), and 54% of aboriginals live in urban centres.
- In New Zealand,¹¹⁸ Maori account for around 14.6% of the country's population (est. 4.2 million). Although the majority of Maori live in urban areas with a population of 30,000 or more, they are more likely than the total New Zealand population to live in minor urban areas (those with a population of 1,000 to 9,999).
- In Argentina¹¹⁹, indigenous peoples account for around 4% of the country's total population (est. 35.9 million). A large number live in rural communities, but increasing numbers of youth are moving to urban areas.
- In Chile, the Mapuches are the largest and most organised group, comprising about 85 percent of the indigenous population. While the majority of Mapuches live on reservations, approximately a third live in urban areas.¹²⁰

Many cities are benefiting from the **rich and diverse cultural traditions** of indigenous groups, across the arts including film, literature, music, dance, and fashion. Indigenous peoples contribute greatly to the sustainability of cities in diverse areas such as the environment, health, social, culture, and economy (both formal and informal).¹²¹ There are now many more occasions, venues, and organisations devoted to recognising, celebrating, and supporting these achievements. Some examples include: the International Day of the World's Indigenous People on August 9th, Canada's National Aboriginal Achievement Foundation, the American Indian Youth Literature Awards, USA, and the Assembly of Migrant Indigenous Peoples of Mexico City.

However, many of the contributions of indigenous peoples still remain unrecognised and undervalued. In addition to other factors, this is often fuelled by a lack of cultural awareness and multicultural education, negative depictions and stereotypes of indigenous peoples in the media, and lack of support for indigenous media to challenge those depictions. In some instances, there is also a need for mainstream media to change their reporting practices, in which they often cite sensationalist stories involving indigenous offenders. While some are enjoying the benefits that city life can bring, many indigenous peoples in North America, Africa, Asia, Oceania, and Latin America, disproportionately live in some of the most disadvantaged areas of the city. Some of the main challenges facing indigenous urban populations include, poor health, lack of access to culturally appropriate services, crowded housing, and high rates of illiteracy.

Indigenous Leaders, grassroots and urban indigenous organisations continue to play an important role in mobilising efforts and resources towards indigenous well being in urban areas. In the USA, the Native American Youth and Family Center (NAYA Family Center)¹²² informally founded by parent volunteers in 1974, and later became an urban indigenous organisation in 1994, serves self-identified American Indian/Alaskan Native (AI/AN) youth and their families throughout the metropolitan area of Portland, Michigan by providing education, cultural arts programming, and support to reduce poverty.

¹¹⁴ IADB (2006), SPFII & IOM (2006).

¹¹⁵ Some of the factors which can affect the count include the high mobility of indigenous peoples from rural and reserve areas to cities- often moving back and forth, the refusal of indigenous peoples to take part in the national census, changing patterns of Indigenous self-reporting. For example, discrimination and marginalization may force indigenous migrants to hide their identity.

¹¹⁶ ABS 2006 Census data 1901-2006, www.abs.gov.au

¹¹⁷ Canadian Census 2006.

¹¹⁸ Source: Statistics New Zealand (2007), Table 1; and unpublished 2006 Census data (for European/New Zealander and Other). www.stats.govt.nz/.

¹¹⁹ 2001 Census of Population, Households and Housing. This is the first Census in Argentina which included a question to measure the indigenous population. It followed a law enacted in 1997, providing for the measuring of indigenous population through the next population census.

¹²⁰ www.cidcm.umd.edu/inscr/mar/

¹²¹ Graham & Peters (2002)

¹²² <http://www.nayapdx.org/>

The Native Women's Association in Canada works at the national level to enhance and foster the social, economic, cultural and political well-being of First Nations and Métis women within First Nation, Métis and Canadian societies.¹²³ In 2004, NWAC launched the national *Sisters in Spirit initiative (2005-2010)*,¹²⁴ a five year research, education and policy initiative aimed at addressing the high prevalence of violence against Aboriginal women. Also, Aboriginal Friendship Centres,¹²⁵ located in most provinces and territories in Canada, work to assist Aboriginal individuals and families integrate into urban communities after relocating from their reserves. They provide assistance in the areas of education, skills training, employment, housing and health care, and serve as a reciprocal link to other community organisations.

While this is very promising, similar to other community organisations serving at risk communities, many indigenous urban organisations continue to grapple with the administrative burdens of **fragmented and short term funding programmes**, with often separate reporting requirements given multiple funding streams.¹²⁶ While some organisations, have been successful in leveraging funding beyond initial pilot projects and governmental support, other indigenous organisations with promising outcomes continue to work, balancing different community interests and needs, which often remain unmet by government, Donors and the private sector.¹²⁷

At the **national level**, several governments have responded by launching national policies aimed at addressing the socio-economic needs of indigenous urban populations. The governments of Canada, Australia, and New Zealand launched **National Crime Prevention Strategies, prioritising indigenous populations**, living in both urban and rural and remote areas. In 1998, the Government of Canada launched the Urban Aboriginal Strategy (UAS), with renewals in 2003, and 2007. Projects funded under the UAS aim to improve life skills, promote job training, skills and entrepreneurship, and support Aboriginal women, children and families. In Chile, the Chilean government initiated in 2007 a **national public consultation in the main cities throughout Chile on urban indigenous issues**.¹²⁸ The consultation was open to both indigenous and non indigenous participants. It aimed to define an urban indigenous policy that would respond to the main issues indigenous people face in cities. The consultation was organised by the Ministry of Planning (Ministerio de la Planificación) and Corporación nacional de Desarrollo Indígena (CONADI).

At the **local level**, some cities have developed specific initiatives to assist urban indigenous populations, and this includes indigenous representation, consultation and participation of indigenous peoples in various city strategies. In Edmonton, Canada the Aboriginal Urban Aboriginal Affairs Committee, established in 1994, is a volunteer committee appointed by City Council, made up of Aboriginal and non-Aboriginal people living in Edmonton. The committee meets on a monthly basis, and works to promote Aboriginal accomplishments, advocate on behalf of Aboriginal groups, and liaise with the Mayor, City Council, and Aboriginal and non-Aboriginal agencies (EAUAC). The City of Auckland, New Zealand, through its Safer Auckland City Strategy, specialist knowledge on Maori issues is provided by Maori organisations who are also involved in monitoring and implementing the safety plan.

Migration

Migration is a complex issue and there is **an absence of research that looks at the impact migration has not only on indigenous peoples in destination countries, but also on transit communities, and home communities**.¹²⁹ Despite this limitation, recent research in Canada suggests the need to identify the specificities within the larger urban indigenous community such as geographic distribution, gender, the diversity of culture and language, links to rural and remote communities, and presence or lack of urban indigenous organisations and institutions within cities to provide assistance and support in examining the well-being of indigenous population in urban areas.¹³⁰ In some countries, the issue of **cross-border migration** can also be significant for indigenous populations, sometimes resulting in arrest, abuse and deportation. Recent evidence suggests that cross-border movements are prevalent in Colombia, the Mekong region in Asia, and Africa.¹³¹

Given these trends in relation to urbanisation of indigenous peoples, it is important that future policy and practice recognise both the opportunities that increased migration of indigenous communities brings to the social and economic development of cities, and tackle the challenges indigenous peoples face in urban centers, in addition to those facing rural and remote communities.¹³²

¹²³ www.nwac-hq.org/en/background.html

¹²⁴ See NWAC (2007).

¹²⁵ For more information, visit: www.nafc.ca

¹²⁶ Castellano (2008), Hunt & Smith (2007), Cadd (2002).

¹²⁷ Jaccoud & Brassard (2003), Hunt & Smith (2007).

¹²⁸ See Ministerio de Planificación (2007). Inician consulta sobre política indígena urbana. Gobierno de Chile. Available at: <http://www.mideplan.cl/final/noticia.php?idnot=1134>

¹²⁹ SPFF & IOM (2006).

¹³⁰ Newhouse & Peters (2003) in Capobianco (2006, pp. 5).

¹³¹ SPFF & IOM (2006, pp.5).

¹³² See Hanslemann (2001), La Prairie (1994), Jaccoud & Brassard (2003).

Rural and remote communities

Although each rural, remote community is unique in its geographic location, these communities often share a number of common characteristics, these include their small size, in terms of population, market and labour supply, their physical isolation from other, and particularly larger, urban centres, their lack of economic diversification, a weak and declining economic base and limited employment opportunities, high production and servicing costs, a limited range of public and private services and a small, often, a harsh climate, and in some regions and countries, a large indigenous population.¹³³ **Many indigenous peoples living in rural and remote areas live in extremely precarious environments, with numerous structural barriers, including large numbers living in extreme poverty.**¹³⁴

The types of structural disadvantage and associated problems facing indigenous populations found in rural and remote communities in countries such as Canada, Australia, New Zealand and the USA, such as substance abuse, suicide, anti-social behaviour, and family violence have been demonstrated through numerous commissions, studies and reports. Many of these studies have noted the links between crime and victimisation and intergenerational trauma, overcrowded housing, domestic and family violence, witnessing violence, and illiteracy.

There is a dearth of research in Latin America, Africa and Asia on the associated impacts of dispossession and fragmentation of ancestral lands on indigenous well being. Despite this limitation, indigenous grassroots and NGOs, the *UN Special Rapporteur country reports on the situation of human rights and fundamental freedoms of indigenous people*, national human rights associations, and the Indigenous World Report launched by the Indigenous Working Group of Indigenous Affairs, most notably have worked to raise awareness of some of the most critical issues facing indigenous populations in these areas.

These include but are not restricted to the following; political violence, including the extra-judicial executions of members of indigenous organisations, forced disappearances, the impact of aerial spraying of illicit crops leading to pollution of rivers, disease, and the destruction of subsistence crops, violence against indigenous populations from private security hired by resource extraction companies in developed countries, very high illiteracy rates, especially among women, high victimisation rates among women and children, under-funded services to provide basic necessities of life, lack of access to justice, issues related to the militarisation of indigenous peoples and conflict, the unreasonable application of existing anti-terrorist legislation, and a lack of indigenous specific social policies to address the needs of indigenous peoples living in rural areas.

Large scale development projects have worked to deteriorate traditional livelihoods and endanger food security. Many projects have not yielded substantial returns or benefits to the indigenous groups in communities living on their ancestral lands. At the same time, research has also revealed **strong forces of change** working to improve the quality of life of indigenous peoples in rural and remote communities.

In Guatemala, several Mayan organisations are developing programmes in areas such as intercultural education, economic and social development. In the Yup'ik Eskimo village of Emmonak, Alaska, the Emmonak Women's Shelter (EWS), provides a wide range of services to victims of crime, including immediate safety (shelter), crisis intervention, education and support to victims of domestic violence and/or sexual assault. This 24-hour Aboriginal operated shelter, serves a population of 2,977 people spread over an approximate area of 6,000 square miles. Victims in nearby villages are often flown in to use EWS services, since this part of Alaska has no roads.¹³⁵

In Honduras, the **Garifuna Emergency Committee** (CEGAH) is a grassroots women's organisation that presently incorporates 16 rural Garifuna communities from the Province of Colon in the Districts of Santa Fe, Trujillo, Santa Rosa de Aguan, Limon and Iriona. The Garifunas are an afro-descendant population who face many of the same challenges confronted by the poorest populations worldwide. With support from various sources, CEGAH helps Garifuna communities to become self-sufficient by using participatory methods within their traditional ways of living to develop activities in sustainable agriculture (native seed conservation), disaster mitigation, environmental conservation, and development issues.¹³⁶

¹³³ Slack et al. (2003, pp. 6)

¹³⁴ There is considerable debate around that the definitions of poverty affecting indigenous populations in the Millennium Development Goals, as it does not capture the extent of poverty felt by indigenous peoples around the world. See: UNFII proceedings from forums (2003) and (2004) and Hall & Patrinos (2005).

¹³⁵ Tribal Law and Policy Institute (2004, p. 1).

¹³⁶ <http://www.horizons.ca/2/2003/07/04/partners-from-mesoamerica/>

Indigenous Governance

There has been a **strong focus on governance internationally, and more specifically on indigenous governance and urban indigenous governance** in many countries, in areas such as environment, education, health, youth development, and security.

An important development underlying this focus on indigenous governance is democratization, and the promotion and protection of human rights including the right to **self determination***. In an age of plural governance, it is clear that indigenous governance is a process that goes well beyond state action towards improving the well being and safety of indigenous peoples worldwide.

Indigenous communities have effectively governed their communities prior to colonisation, with broad communal support, and customary law*. There is an increased focus on how indigenous people's customary law is grounded and developed outside an ordinary (state) law system. The networks of kin* support, cultural and spiritual teachings, and the connection to ancestral lands as a source of identity,¹³⁷ livelihood, and strength of indigenous peoples, offer additional compelling arguments in support of comprehensive definitions of good governance, or nodal leadership* and governance¹³⁸. This includes **the recognition and the importance of strong community participation** and involvement, and partnerships with a range of actors and agencies in the public, private, and non-governmental sectors.

Indigenous NGOs and organisations continue to exert their influence and make strides in enhancing and regaining the political influence of indigenous peoples in many countries.¹³⁹ For example, in Latin America, there have been a number of important achievements including the number of indigenous elected officials, constitutional provisions for indigenous peoples, and indigenous focused health and education programmes.

While many countries in the region have passed constitutional resolutions and policies for indigenous peoples, there remains **a gap between legal recognition and implementation of rights**.¹⁴⁰ A review of the literature on indigenous governance suggests a number of main issues, concerns, and/or gaps in knowledge. These include:

- the degree of ownership and control of service provision by indigenous peoples, respecting the principle of self determination¹⁴¹.
- the issue of representation (how to ensure that the voices of `communities of interest` within the larger indigenous community are heard (women, youth, disabled, gay and lesbian).¹⁴²
- how the interests of urban indigenous populations should be effectively represented (territory, nation, community).¹⁴³
- nodal leadership* the ways in which indigenous leaders mobilise consensus, and resources towards community well being, building mutual trust within and across groups.¹⁴⁴
- the development of methodologies which are aimed at assessing impact
- the appropriateness of the dichotomy between solely western/traditional (as there are many complexities related to the processes of acculturation, and traditional societies do not remain static).¹⁴⁵

Police and Justice

In the area of policing and justice, there is increased recognition of the important role of indigenous peoples in the identification and ownership of justice issues. A number of **indigenous police models** have been created to respond to a number of concerns related to mainstream policing. Each of these concerns have to be situated within their specific country context to better understand the nature of the historical relationship including colonial policies and assimilation practices, experiences of institutional or systemic racism*, the different socio-economic outcomes of indigenous peoples, the type of indigenous policing model employed, the level of support or recognition received by the community and/or state.

¹³⁷ Burrows & Rotman (2001), Panagos (2007)

¹³⁸ Nodal Governance refers to `a multiplicity of governance authorities and providers that coexist in multiple ways to produce diverse security outcomes` (Wood & Shearing, 2006, p.13). Also, see Hunt & Smith (2007). The project outlines Indigenous design principles and institutional mechanisms that underlie indigenous governance across rural remote and urban communities.

¹³⁹ See for examples, the UN Special Rapporteur on Indigenous Issues Reports on Canada, Nicaragua, and Mexico. Available at: www2.ohchr.org/english/issues/indigenous/rapporteur/

¹⁴⁰ Hall & Patrinos (2005)

¹⁴¹ Hanvelt & Papillon (2005), Bartlett & Boffa (2001), Murphy (2001), Mercredi & Turpel (1993)

¹⁴² Lawrence (2003), Green (2002)

¹⁴³ Bell (2003)

¹⁴⁴ Hunt and Smith (2007)

¹⁴⁵ Noreau & Lajoie (2003)

However, it can be said that indigenous policing models in general aim to:

- improve the relationship between indigenous peoples and the police, in recognition of the historical injustices of the past regarding the relationship between the police and indigenous peoples leading to mistrust and fear.
- address insufficient access to police protection by indigenous peoples living in urban, rural and remote areas, including reserves* or reservations.
- better respond to the local concerns of the indigenous community by involving indigenous members in policing activities.

In 1995, following a number of human rights violations to the indigenous peoples in la Montaña de Guerrero, Mexico, a number of indigenous communities decided to establish an **indigenous community policing model**, in accordance with their customs and practices. This model serves as an alternative to the established State and Municipal police. While the policing model receives wide community support, there have also been complaints about how the system operates¹⁴⁶. In New Zealand, Iwi Liaison officers help to facilitate understanding between the Police and Maori through education, and development of community networks. In Canada, Aboriginal Liaison officers help to increase the Aboriginal community's involvement and participation in the development of crime prevention programmes and work to develop and maintain positive relations between the police and the Aboriginal community. In Norway, the Sami Parliament has identified the need for the police, corrections and health workers who speak Sami and understand the Sami culture, to increase access to justice and improve confidence in the criminal justice system.

In Australia, the New South Wales Police Service, recently launched the **Aboriginal Strategic Direction (ASD)**,¹⁴⁷ a policy which aims to negotiate with Aboriginal people about how their community is policed to standards that are expected by all citizens (NSW Police, 2007). The five year plan (2007-2011) includes themes such as community safety, and fear of crime, Aboriginal cultural awareness within the NSW police service, improving communication and understanding between police and Aboriginal people, substance abuse, and dealing with family violence and substance abuse. Several initiatives form part of the plan to ensure that the diverse needs of Aboriginal communities are addressed at the local level. These include 3 tiered Aboriginal consultative committees (local area command Aboriginal Consultative Committee, Regional Advisory Committee, and a Police Aboriginal Strategic Advisory Council), whole of government partnerships (Education, Human Resources, Health, Communities and Family), Aboriginal support groups, local Aboriginal action plans, and continuous opportunities for learning (i.e. the NSW Police Intranet site contains an Aboriginal Knowledge Map that provides information on research, analysis and best practice in Aboriginal issues).

There is a strong interest among in the use of **restorative justice in relation to indigenous peoples**. In particular, restorative justice relates to models which are seen to be based on traditional dispute resolution mechanisms, notably family group conferencing, which was developed in New Zealand to respond to the need for more appropriate responses to offending by Maori youth, and sentencing circles and healing circles developed in Canada. Restorative justice practices are now being increasingly promoted by governments and used in indigenous communities, in Australia, Canada and New Zealand, although not without dispute.¹⁴⁸

- In Australia, following the 1991 Royal Commission into Aboriginal Deaths in Custody, **Aboriginal Justice Advisory Committees** have been established at most regional and State and Territory levels to advise governments on Indigenous justice issues. Other groups, including Community Justice Groups, Community Councils and Elders have formal and informal roles in developing and implementing crime prevention and justice-related measures in their communities. Jurisdictions are also increasingly considering the incorporation of culturally appropriate practices into the criminal justice system and a number of jurisdictions have established Indigenous specific courts or sentencing practices.
- In Canada, the Department of Justice launched the **Aboriginal Justice Strategy**¹⁴⁹ (AJS) and it was renewed in 1996, 2002, and 2007. One of the three objectives of the strategy is "to contribute to decreasing rates of crime and victimisation in Aboriginal communities operating AJS programs". Key initiatives promoted by the strategy are diversion, alternative measures, and restorative justice and mediation, all of which can play a role in preventing re-offending. To date these programmes have been managed by First Nations and Tribal Councils, community groups, urban Aboriginal coalitions and other non-profit organisations.¹⁵⁰

¹⁴⁶ See Rowland (2005); Sierra (2005).

¹⁴⁷ See NSW (2007).

¹⁴⁸ See Bottoms (2003), Kelly (2002), Cunneen, (2002).

¹⁴⁹ See Aboriginal Justice Strategy. Fact Sheet 2007. Department of Justice Canada. Available at: www.justice.gc.ca/en/ps/ajs/publications.html

¹⁵⁰ www.canada.justice.gc.ca

While various indigenous practices in the area of policing and justice are regarded by some as strong examples of self determination*, there are several ongoing concerns in this area, including 1) the limitations put on indigenised criminal justice services (eg. powers of arrest, or sentencing) which may compromise their effectiveness in the long term, 2) the lack of resources allocated to indigenous communities in general which can hinder the quality of the criminal justice services they provide, and 3) the need for trained staff which are culturally aware, and can respond with unique skill sets to the complexity of the issues. All of these factors can work to undermine the legitimacy of administering criminal justice services in indigenous communities and further perpetuate paternalistic ideologies.¹⁵¹

Another related development in this area includes the **proliferation of networks and projects which help to inform indigenous governance practices**. Some examples include:

Dialog¹⁵² is an inter-university, inter-institutional, cross-disciplinary and international research cluster created in 2001, based in Quebec, Canada at the Institut national de la recherche scientifique (an academic branch of Université du Québec). It brings together a network of diverse actors, including researchers, students, collaborators from universities and Aboriginal organisations and communities that share the objectives of promoting, disseminating and renewing research relating to Aboriginal peoples. It aims to promote collaborative, and situated research practices that are grounded in the historical, social and political reality of Aboriginal peoples.

In Australia, the **Indigenous Community Governance Project**¹⁵³ (ICGP) involves a partnership between the Centre for Aboriginal Economic Policy Research (CAEPR) and Reconciliation Australia, which undertakes research on Indigenous community governance. The project involves a multi-disciplinary team of researchers¹⁵⁴ who are engaged in intensive fieldwork varied sites across Australia, in collaboration with participating indigenous communities and organisations. In particular, the project is aimed at exploring the different models of governance that have been established and are emerging in communities, and the governance processes, institutions, structures, powers and capacities involved.

Created in 1987, **CIÉRA**¹⁵⁵ (Centre interuniversitaire d'études et de recherches autochtones) brings together researchers from the University of Laval, other Quebec Universities and those abroad to study Aboriginal communities and cultures. Activities are focused around four main areas: historical cultural, socio-economic, political/legal, and formative education in intercultural settings. It favours an interdisciplinary, multidisciplinary and global perspective, and Aboriginal participation and governance in social, economic and political life.

The European Union is currently funding the **International Working Group on Indigenous Affairs (IWGIA) local chapter in France** to create a database containing information on all French speaking indigenous organisations, support organizations and resource persons.¹⁵⁶

Community Safety and Indigenous Peoples: An Overview

Definition, frame, and areas of disagreement

Discussions in relation to crime prevention and indigenous peoples have **often been narrowly reduced to criminal justice contributions** (eg. police, courts, corrections). This to some extent is understandable, given the serious concerns about the overrepresentation of indigenous peoples in the criminal justice system, problems related to mistreatment and unequal access to justice,¹⁵⁷ and the need to improve the response of the conventional justice system and consider indigenous justice initiatives based on the principle of self determination.

However, this predominant focus can often work to deflect attention away from the important contributions made by indigenous peoples, community groups, and different institutional actors that work to address the underlying causes and correlations with crime and victimisation among indigenous peoples. It also works to deflect attention from the required resources to enhance and sustain those contributions towards positive outcomes.

¹⁵¹ Nielsen (1996)

¹⁵² www.reseadialog.qc.ca

¹⁵³ http://www.anu.edu.au/caepr/ICGP_home.php

¹⁵⁴ From the National Centre for Indigenous Studies at the Australian national university, from Charles Darwin University, the Centre for Anthropological research at the University of Western Australia, and the Centre for Indigenous Governance and Development at Massey University, New Zealand.

¹⁵⁵ <http://www.ciera.ulaval.ca/english/ciera/presentation.htm>

See IWGIA (2007) Annual Report 2006. Available at:

¹⁵⁶ www.iwgia.org/graphics/SynkronLibrary/Documents/publications/Folders/2006%20Annual%20Report%20and%20Accounts.pdf

¹⁵⁷ However, even in countries where there is a perception among Indigenous populations that there is equal access to justice, some may not access the system if they perceive that their language will not be understood.

As argued elsewhere, the term **community safety** appears to be a more suited term in examining safety and prevention initiatives in relation to indigenous peoples. Community safety refers to those strategies, initiatives, practices, and tools developed by and with indigenous peoples to improve the well being of communities. This broader community safety frame recognises the:

- complexity of the issues related to histories of **colonisation, dispossession, and assimilation**, and the present realities facing many indigenous peoples across the world, including discrimination, systemic racism, inequity, and marginalisation.
- **need, value, and respect for different types of knowledge** (eg. traditional, experiential, interdisciplinary, etc), to inform partnerships, based on trust, recognition, and equality.
- importance of **community contributions in the co-production of safety** (Elders, youth, children, women and men, families, etc.), including the contributions of many different and interrelated community sectors (cultural, social, environment, economic, political),
- **safety of indigenous peoples and the communities in which they live** (eg. multicultural, urban, rural, isolated or remote) includes **measures aimed beyond reductions in the rates of crime and victimisation**. The reduction of crime is one of the many possible positive indicators of safety, alongside those such as increased school retention rates, literacy, employment and meaningful employment opportunities, strong parental abilities, vocational skills, and protection of livelihoods, etc.

Current strategies and programmes take a much broader approach which recognises the **multiplicity of causal factors** and the need for a really **integrated and participatory approach**. Many different and over-lapping terms are used to describe these developments including holistic, 'multi-faceted', 'whole of government' approaches and interventions. Such initiatives see crime prevention and community safety as part of, and dependent upon, improving the overall quality of life in indigenous communities.¹⁵⁸

Understanding risk and protective factors

Due to the complexity of the multiple issues and challenges facing indigenous peoples highlighted earlier, indigenous peoples continue to be overrepresented as offenders, victims, and the incarcerated in several countries.

In Canada,¹⁵⁹ according to the last two General Social Surveys (1999 and 2004), including information from self reporting and a victimisation survey, Aboriginals were three times more likely to be victims of violence than non-Aboriginals.¹⁶⁰ From 2004-2005, Aboriginals between the ages of 15-34 were five times more likely to be incarcerated. In Australia, Aboriginal youth (aged 10-17) are 21 times more likely to be incarcerated than non-Aboriginal youth in the same age group, with great disparities between states. While the rate of incarceration of Aboriginal youth has been high since 1994, it has since stabilised. However, the rate of incarcerated Aboriginal adults has increased by 20% between 2000 and 2006¹⁶¹. In the United States, American Indians are overrepresented as victims of violence. According to the National Crime Victimisation Survey administered from 1992-2002, American Indians accounted for an average of about 1.3% of all violent victimisations annually.

The annual average violent crime rate among American Indians aged 12 or older, from 1992 to 2001 was about 2.5 times the national rate.¹⁶² In New Zealand, Maori and Pacific Island peoples were more likely to be victims of violence than other groups.¹⁶³ Maori youth offenders make up around 50% of the youth offending population. Some Youth Courts report the rate as high as 80% or 90%, despite Maori encompassing only about a quarter of the New Zealand population under 17 years of age.¹⁶⁴

The risk factors associated with crime and victimisation, have been well documented internationally¹⁶⁵ and include poverty, poor living environments, family breakdown or poor parenting abilities, school drop out or failure. These risk factors are found to be associated with offending and victimisation in both developed and developing countries, and among many different ethnic and cultural groups. Protective factors such as strong family bonds, or completing school, are similarly broadly common to most countries.

¹⁵⁸ Capobianco et al (2003, pp. 12).

¹⁵⁹ For more information on policy research undertaken within Canada relating to specific incidents of indigenous victimisation, See: Special Committee To Prevent the Abuse and Exploitation of Children Through the Sex Trade (June 2001) www.legassembly.sk.ca/committees/Archive/aecc/Default.htm Report of the Commission of Inquiry Into Matters Relating to the Death of Neil Stonechild (2004) www.stonechildinquiry.ca, Commission on First Nations and Métis Peoples and Justice Reform www.justicereformcomm.sk.ca and the Royal Commission on Aboriginal Peoples, 1996 www.ainc-inac.gc.ca/ch/rcap/sg/sgmm_e.html

¹⁶⁰ Brzozowski et al. (2006)

¹⁶¹ Snowball & Weatherburn (2006)

¹⁶² Perry (2004)

¹⁶³ Ministry of Justice, Briefing to Incoming Ministers on Crime Reduction Strategy 2002.

¹⁶⁴ MJ & MSD (2002, pp.11)

¹⁶⁵ UNODC (2005), ICPC (1999), and Homel et al. (1999)

Given the conditions under which many indigenous peoples live, whether in rural, remote, and urban settings, often related to issues of inequity, discrimination, and racism, indigenous peoples tend to be characterised by multiple risk factors, and can sometimes have few of the protective factors that promote resilience to crime and victimisation, such as good educational skills, or positive family and school environments. Studies in Canada, Australia and New Zealand all underline this.¹⁶⁶

In New Zealand, for example, the following list of risk factors¹⁶⁷ is associated with the high levels of criminal justice involvement among Maori:

- having few social ties
- mixing with antisocial peers;
- having family problems, particularly poor parental monitoring of children, and negative parent-child relationships
- experiencing barriers to treatment, whether low motivation to change or practical problems
- showing poor self-management, including impulsive behaviour, poor thinking skills and or/poor social/interpersonal skills
- showing aggressiveness (both verbal and physical, against people and objects)
- low academic achievement and poor attendance at school
- lacking vocational skills
- demonstrating anti-social attitudes that are supportive of crime, theft, violence, truancy and unemployment
- abusing drugs alcohol
- living in a neighbourhood that is poor and disorganised, with high rates of crime and violence
- lacking cultural pride and positive cultural identity.

Two important issues have received greater attention in relation to risk factors and indigenous populations. First, there would appear to be **broad agreement that ethnicity itself is not a risk factor**. Secondly, **considerable work has now been undertaken, in Australia in particular, on the additional risk and protective factors which are specific to Indigenous Peoples**. This is an important development, since many contemporary criminal justice systems use classification systems, whether for sentencing, prison or parole assessments, which are based on research on general offending populations rather than minority groups.¹⁶⁸

These specific risk and protective factors are outlined in a major report¹⁶⁹ and are listed in the chart below :

Risk Factors	Protective Factors
Forced removals	Cultural resilience
Dependence	Personal controls
Institutionalised racism	Family controls
Cultural factors	
Substance use	

In Latin America, a study focusing on assessing human development gains of indigenous peoples in five countries (Bolivia, Ecuador, Guatemala, Peru and Mexico) during the Indigenous Peoples Decade (1994-2004), found that indigenous students had significantly lower levels of academic achievement. Indigenous schools also presented higher dropout, repetition, and failure rates, all indicative of the poor quality of schools.¹⁷⁰

By no means are all of the risk factors identified encountered in every indigenous community, nor do they characterise all indigenous peoples. Nevertheless, the very broad range and nature of these risk factors requires them to be addressed across many fronts, and through multi-faceted interventions designed to target several factors at a time, and using a variety of approaches.¹⁷¹

¹⁶⁶ See La Prairie (1994), Homel et al. (1999), Doone (2000), and Linden (2001)

¹⁶⁷ Doone (2000, pp.10), see also Singh and White (2001), and McLaren (2000)

¹⁶⁸ See Dawson (1999), and Hannah-Moffat & Shaw (2001).

¹⁶⁹ Homel et al. (1999, pp.9)

¹⁷⁰ Hall & Patrinos (2005, pp.7)

¹⁷¹ Capobianco et al. 2003, p.12

Areas of disagreement

An earlier review of literature of programmes and strategies¹⁷² identified a number of concerns and areas of disagreement in discussion of community safety responses to the needs of indigenous communities. Some are long-standing issues which run through much past discussion of national or local government responses to the situation of indigenous peoples. Others are more recent, but in all cases they raise important questions about the nature of community safety practice, who initiates it, its implementation and evaluation. They include disagreements about:

- The 'indigenisation' of existing criminal justice or social and health systems, eg. through the recruitment of indigenous staff, versus demands for completely autonomous systems.¹⁷³
- The extent to which indigenous peoples participate in the development of crime prevention initiatives, and throughout all stages of project development and implementation. Is this token participation, or does it include full and representative participation at the local level?
- The extent to which major commissions, reports, policies, strategies or programmes include and address all groups within indigenous populations, eg. women and young girls, or the elderly and disabled.
- The prioritisation of mainstream national or regional programmes and interventions over local grass-roots approaches, eg. promoting and adapting non-indigenous programmes to indigenous populations, rather than supporting those developed by indigenous communities themselves.
- The failure to recognise the heterogeneity that exists among indigenous peoples, especially in relation to assumptions underlying the transportation of crime prevention initiatives to different communities.
- This includes concerns about the appropriateness of family group conferencing models or sentencing circles in different settings, and the extent to which they represent an appropriation, or misrepresentation, of indigenous dispute-resolution practices, for example, their appropriateness for dealing with issues of violence against women and girls.¹⁷⁴
- The ongoing debate concerning the non-indigenous focus on individual rights, and the notion of collective rights characteristic of many indigenous peoples.¹⁷⁵

In addition, it is clear in many previous reviews of community safety or crime prevention programmes, and in the practices included here, that **there remains a dearth of evaluated community safety programmes focusing on indigenous populations.**

Some of the reasons identified include: the lack of research on culturally appropriate evaluation methodologies, the lack of evaluative frameworks in accompanying programmes serving indigenous populations, the complexity encountered by both indigenous and non-indigenous practitioners in evaluating complex interventions with multiple partners and initiatives, and in some countries, the absence of a policy framework to undertake rigorous evaluation of crime prevention strategies. In countries where evaluative frameworks have been developed in crime prevention, there is also a need to examine more closely whether present indicators capture the needs and aspirations of indigenous well-being.

¹⁷² Ibid, 2003

¹⁷³ Tauri, 2000, and Hazlehurst, 1995

¹⁷⁴ McIvor, 2002, and Green, 1998

¹⁷⁵ McGillivray & Comaskey (1999)

STRENGTHENING IDENTITY

NGAPARTJI NGAPARTJI PROJECT, AUSTRALIA

Description

During the 20th century, the history of the Spinifex people in Southern Australia was characterised by dispossession and displacement. This has been the case across Australia and as a result, indigenous languages have been at-risk of disappearance, resulting in a shortage of skilled and culturally appropriate interpreters available in the health and justice systems. It was not until 1980, that bilingual Pitjantjatjara and Yankunytjatjara programmes were formally introduced into the wider South Australian state school curriculum.

In 1992, a group of artists and producers created a long-term community development programme called Big hART in order to address the effects of marginalisation in socially isolated communities. Big hART aims to build skills in communities, assist regional development, and foster a more inclusive Australian culture. In 1999, Big hART's Artistic Director Scott Rankin, and arts mentor, Trevor Jamieson, a man of Pitjantjatjara and Ngoongar descent, started to explore the impact of dispossession and displacement of people living away from country, home and family. They acknowledged the pain and the difficulties of people living away from their homelands and of indigenous peoples across Australia who are dealing with issues related to the impact of dispossession. In 2004, this long term research initiative developed into the Ngapartji Ngapartji Project (I Give You Something, You Give Me Something) forming part of Big hART's community development programme. The project has been running on Arrernte country in Mparntwe (Alice Springs) since early 2005.



Source: Big hART

Goal:

Ngapartji Ngapartji Project is based on the principle of **cross-cultural collaboration** and is aimed at achieving sustainable social changes and creating a space for indigenous people to participate in their own community development at both the national and local level.

Development and Implementation

The Ngapartji Ngapartji project is supported by a network of national, local and community partners. Main sources of funding include the Australian Council, Maintenance of Indigenous Languages and Records program, the Myer Foundation, and the Attorney General's National Community Crime Prevention Programme. Also several local supporters include Alice Springs, a local youth centre, and the Ngaanyatjatjara Pitjantjatjara Yankunytjatjara (NPY) women's council.

The main objectives of Ngapartji Ngapartji Project are to:

- Provide language learning, teaching, and maintenance
- Foster community development
- Prevent crime
- Foster cross cultural collaboration both within the project and through its public aspects such as website and touring performances
- Create new literacy training models as well as film, art and theatre making
- Encourage the development of a National Indigenous Languages Policy



Source: Big hART

Through an "open crowd approach", a flexible programme has been developed by youth, leaders, arts mentors and language workers to carry out **task-focused workshops** that help to prepare material for a touring performance piece,

and an on-line language and culture site (Ninti website). The touring theatre piece draws on Trevor Jamieson's central family story based on the effect of British nuclear testing near Maralinga in the 1950s. The play uses songs and audience interaction to illustrate these themes. Participants choose to travel and share their stories given **high level inter-company trust**, and **community ownership** of the project.

The **Ninti website** (www.ninti.ngapartji.org) is an online place of language learning and cultural exchange with a national community of participants. A language and culture reference group (Ninti Mulapa), comprising Senior Pitjantjatjara elders and language workers, oversees and reviews the cultural and linguistic appropriateness of the site content. The website, archived by the National Library of Australia and the Australian Institute of Aboriginal and Torres Strait Islander Studies (AIATSIS), is a significant national electronic publication by and about indigenous people and issues. A project of this magnitude requires years of research, relationship building, language learning, experimenting, and the ongoing development of trust in a supportive and positive context.

An evaluation of the programme will be carried out from September 2007 to January 2010, by two independent institutes, the Murdoch University and the Australian National University. The former will look at the crime prevention impact and the latter will focus on the non-school based literacy model respectively.

Sources

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www.aiatsis.gov.au

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WAPIKONI MOBILE, QUEBEC, CANADA

Description

The Northern region of Quebec has a high percentage of Aboriginal youth under the age of 30. Official statistics indicate that the rate of suicide among First Nations youth is five times higher than the national average. Aboriginal youth are at risk of school drop-out, suffer from depression, low self-esteem and lack recreational activities to develop self interest. According to a public consultation from the Indian and North Affairs Committee (INAC), 62% of youth older than fifteen years of age think that alcoholism and drug abuse are related to the problems in their communities, and 39% of adults consider family violence as the main problem. Isolation has also been identified as a risk factor that impacts negatively on youth development. In 2000, Manon Barbeau, filmmaker, and Founder and Director of **Wapikoni Mobile**, provided scenario film workshops in the Attikamekw communities. First Nations youth in these communities expressed a need for assistance and support.

Goals:

To provide Aboriginal youth an opportunity to express themselves through their artistic achievements in video or music, and participate in various dissemination activities focused on exchange and communication.

Development and Implementation

Frequent meetings were held with the Tribunal Council of Attikamekw Nations **to build consensus, understanding, and community support for the project**. Subsequently, the Council of the Attikamekw Nation adopted a resolution to support the project. Wapikoni Mobile agreed with the First Nations Assembly Quebec to ensure a majority representation of First Nations in the corporative structure of the organisation and administration. Six Algonquin and Attikamen communities (Pkogan, Lac Simon, Wemotaci, Kicisakik, Opticivan and Manwuan) participated in the creation of targeted workshops, and **Wapikoni Mobile** was officially launched in 2004. Wapikoni Mobile is a non-profit organisation, based in Quebec, Canada that includes **a mobile film production studio** aimed at teaching the basics of filmmaking to young Aboriginals.

First Nations coordinators welcome the RV into their community and liaise between the First Nations youth and the filmmaker - trainers. The long term goal is to pass on the communication tools to the communities themselves.

Wapikoni Mobile's training activities are based on an **interactive pedagogical tool** based on the philosophy "hands on learning", where youth participants learn rules of film production and scenario, by exploring all stages of production.



Source: Wapikoni Mobile

Promotional activities are another important component of the project. A Website has been designed to offer reference tools that allow youth to pursue their artistic careers throughout the year. A focus on developing **multi-level partnerships**: Wapikoni co-produces the films with the National Film Board of Canada, in partnership with several partners on the ground, numerous financial partners, and various government departments.

Some examples include the National Crime Prevention Centre, Public Safety Canada, the Department of Indian and Northern Affairs, Canadian Heritage, the Secrétariat aux affaires autochtones du Québec, Ministère de la Santé et des Services sociaux du Québec, and Health Canada to name a few.

Some examples which illustrate the scope of Wapikoni programming include:

- In collaboration with Health Canada, participants designed an intervention tool involving Aboriginal communities for health and education practitioners. It includes different areas of expertise including substance abuse, suicide prevention, healing, transmission of family values, and strengthening identity.
- In collaboration with the First Nations Education Council (FNEC) and the Indian and Northern Affairs Canada, Wapikoni Mobile produced a video to assist educators in Aboriginal communities to prevent school drop-out.

Wapikoni mobile has also been successful at harnessing the financial support of the private sector and individual contributions. In order to sustain the project, **three permanent studios** have been set up in three communities in Quebec (Wemotaci in 2006, and Kitchisakik and Mashteuiatsh, in 2007), in which youth can receive training in film production throughout the year. Training is offered on production and management and this is accompanied by public service announcements and messages on prevention.

Outcomes/Outputs

Since 2004, in remote regions of Quebec, Wapikoni Mobile has taught digital film technologies to over 650 young people of the Algonquin, Atikamekw, Cree, Inuit and Mohawk nations. An independent evaluation of the programme, in addition to data collected earlier from 2004-2008 from participant's files reveal the following:

- 694 participants have benefited from the project
- The group most affected by the project are aged 15-25 years
- The three permanent studios installed since 2006 have enabled 31 persons to further participate in the programme
- participants unanimously expressed that they thought the project had positively impacted youth in their community`



Source: Wapikoni Mobile

Furthermore, additional evidence suggests:

- an increase in self esteem and confidence is one of the most important impacts of the project on the participants
- a reduction of drug consumption among participants

Sources

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STRENGTHENING LEADERSHIP AND PARTICIPATION

TANGENTYERE MODEL, ALICE SPRINGS, AUSTRALIA

Description

Alice Springs is an urban settlement in central Australia. According to the 2006 Census, there were 23,892 persons residing in the local government area of Alice Springs (town), of which 49.4% were males and 50.6% were females. Alice Springs has a large Aboriginal population, estimated around 4,000. The European settlement of Alice Springs was situated on pastoral lands previously occupied by a large number of Indigenous groups. Much of the land surrounding and including Alice Springs is still recognised as the traditional homelands of Arrente, Anmatyerre, Warrungu, Warlpiri, and other peoples. A number of social and economic policies in the 1960s and 1970s led Aboriginals to move from rural community settlements to settlements on the outskirts of the town. These settlements were later referred to as town camps.

Some of the initial challenges facing town camps included a lack of quality housing, employment opportunities, training opportunities, breakdown of family, and boredom arising from lack of employment, and this led to excessive consumption of alcohol and vandalism. The dislocation of people from their ancestral lands has brought a range of different cultures together in an environment where division among groups and rivalries can occur. Presently, there are 19 well established and autonomous camps around Alice Springs, which contain about 30-40% of the Indigenous population of Alice Springs.

Goals:

To provide culturally sensitive, sustainable services and programmes that address the needs of Alice Spring's Town Camp Communities.

Development and Implementation

Tangentyere Council is an Aboriginal, community controlled resource agency created in 1977 to initially respond to the difficult living conditions of Aboriginals living in town camps surrounding Alice Springs. The Council provides essential services to around 19 autonomous town camp communities in Alice Springs and Central Australia. 80% of Tangentyere Council's staff is drawn from the local Aboriginal population. The Tangentyere model is based on providing holistic services to meet the culturally specific needs of communities living in the town camps.

Some of the main initiatives include:

Night Patrols: A service which began in 1990, and is provided by local Aboriginal residents, with no legal powers, who work to mediate disputes between groups or people. Night Patrols act as a nexus between people and services (police, courts, family, and clinics), with the language and cultural skills to deal effectively with situations. Night patrol functions vary in terms of the resources available, and many patrols have helped to reduce crime and alcohol-related problems before they require police intervention. The project was extended in 1995, and the Remote Area Night Patrol was formed. Tangentyere Council has received several Australian Violence Prevention Awards (1999) (2002) (2005) for programming in this area. There are now several outlying communities with their own Night Patrols funded by various agencies, including Australia's National Community Crime Prevention Programme.

Housing: Between the late 1980's and early 1990s the Council secured funding under the government's Town Campers Housing and Infrastructure Programme, which was used to upgrade housing and support physical infrastructure services (water, roads, sewerage) for the town camps. A Housing Association was created, and incorporates 18 town camps. Each association makes decisions on housing allocation, rent, maintenance, and the design and location of new housing. A Housing Office was also created within the Tangentyere Council to provide advice, and support for the housing associations.

Employment and Training: The Council actively supports economic development activities such as nursery and land care operations and housing design consultancy services. It provides employment for many town campers on community projects funded from government resources, enabling the people to develop appropriate work skills and habits that can lead to gaining long term employment.

Following infrastructure development in Alice Springs, the Council is now focusing more of its attention on **social development programming**, including providing recreational and after school activities for children. The Council received support from the Australian Government's Stronger Families and Communities Strategy (2004-2009) to develop a service centre for 150 Hidden Valley Town Camp residents with a focus on addressing substance abuse and family violence. The Hidden Valley Community Centre will provide coordinated programmes and services, particularly for children and young people 'at risk' and their families. These services will include health and well-being, nutrition, education and training opportunities, recreation and sport, art and other activities identified by the community. A coordinator will work with community members to build links with existing organisations in Alice Springs. All activities and programmes will be based on an **indigenous intergenerational model** of family engagement and development.

Outcomes/Outputs

The Council reports that:

- Tangentyere has provided housing and infrastructure for more than 1400 inhabitants.
- There have been reductions in incarceration and people appearing before the courts through community projects such as the Night Patrol.

Sources

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PROJECT VENTURE, UNITED STATES

Description

In 1990, the National Indian Youth Leadership Project (NIYLP), an American Indian-owned and operated, community-based, nonprofit organisation, received a grant from the Substance Abuse and Mental Health Services Administration (SAMHSA), the Center for Substance Abuse Prevention (CSAP) to develop and implement Project Venture, an outdoor experiential youth development programme designed for high-risk American Indian youth living in rural areas. It has also been adapted to urban and suburban settings by replication sites.

Goals:

To prevent substance use and related problems among American Indian youth.

Development and Implementation

Project Venture (PV) is a programme targeted to the general middle school population where referrals are solicited for moderate to high-risk youth. Project Venture's classroom sessions, usually between 20-30 hours are delivered throughout the school year. During these sessions, youth engage in problem solving games and initiatives facilitated by a PV staff member.

A smaller number of youth in the classroom sessions are recruited and enrolled into the **community-based component of project venture**, which includes activities such as team-and-trust building, hiking, bicycling, and climbing designed to challenge youth to develop skills and competencies that support a positive sense of self, and four service learning projects designed to facilitate service leadership. Groups composed of 7-15 youth are facilitated by one PV staff member, who works with youth "to plan, implement, and debrief in specific ways that use the experiences as metaphors for life" (SAMSHA, p.1). Each staff member draws on traditional **American Indian values** and curricula incorporating a cultural heritage lesson to engage youth into programs without any stigma associated with substance abuse programs. PV's community lesson component can include 150 hours or more of programme services. Activities can range from simple projects such as pick-ups and visits to a senior centre or complex youth-planned activities such as weekly visits to a free meals kitchen to plan menus, and interact with the regular clients.

These activities help youth to develop a positive self-concept, effective social skills and a community service ethic to increase decision-making and problem solving skills, and thereby enhance resiliency. Older high school-age youth are selected and trained as **peer role models** during the project's year long programs.

Project Venture has operated continuously since 1990 in indigenous and other communities, regionally, and nationally, with nearly 30 implementations in 11 States. The project has also been replicated in rural Alaska Native, Hispanic/Latino, Native Hawaiian settings and in urban American Indian settings. Project Venture has been recognised as a Model Programme by the Substance Abuse and Mental Health Services Administration, U.S. Department of Health and Human Services, and the Office of Juvenile Justice and Delinquency Prevention, U.S Department of Justice. Since 1998, Project Venture has been supported by a range of local private and public funders. Project Venture has been implemented with youth in grades (5 through 9), grades (10 through 12), and high-risk youth in juvenile justice and mental health settings, but none of these interventions have been studied systematically.

Outcomes/ Outputs

Project Venture was designed for and tested with early adolescents in grades 5 through 9 in American Indian school and community settings (approximately 75 percent American Indian) and in rural and low socioeconomic areas. Some of the findings from the *National Study of High Risk Youth* suggest a reduction in the frequency of tobacco, alcohol, and inhalant use among project participants. Subsequent studies demonstrate, compared to a control group, that there was a programme impact on delaying onset of and/or reducing current use of alcohol, marijuana, tobacco and other drugs. Other findings suggest reductions in negative attitudes (decreased depression and aggressive behaviour) and improvements in positive attitudes (improved internal locus of control, resiliency and school attendance).

Lessons Learned

- Project Venture is very much a process-oriented, interactive programme rather than a content-oriented, classroom type of programme
- PV implementers are encouraged to obtain a formal agreement with participating schools, to use community/ cultural resources, and to access recreational space and equipment.
- An implementation plan that can be supported by a local budget.
- Use of community/cultural resources to guide program implementation
- Project Venture is a relatively complex model, so an initial orientation session between the developer and potential replication team (on or offsite or by phone) is recommended to determine the site's readiness and capacity.

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ADDRESSING VIOLENCE

NDAAWIN PROJECT, WINNIPEG, CANADA

Description

A **multi-disciplinary community-based project** that focuses on urban Aboriginal children in Winnipeg, Canada between the ages of 8 and 13 who are at high risk of becoming involved in the child sex trade.

Goals:

To prevent the sexual exploitation of children and youth through culturally appropriate interventions.

Development and Implementation

The project began in 2001, with support from Canada's National Crime Prevention Strategy. The project was sponsored by New Directions, a multi service agency for children, youth, and families. Throughout the duration of the project, Ndaawin offered services to Aboriginal children aged 8-13 living in the Lord Selkirk Development, in north Winnipeg. An **Advisory Council** was set up including members of the community and representatives from service agencies who provided expertise, guidance and links to the staff of the project with relevant organisations.

The Ndaawin project included five main programmes:

- **Risk Assessment Tools Programme** to identify children who are at risk and the action required to help them;
- **Child and Youth Programme** to enhance children's awareness of the risks of sexual exploitation and to increase their capacity to take action;
- **Prevention Curriculum Programme**: an Aboriginal-specific programme developed for use in schools and community organisations to help prevent sexual exploitation of children;
- **Parent Support Programme** to provide support to parents whose children were vulnerable to exploitation through prostitution; and a
- **Community Development Programme** to increase community awareness of risks to children and to aid in the development of community-based services to prevent exploitation (NCPC, 2007).

Outcomes/Outputs

A process and outcome evaluation was conducted. The results were derived primarily from qualitative information including observations and interviews. Evidence suggests that the project helped to reduce the risks of sexual exploitation for the children who participated in the programme. It found that the project assisted children to increase their self esteem, and it found that children engaged in less risky behaviour. The cost avoidance study (De Riviere, 2005) found that the Ndaawin project would pay for itself each year if it prevented two children from entering the sex trade.

Lessons Learned

One of the main lessons learned is that programmes designed to prevent the sexual exploitation of children through prostitution should plan to reach children before the ages of 8 to 13, since many individuals become street involved by the age of 14, and Aboriginal children are at risk to enter prostitution much earlier.

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DEFENSORIAS COMUNITARIAS, APURIMAC, PERU

Description

Indigenous communities from the Apurimac region in Peru suffer from social exclusion, the consequences of political violence, and forced removals that have affected the region during 20 years of internal conflict. During the last decade, civil society organisations, and the international community have accelerated and promoted a culture of human rights and justice to respond to the lack of law enforcement and social services in the region. In 2001, the Institute of Legal Defence (Instituto de Defensa Legal), a Peruvian NGO, in collaboration with UNICEF, developed and implemented a model of women community defenders "defensoras comunitarias" in 17 districts of the Ayacucho province. The Defensorias Comunitarias is a service recognised by the Children and Youth Act (Codigo del Nino y del Adolescente) and implemented by the Ministry of Women and Social Development (Ministerio de la mujer y del Desarrollo Social).

Goals:

- To promote and protect the rights of women, girls and children.

The objectives of the Defensorías Comunitarias are to:

- protect and promote children's and women's rights, including a focus on domestic violence, alcohol abuse, children's education and neglect;
- act as an effective means of conflict resolution, by providing victim's access to the justice system ;
- promote a culture of vigilance among the community; and
- build public awareness and capacity among community leaders.

Development and Implementation

The *Defensorías Comunitarias* **train local leaders** to promote and protect the rights of women, girls and children. 78% of the *Defensorías Comunitarias* are women and all have indigenous Quechua language skills, this makes it easier for victims to approach and seek help from the community defenders when domestic violence or abuse occurs.

Information awareness initiatives among the community and other public authorities are especially important to promote the role of the Defensorias and the **culture of human rights and vigilance in the community**. This is done primarily by way of local radio, community festivities, and assemblies.

In terms of administration, the *Defensorías* benefit from a **local organisation that already has a strong organisational structure and legitimacy**. Most notably, the organisation provides food security to the community, including a mothers club, "the milk glass organisation", popular food courts, and the Federation of Peasants (*federación campesina*). The *Defensorias* also work in partnership with the public service such as education and health.

The **voluntary participatory approach** of the *Defensorias* contributes to the sustainability of the programme and contributes to the empowerment of indigenous women, both the victims and the *Defensorias* who execute responsibility within their limited time and resources. The social promotion strategy also involves the participation of indigenous youth who later become human rights promoters themselves.

Outcomes/Outputs

UNICEF and the Instituto de Defensa Legal have gathered information from the 17 districts where Defensorias are present. The *community defenders* have been considered an effective justice mechanism.

From 2001-2004, a total of 6,198 people participated and benefited from the service, including exposure to social promotion activities. The *Defensoria comunales* have attended a total of 1801 cases. The population greatly affected by the initiative has been youth (aged 18 years or older), representing 32% of the cases (42% were women and 18% men). The second most affected segment were children (aged 6 and 11 years old). Most of the cases have been resolved through negotiation mechanisms and dialogue. Approximately 90% of the cases that reach Defensorias are given alternative conflict resolution. In 2007, the *Defensorias* received first prize from the Economic Commission for Latin America and the Caribbean (ECLAC) "Experiences in Social Innovation in Latin America and the Caribbean".

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IMPROVING EDUCATIONAL AND EMPLOYMENT OUTCOMES

PARTNERSHIP OUTREACH EDUCATION MODEL (POEM), AUSTRALIA

Description

The Partnership Outreach Education Model (POEM) was implemented in 2002 to test the delivery of **flexible education models in supportive community settings**, for young people disconnected from school and/or family, or in some instances, for youth at-risk of becoming disconnected from school. The Commonwealth government allocated (AUD) \$4m between 2002 and 2003 to fund 21 POEM pilot projects nationally.

Goals:

To prevent harmful behaviours, lower risk, build social competence, and provide a necessary foundation for life-long learning for disconnected young people who have not yet managed to secure a footing on their transition to adulthood.

Development and Implementation

The POEM projects provided a second chance for youth (including significant numbers of indigenous students) who had been experiencing difficulties in engaging with mainstream education, training or employment.

The POEM projects were implemented in the Australian Capital Territory, New South Wales, Northern Territory, Queensland, South Australia, Victoria and Western Australia. More than one in five young people engaged in POEM during the evaluation period reported problems with substance abuse. Partnerships and positive relationships between young people and their families and communities, community service agencies, schools, governments at all levels and business underpin all POEM projects. The POEM projects provided learning opportunities that enabled youth to gain recognised qualifications (foundation courses, bridging and access programmes, literacy, numeracy) and a second chance High School Certificate (or State equivalent) programmes. POEM included **holistic service provision** that encompassed education, health, justice, housing, social security, drug and mental health services, working together to ensure that disconnected young people were supported (through the whole range of their life issues and difficult transitions) in accessing appropriate education programmes.

Outcomes/Outputs

Evidence suggests that POEM participants had in many cases recommenced their studies, reconnected with families and achieved optimism and hope. Nearly 65% of exiting participants were engaged in further education, training or employment.

Lessons Learned

- Recognising the greater lead-times required to get projects started, reflecting the importance of gaining the support of the broader indigenous community.
- The development of support materials (such as Learning Pathways Planning documentation) which were culturally specific or appropriate, and the appointment of indigenous staff were found to be useful strategies when implementing education programmes for young Indigenous people.
- There is also a need for greater resources to implement the specific project elements of a project as outlined above.

- A number of POEM projects which have targeted young indigenous Australians, particularly in regional areas, have found it helpful, even necessary, to engage the support of the broader community including Elders in order to initiate and maintain the projects' momentum. This could involve running workshops for broader indigenous community members, and engaging them as mentors who could offer daily support and positive role modeling, encouraging and motivating young people to stay in the project. It was found that these processes often required longer start-up times, and greater up-front resourcing.

Furthermore, in 2006, the Australian Government included a provision of (AUD) \$5.1 million over four years to introduce diversionary projects that will act as a safety net to help young indigenous people who have dropped out of school in these regions.

These projects will now build upon the successes of the Australian Government's Partnership Outreach Education Model (POEM) which has demonstrated proven methods of engaging the most marginalised young people in learning. The intervention projects will end in June 2010.

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ENLACE QUICHE, GUATEMALA

Description

Quiche is a mountain area with a large and predominant Mayan population with several different Mayan languages. This region was severely affected by the country's civil war from 1960-1996. Guatemala signed the Peace accords (*Acuerdos de Paz*) in 1996 to promote economic opportunities, democratic participation, social inclusion and respect of the Mayas who represent the majority of the population. Specifically, the accord on Identity and Indigenous Rights initiated an education reform based on bilingual and culturally appropriate processes. A project called Enlace Quiche, Phase I was implemented in 2000 to determine, test, and demonstrate ways in which information and communication technologies (ICTs) could support intercultural bilingual education. At this time, Enlace Quiche formed part of USAID's larger programme to improve rural education in Guatemala.

Goals:

To draw on information communication technologies to improve the quality, quantity and distribution of resources on intercultural bilingual education in rural Guatemalan schools, and revitalise and preserve Mayan culture and language.

Development and Implementation

From 2000-2002, Enlace Quiche established the first five bilingual technology centres (Centros de tecnología educativa bilingüe intercultural -CETEBIs) that provide access to ICTs to disseminate early childhood development materials, and train future teachers in bilingual instruction methods. During this period, teachers, administrators and students developed five CDs and storybooks for the centres. The first phase of the project was well received by Quiche leaders and the Ministry of Education, and led to the development of a second phase of the project (Phase II) from 2002-2004. An independent local NGO named Asociación Ajb'Atz' Enlace Quiche was developed in 2003 to sustain the initiative.

Phase II was designed over several months involving phase one staff, USAID, Academy for Education Development (AED), and Education Development Center (EDC). USAID worked to open more centres throughout the region, create more materials, and develop a network of practitioners who would support each other. EDC focused on the need to center all school interventions on classroom impact, ensuring that new materials would have learning objectives incorporated in classroom processes. The local staff focused on improving implementation strategies to increased cost-benefit and impact.

Enlace has been successful in developing partnerships with the private sector and has opened seven new CETEBIs. 170 teachers have received basic training in the CETEBI and 45 school-based teaching materials were created in the CETEBIs and subsequently made available on the internet, and CD. CETEBIs have also extended ICT access to rural indigenous communities by establishing 16 mini-CETEBIs in rural elementary schools. These are administered by teachers and parents from the community who oversee the functioning of the school. Enlace has created material with other partner institutions and organisations including bilingual methodologies, tools and guidelines.

A virtual community (www.ebiguatemala.org) was established for Mayan language teachers, community members, and partners to enhance classroom teaching and learning.

It is administered by an inter-institutional council made up of government and non-government organizations.

Outcomes/Outputs

- A total of 1, 954 students, teachers, parents and partners were trained during phase II.
- There has been increased dialogue and support from the Minister of Education for the integration of bilingual education at the local, regional, and national levels.
- Professional development of educators and improved educational quality through teacher training in computer technology, bilingual materials creation and production.

- Partners have increased capacity to create instructional materials through the application of ICTs.
- Establishment of a virtual bilingual educator network to allow teachers to learn from each other, as well as from experts.

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BUILDING CAPACITY OF INDIGENOUS AND NON-INDIGENOUS ACTORS IN SAFETY

THE RANUI ACTION PROJECT, WAITAKERE CITY, NEW ZEALAND

Description

Ranui is a community of some 8000 people located in urban Waitakere City, New Zealand. The community is diverse, with many different cultures including a high proportion of Maori and Pacific island peoples, and a high proportion of youth. Ranui has a mix of housing characterised by a combination of private residential dwellings (ranging from high to low cost housing) with a high rate of residents living in social housing. Ranui has been identified as an area in need of both medical and primary care assistance. There is very little information about the frequency of use of public spaces by Ranui residents, excluding the parks. These areas are reported to be under-utilised by Ranui residents. Burglary, theft, assaults and petty crime such as vandalism (graffiti) are the major criminal offences reported. Specific concerns about public safety include crime, traffic, fire and personal safety.

Goals:

To improve the health and well-being outcomes in the Ranui community, expand community capacity, and increase access to services.

Development and Implementation

The Ranui Action Project (RAP) is one of 11 projects that emerged from the Waitakere Health Plan (2000). RAP was launched in 2001, following a **community visioning festival** that sought from the start to actively involve the local community in the design of the project. Data was also collected from a range of agencies and organisations to create an **in-depth community profile of Ranui**, and integrated into the community visioning process.

Twenty seven local people **were trained in the art of facilitating visions**. At the Ranui Futures Creation Festival, around 400 people participated in developing visions that were later translated into tangible projects. Issues of concern included: general safety (eg: poor street and park lighting, areas of particular concern); community beautification (incorporating local children's creations, local art work, etc.); community clean-ups; new rubbish bins in Ranui station roads. Rap employed three full-time staff to work on a wide range of **community-driven projects**. RAP was initially supported by local council (Waitakere) and central government departments (Ministry of Social Development, Ministry of Health and Department of Child, Youth and Family) as a three year community health action project.

The **Ranui action plan** was developed including actions across eight main areas: young peoples development, health and social services, public safety, economic development, employment, environment, education and community identity, vitality and pride. Some examples of initiatives developed within the plan, include:

CLIC IT Computer room/Study room and Homework Centre

The Community Learning Information Centre (CLIC IT) has been in operation since May 2002. This is a joint RAP/libraries project. The concept of a space offering computers with word-processing packages and free (but limited) internet access has been received positively by the Ranui community.

The room is also available as a supervised homework centre for Ranui young people in the evenings.

Ranui Market Day

A monthly Ranui Market Day has been established with more than 30 stalls participating. A performance space is available to encourage local musicians. Ranui Market Day is a starting point for local business initiatives as well as creating a monthly gathering place for the community. It is usually held on the last Saturday of the month from 9am - 12pm.

Violence Free Ranui

This project is a partnership between Violence Free Waitakere and RAP. The slogan for the project is "Violence Free Begins With Me". As part of this project the "Dob in a Do-gooder Awards" have been initiated. These awards are now being made every two months to an adult, young person and group who are making a positive difference and contributing to creating a peaceful Ranui.

Some smaller projects which were community led went ahead immediately in order not to lose momentum and see how initial efforts could help form part of larger sustainable action through community input.

In order to help develop processes to ensure the project continues beyond the three year pilot period, a **RAP Structure was created**, including the RAP Society (wider community group that meets twice a month and oversees the direction of the project) and the RAP Committee (smaller group comprised of 16 Ranui community representatives that have legal responsibility, and meets monthly). **A Maori, Pacific Islands and Youth Focus Group** also regularly reports back to the RAP Society and Committee. A strategic framework (2006-2009) has also recently been launched.

Outcomes/Outputs

Some of the findings of the process and formative evaluation conducted on Rap in July 2002 include:

- In many instances, small projects within the action plan have enhanced the skills of the community members involved in their planning and delivery,
- The project contributed to building social capital and offered local Ranui people opportunities that would not have existed otherwise
- Several projects have become self-sustaining or attracted funding from outside of the project (eg. Market Day).
- Community engagement has also been fostered through active communication with the community, and the use of multiple publicity methods.

Some of the key challenges included: issues around governance and representation. Maori felt that 3 spaces on the 16 committee was not sufficient, and wanted to see their representation increased. Staff work loads at times were very demanding, and volunteers have also carried heavy workloads.

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TRAINING PROGRAMME FOR ABORIGINAL ALCOHOL AND DRUG WORKERS, VICTORIA, AUSTRALIA

Description

The Department of Human Services funds around 17 Aboriginal alcohol and drug worker positions located within Aboriginal community controlled health organisations in Victoria, Australia. Aboriginal alcohol and drug workers provide a diverse range of services such as alcohol and drug counseling, peer support and referral to treatment. An earlier review on *Koori Drug and Alcohol Workers and Koori Community Alcohol and Drug Services Workers* in the state of Victoria, Australia highlighted their complex role, and the need for workers to receive training, as many workers did not receive formal training. Koori or Koorie are directly derived from Aboriginal languages and are the names often used by Aboriginal people in specific areas when referring to themselves. The term is usually used by Aboriginal people in Victoria and parts of New South Wales, Australia. From 2001-2002, Swinburne University of Technology and Ngwala Willumbong Cooperative developed, and delivered an accredited training programme to respond to the need for training. The state-wide training was supported by Victoria's Department of Human Services.

Goals:

- To increase the level of skills of the workers who work within the Victorian Aboriginal Community on issues relating to substance abuse.

The main objectives included:

- to prepare and deliver Certificates in Community Services (level III and IV) to eliminate space Aboriginal Drug and Alcohol Workers and Aboriginal Alcohol and Drug Services Workers.
- To deliver the training programme in appropriate settings and ensure accessibility.
- To ensure the training meets relevant National Competency Standards.
- To ensure flexible programming, allowing for work-based modules, and modules recognising current competencies.

Development and Implementation

Ngwala Willumbong Co-operative Ltd, created in 1975, provides culturally-sensitive residential and outreach alcohol and drug services to the Aboriginal community. Some of their main services include assessment and referral, individual and/or group counseling, supported access to a range of specialist mainstream services and community support through culturally appropriate education and information programmes. In addition to the target audience, Swinburne/Ngwala also made space for additional workers providing Koori services (eg. domestic violence, youth accommodation, disability support, Commonwealth funded drug and alcohol positions and rehabilitation services, and youth and community work).

A number of factors were identified early on in the process with the potential to influence programme outcomes. Some of these included: limited confidence of participants in writing and report preparation, a wide range of skills and experience of course participants, and limited training resources on practice in Aboriginal communities. The programme developed a number of strategies to respond to these issues such as the development of resource tutors, workplace assessment interviews to confirm levels of competency in the workplace, and drawing on practice examples and models from experienced workers.

Outcomes/Outputs

- In 2001 and 2002, 29 workers graduated from the programme from the target group, including 13 workers who received the highest level of Certificate (IV), and one diploma.
- In the same period, 14 workers graduated from the programme from related Aboriginal service areas, including 5 workers who received the highest level of Certificate (IV)
- The retention rate for the 2002 training programme was 75%.
- Certificate III level participants reported improvements such as working more effectively with clients, confidence in their ability to negotiate with supervisors and other workers, and confidence in contributing to the effectiveness of the service.

- Certificate IV level participants reported improvements in knowledge and skills in areas such as, public speaking, legal systems and court reports and case planning and management.
- Supervisors reported increases in skills and confidence in areas such as networking, especially with mainstream agencies, general casework skills, and knowledge of substance abuse issues and responses, including harm minimisation.

The Swinburne/Ngwala partnership is now including mainstream agencies such as Youth Substance Abuse Service and other drug treatment and education services in Aboriginal training projects. This will help to improve links between Aboriginal workers and mainstream support services.

Lessons Learned

- The added value of forming a partnership between a mainstream university/training provider and indigenous organisations
- The importance of involving indigenous trainers or co-trainers
- The strength of small group sessions, and training to be delivered in indigenous-friendly locations
- The importance of narrative teaching and assessment strategies appropriate to indigenous culture, and the needs of participants.

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TRAINING INDIGENOUS FACILITATORS IN THE AREA OF DOMESTIC VIOLENCE, GUATEMALA

Description

Domestic violence and specifically violence against women is an endemic problem. Guatemala is a country with a large indigenous population, and, although there is very little written on the subject on violence against indigenous women in the country, violence directed at indigenous women is perceived to be much greater than violence directed against non-indigenous women. In addition, for cultural reasons, including perceptions about non indigenous service providers, very few indigenous women are willing to request help, or openly express what they are experiencing at home.

Goals:

To provide non-invasive intervention in indigenous communities and to actively involve indigenous women themselves within the community, who know and understand their customs and culture, to provide their peers with tools for preventing domestic violence.

Development and Implementation

A pilot training project was set up and implemented with Mayan women in Guatemala. It was funded in part with the support of the NGO Consultores Sociales (CONSOC) and support from the Association Hogar Nuevos Horizontes (AHNH), a non-governmental organisation located in the city of Quetzaltenango, Guatemala which receives indigenous women who are victims of domestic violence, and the Inter-American Development Bank.

One specific aim of the pilot project was to develop a **training manual**, which would support the women who have been trained to assist them in their work, and use the relevant content to generate other projects with similar characteristics.

An early challenge cited in the project involved the recruitment of women who wanted to work as advisers. 45 indigenous women were selected from various communities who had to meet a series of criteria to ensure sustainability of the project (speaking an indigenous mother-tongue, experience in community work, having the support of other organisations and going through an interview to assess their motivation for being trained as facilitators).

After selection, workshops were held in which indigenous women could **build on their skills and acquire further tools to provide further assistance to indigenous women who are victims of domestic violence**. In these workshops they learn to:

- Diagnose particular situations (ie. if it is a case of physical or psychological violence, the degree of seriousness of the aggression).
- Evaluate the experience of Mayan women on topics of violence, through meetings sharing the theoretical aspects on the family and domestic violence.
- Design access strategies, and discuss the behavior of service providers in preventing and dealing with domestic violence in Mayan communities.
- Emphasise within prevention: planning, promotion, and awareness-raising about the problem of domestic violence.

Community practices were initiated to guide and advise the Mayan facilitators in executing work-plans for treating and preventing domestic violence that were adapted to the needs of their own community, using existing resources. The facilitators were supported at all times during the implementation of community activities, and their contribution was significant, mainly in the presentations that were made in the indigenous languages and with the development of visual material that helped increase understanding about domestic violence among many of the women who are illiterate.

Workshops were conducted to deepen and share the experiences of facilitators in groups. During this time, they exchanged experiences, presented failings and successes, and were given tools to improve the work under way.

Outcomes/Outputs:

The assessment was continuous and enabled some methodological failings to be corrected and made important achievements, including:

- Presenting for the first time, in many communities, the subject of domestic violence against women.
- Meetings were called by the women involved themselves, enabled greater interaction between them in each meeting.

The assessment stressed the following strategies:

- Training of mixed groups in the dissemination and defence of women's rights.
- Community organisation.
- Setting up of legal and psychological offices for attending victims.

Women's groups working on the prevention of domestic violence continue to operate, using the methodology proposed in the manual written after the pilot, and supported by the Association Hogar Nuevos Horizontes (AHNH).

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YOUTH CIRCLES PROJECT, TORONTO, CANADA

Description

In 2003, Eva Marszewski, Founder and Executive Director of Peacebuilders International, a registered Canadian charitable organisation, decided to test the belief that *Peacemaking Circles* based on traditional Aboriginal models and universal approaches could, if adapted to be non-culture specific, help to manage cross-cultural and inner-city conflicts and others rooted in gender and economic status.

Goals:

- To make Peacemaking Circles accessible to urban, diverse, multi-cultural populations to address and manage differences and conflicting demands.
- To embed the Circles option as an additional conflict management tool within communities and organisations across the city.
- To train mediators, youth and community workers and others with the requisite skills to act as circle keepers.

Development and Implementation

Circles are designed to engage victims, youth at-risk or youth offenders, families, community members in pursuit of mutually acceptable solutions based on trust and responsibility. They are based on a structural group dialogue which involves representatives from school and justice and other interested parties. Circles use a "talking piece" which is passed from person-to-person around the circle, and not across the circle. Each participant, regardless of age, culture, or status thus has equal access to contribute to the discussion and help create a sustainable plan that takes into account the interests of everyone involved.

In 2004, in consultation with the Law Foundation of Ontario, peacebuilders planners developed a pilot project that would focus on Toronto's inner-city neighborhoods of St. James Town and Regent Park, Canada. Those referred to the programme were young people charged under the Youth Criminal Justice Act or the Safe Schools Act. Management of the project was guided by a Community Steering Committee. Over a 39-month period, 26 organisations and agencies participated in the pilot project. The pilot project demonstrated that there are alternatives to prison and harsh court sentences in dealing with inappropriate and violent behaviour where the offender is willing to take responsibility for his or her behaviour. Circles helped young offenders begin the process of healing themselves.

Outcomes/Outputs

Some of the main outcomes and outputs from the evaluation included:

- Referrals from probation authorities were most significant and the project became well known at the local youth court.
- Significantly, many of the youth said that participating in Peacemaking Circles made them "stop and think" and deal with conflict in a more positive way.
- Most of those interviewed appreciated that everyone in the circle "had an opportunity to share their opinions and concerns openly while being heard and listened to."
- Out of 48 completed case files, 27 were resolved through the Circles process.
- Many of the young offenders who participated voluntarily in the project went back to school with added motivations to stay out of trouble.

Lessons Learned

- It demonstrated the potential to divert more youth from the criminal justice system
- Circles provided young people the opportunity to engage in healing dialogues and develop action plans to deal with stressful and difficult life situations with the support of caring peers and adults and professionals. Almost all of them found participation to be a life-changing experience
- Building relationships is the most important outcome: building relationships between participants, within their communities and between their communities, and service and government agencies

- The pilot project encouraged trust among the participants and the community at-large.
- As an adjunct to the justice system and on their own, Peacemaking Circles form an effective intervention method not only for at-risk children and youth, but also people with special needs, disabilities, learning difficulties health issues.

Peacebuilders provided an internal report to the Law Foundation of Ontario (2006) and since that time has developed the 'Youth Circles' programme and has been working with organizations and community groups to apply the successful experience of the Pilot Project across the City of Toronto and, eventually beyond.

Currently, the cross-city "Youth Circles" Project is being funded primarily by Justice Canada and partnered by Peacebuilders, St. Stephen's Community House Conflict Resolution Services, Pro Bono Law Ontario (PBLO), and the Centre for Addiction and Mental Health (CAMH).

The Pilot project received public recognition through a 2005 National Justice Policing Award. The Founder and Executive Director, Eva Marszewski has been awarded a 2006 Law Society Medal by the Law Society of Upper Canada, a 2006 YMCA Peace Medallion and the 2007 Canadian Criminal Justice Association's Crime Prevention Award.

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CONCLUSIONS

A number of important developments in relation to the growing numbers of indigenous peoples living in urban areas, changes occurring in rural and remote communities, and contemporary developments in indigenous governance, reveal both challenges and opportunities for the development of effective community safety initiatives that focus on the well being of indigenous peoples.

A focus on indigenous peoples in this area of community safety programming is not about separation or developing a silo approach, it is about examining the social conditions which are correlated with crime and victimisation of indigenous peoples, and factors which contribute to community well-being. Given the number of challenges facing indigenous peoples in various regions of the world, there has been a tendency on the one hand, of governments, indigenous and non-indigenous organisations and researchers to focus on negative indicators. This can sometimes work to further exclude and marginalise indigenous peoples.

On the other hand, given the resilience, leadership, knowledge, and extensive community networks, there has also been a tendency for indigenous and non-indigenous organisations and researchers to focus on positive indicators, often operating from an asset-based model, with support from governments, Donors and the private sector. This can often work to enhance and empower indigenous peoples. It is the latter approach that has inspired this work towards building a *Knowledge Base on Community Safety and Indigenous Peoples*, by sharing stories of resilience, leadership, partnership and achievement.

This compendium suggests that the most effective and sustainable community safety practices include action that:

- directly consults, gains the consensus of, and actively involves indigenous peoples in crime prevention.
- includes and respects indigenous knowledge towards holistic solutions, involving many different partners from diverse sectors.
- is ideally led by, and often includes partnerships with indigenous grassroots, NGOs and other community organisations
- recognises and addresses the different needs of “communities of interest” within the larger indigenous community (youth, Elders, women, etc).
- develops the capacity of indigenous groups to harness additional support following initial programming through economic development, leadership training, and capacity building measures.

Some of the **main recommendations** which follow for indigenous leaders and organisations, governments, and researchers to consider are:

- Given the growing numbers of indigenous populations in urban areas, more research, most notably in developing countries is needed to understand the ways in which urbanisation has positively and negatively impacted indigenous peoples.
- More research and efforts to disseminate practices on indigenous collaborative partnerships in urban areas that work to increase community well-being.
- Interventions in rural, remote, and urban areas need to be adequately resourced and supported.
- A number of successful pilots in the community safety field in rural and remote and urban areas need support to build to scale, so that others too can benefit from the services offered.
- Greater support for training and cultural awareness, and a consideration of the role information communication technologies can play in this process.
- More research is needed in the area of programme evaluation, and this includes not only determining what works, but how, and under what conditions.
- The need for evaluative frameworks to be built into crime prevention programmes in general, a consideration of a community’s readiness for evaluated measures, and the development of training tools to support evaluation.

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SECTION 5
**POLICE - COMMUNITY
CRIME PREVENTION
PARTNERSHIPS**

INTRODUCTION

The role of the police in crime prevention has been a core area of work of the International Centre for the Prevention of Crime¹⁷⁶ since its creation. For many police services across the world combating and preventing crime forms part of their mission.¹⁷⁷ ICPC devoted its Seventh Annual Colloquium¹⁷⁸ in 2007 to the *Role of the Police in Crime Prevention*. Some of the conclusions of that event confirmed the high public expectations of the police in terms of their responsibility for safety and security. It also showed the range of approaches which they can use to meet these expectations. There has been a considerable amount of research on the different “models” of policing which use a proactive problem-solving approach at the local level, particularly on community policing, and problem-oriented policing, as well as hot spot policing which targets high-crime areas.¹⁷⁹ **Working in partnerships with other local actors is a key component of successful police work** in this respect, and underlines the importance of building trust with the communities which they serve, and with other professionals and organisations (municipal, social, health, NGOs). Other issues which were highlighted include the need for police services to expand their analysis of crime by integrating external information from other data sources. This helps to enrich their understanding and knowledge about the areas in which they work and the causes of problems.

It is evident from ICPC’s experience in this field, that the preventive role of the police is **not always clearly understood at the front-line level**. Too broad a definition of the role of the police in terms of prevention, especially in terms of tackling some of the causes of crime, can be seen as leading them away from their core activities and mission such as responding to crime or investigating criminal activities.

From the point of view of other actors, it is also important to clearly define a democratic and balanced conception of the policing role. Prevention is not the sole responsibility of the police, or criminal justice system, whether this includes primary prevention such as early intervention targeting risk factors, or tertiary prevention focusing on the reinsertion of offenders. **Prevention requires the expertise of multiple actors (schools, local authorities, NGOs) and commitment at the community level**. Whatever the extent of their preventive role, in all cases, police involvement must be based on ethical standards and professional codes of conduct, and although these may vary from country to country, international standards and norms require the police to place limits on their powers of coercion and intervention.

In this section, we present some good practices which highlight a variety of crime prevention initiatives based on strong police-community partnerships, some with measurable results. Some of the examples are led or implemented directly by police services, including those whose goal is to provide both a reassuring and visible presence in the community. Other examples include initiatives organised by the police, in partnership with other actors, providing a specialised service or intervention (eg. organisations providing support to victims).

In some projects, the lead has been taken by local partners, who then actively involve the police in implementing activities. Also included are projects involving a municipality, a research centre, and community organisations. Such programmes are very valuable, but can be difficult to initiate and sustain, because of issues of power-sharing and building trust. The effectiveness of all these initiatives is in large part linked to the quality of the partnerships which are established and developed over time.

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ENSURING A VISIBLE PRESENCE

KOBAN - THE POLICE BOX SYSTEM, JAPAN

Description

A unique feature of Japan's police system since the 19th century is the community police and police box system which are subordinate units of police stations called Koban. They are found in urban areas, and are manned by several officers around-the-clock, who prevent and respond to crime and accidents. Residential police boxes also exist in rural or semi-rural areas, covering a large area where fewer crimes or accidents occur, and where the focus is placed on maintaining contact with the community. Residential boxes house an officer and, traditionally, his family. They serve to provide a first response to accidents and crime, though serious cases are given to specialised police agents dispatched through the police station or headquarters.

Goals:

Community police officers in the Koban system aim to:

- Become part of the local community and engage in activities that are related closely to the daily life and safety of residents.
- Inform community residents of the presence of police officers and carry out patrols.
- Be the first to respond to any emergencies.

Police boxes and residential police boxes are open seven days a week, and feature a red lamp above their entrances. Police boxes serve as the hub for community policing activities and serve as the community safety centre for local residents (Kitahara 2007, p.3). Police box officers can be either ranked as assistant police inspector, police sergeant, or police officer. In some police boxes, there are police box counselors who work part-time, and are retired police officers. They assist police box officers with non enforcement duties (eg. consulting citizens, handling lost and found items, and giving directions, etc.) In residential police boxes, the officer's spouse takes on this supportive role.

Officers perform watch duties either outside or from within the police box, which enables them to provide a reassuring presence and to receive residents. Field duties include patrols and door-to-door visits to homes and businesses. Patrols are deemed as the most important function, as the presence of officers can help to promote safety among residents. This is especially true given the increasing crime rates since 2001, at which time patrols were increased. They are performed on foot or by bicycle, or using a small patrol car or motorcycle in the case of larger patrol areas.

The role of officers while on patrol includes:

- Giving guidance or warnings
- Dealing with individuals under the influence of alcohol, or wandering children
- Giving advice to residents
- Questioning suspicious individuals
- Making arrests

While on patrol, officers sometimes distribute "patrol cards" in mailboxes to inform residents of security problems in the area, and to remind or assure them that officers are carrying out patrols. Other ways of promoting communication with residents include a monthly or bi-monthly publication of a newsletter, which relays information of crimes or accidents in the area or advice on prevention. There is also a police box liaison council. Members of this council include representatives of residents in the community, who meet several times a year with officers.

Also, residential police boxes are slowly being replaced by more urban boxes, with 800 of them eliminated over the past 10 years, as less officers are willing to work in the residential boxes in rural areas due to the strain of living in such boxes can place on a family. However, modern forms of residential-style police boxes are also making their way into urban areas with the idea of rebuilding a sense of community and reducing crime.

Outcomes/Outputs

Evaluation methods vary according to prefecture, but indicators of success generally include the clearance of crimes and traffic law violations, a good relationship with the community, along with the good performance of door-to-door visits, and courtesy given to residents.

While the Japanese police box system now faces various challenges under a worsening security situation, it continues to maintain its ground for over more than 100 years, working to maintain public order through direct community collaboration. The Koban System (Hasshusho) rests on approximately 15,000 police boxes and residential police boxes (Chuzai-sho) located throughout Japan.

The Koban system has been adapted in Singapore, and various cities in the US (eg. Boston, Philadelphia, Chicago, and Washington), although not without dispute. Most recently, Japan's International Development Agency announced funding for the model to be adapted in Brazil.

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COMMUNITY-BASED POLICING, KENYA

Description

Despite significant economic and political development in Kenya since independence in 1963, citizens live with high levels of insecurity stemming from poverty, unemployment, corruption, crime and violence. The Kenyan Government's *Poverty Reduction Strategy Paper 2003* identified insecurity as the major cause of poverty in Kenya. Since 2003, Saferworld, in collaboration with local partner PeaceNet, has developed and implemented Community-Based Policing* (CBP) pilot programmes in two areas of Kenya. The initiative arose from the need to improve relations between the police (the Kenya Police and the Administration Police) and the population.

Goals:

- To bring together police, civil society and communities to find local solutions to community safety concerns through the use of democratic community-based policing.
- To prevent crime, improve community safety and reduce the proliferation of small arms.

Development and Implementation

By improving relations between communities and the police, the CBP programme aims to increase cooperation and involve all segments of society in addressing community safety. CBP aims to make everyone responsible for the safety and security of the neighbourhood, not just agents of law enforcement. It encourages networking, maximising resources within the community, and improving trust between police and local communities. This is achieved through the creation of **inter-agency partnerships**, **community involvement**, and **collaboration with key stakeholders**. It is believed that CBP contributes to safer environments, which in turn allows economic development and improves social capital.

Community-based policing projects have been launched in a number of communities across Kenya since 2003. Two pilot sites were managed by NGO Saferworld and Kenyan civil society partners. The sites selected were Isiolo and Kibera, one a slum of Nairobi and the other a rural area in the Eastern Province.

Pilot Site 1: Makina Village, area of Kibera. Kibera (est. population of 800,000) is one of the largest slums of Nairobi. The population of Kibera suffers from deprived living conditions, with daily experiences of insecurity, vulnerability and violence. The CBP strategy responded in this context to issues regarding poverty, unemployment, and poor social relations. According to Saferworld, although a strong sense of community exists, many people in Kibera settle in villages made up of people of their own ethnic communities. Some tensions have arisen between these communities, as well as between newly arrived and long-term residents – tensions largely attributable to limited resources. Rapid population growth has caused a scramble for necessities such as food, water and shelter. Crime in the area has come about in the form of break-ins, stolen property and muggings. Mugging occurs daily, with increased activity in the rainy season when noise makes it difficult to call for help, while break-ins occur over holidays when families may not be home, and violent crime most often occurs on pay days, late at night and on weekends.

The CBP programme introduced a series of crime prevention and victim support activities to reclaim peace and security for residents. The process of implementing CBP included:

- Conducting consultations with local inhabitants, the police and civil society were carried out which identified factors fuelling crime, including poverty, lack of employment, anger due to living conditions, breakdown of social relations.
- Launching a Taskforce whose members included community organisations, the Administration Police, Kenya Police, Kibera Provincial Administration, PeaceNet and Saferworld. The Taskforce developed a local strategy for Kibera.
- Establishing a 20-member Steering Committee of key stakeholders (women, youth, elders, religious leaders, civil society organisations, Officer Commanding Police Station, Kilamani, and officer in charge of Administration Police in Kibera. PeaceNet provided secretariat and administrative services to the Steering Committee programme, while Saferworld provided technical and financial support.
- Training of Steering Committee on CBP's principles, practices, and leadership.
- Establishing a joint police-community forum to meet monthly so community, civil society and police could identify appropriate strategies to tackle crime. Implementation was supported by Saferworld and PeaceNet.
- Setting up an open house to improve trust of police, and setting up medical camp up to provide free medical check-ups.

The Steering Committee identified objectives such as: promoting long-term conditions for development and community safety, building capacity of local institutions, strengthening cooperation and partnership between police and public, and strengthening interaction between civil society, government, institutions to promote culture of peace, community safety and democratic policing.

Priority initiatives included: training and institutional capacity development, information exchange, resource mobilisation and networking, public awareness raising and community education. Expected outcomes were: improved trust between police and public, linkages between development and security, coordination of CBP initiative in Kibera, well-trained professional police who respect human rights, establishment of community safety information centers, forum for information exchange, reduced level of crime in the community, and increased reportage of crime through efforts of victims and affected groups.

Pilot Site 2: Isiolo is a rural area situated in the Eastern Province of Kenya, home to five different ethnic communities many of whom rely on pastoralism and farming. Armed violence, unemployment, drug abuse, prostitution, together with social and economic deprivation created a climate of insecurity and frustration in the late 1990s. The area was known as the “arms supermarket” of Kenya due to the high level of weapons smuggling from Somalia and Ethiopia.

The process of developing CBP in Bulla-Pesa, a community in Isiolo, was similar to that of Kibera:

- Support for CBP was gained through talks with key stakeholders, primarily in the Isiolo District Peace Committee.
- Relationships were established with community members, local police and local government officials, including those working on a land resource management project. These were asked to identify specific safety and security concerns of the locals.
- 18 people came together to form a Steering Committee, including community members, Kenya Police, Administration Police and the local Provincial Administration.
- Steering Committee organised activities to raise awareness as well as train local citizens about CBP and encourage them to engage with police on security and safety issues.
- Monthly or weekly forums (barazas) were organised to community members to discuss concerns with local government and police and generate solutions.

Outcomes/Outputs

An independent impact evaluation is not available to assess the preventive components of this pilot project and outline the specific roles of the two police agencies involved. However, a 2006 assessment of the pilot sites undertaken by Saferworld and PeaceNet cited some promising results.

The programme in **Kibera** was regarded as a success, largely attributable to the level of cooperation between stakeholders in partnership with the whole community and the police forces. The assessment determined this cooperation created a positive climate where local inhabitants felt more comfortable sharing suggestions and concerns with the police force. In turn, information sharing allowed police to do a better job. The addition of information boxes has allowed local citizens to report criminal activities and make suggestions anonymously. Police patrols have increased in high risk zones identified by the community, improving the living condition of locals. Some neighbourhoods introduced additional safety materials such as fences and gates.

The Lang’ata Constituency Development Fund and Adopt-a-Light, a company dedicated to lighting up streets as a strategy of curbing crime, have put up street lightening in Kibera to light up the dark alleys frequented by criminals. Additionally, CBP addressed youth through awareness campaigns and involved them in activities such as theatre to spread the positive message of CBP benefits, raise awareness on drug use and abuse, and address other issues.

According to the assessment, the CBP was able to empower local communities that previously felt isolated and forgotten by the government. Following the implementation of the project, local inhabitants had the confidence to speak out and confront the issues that the community was facing, demanding more from local political representatives. Furthermore, local citizens felt supported and confident with local police and vice versa. The police also felt better equipped to tackle crime issues.

The pilot project in Kibera has served as a model for other police stations in Kenya and has been visited by a number of high-ranking police officers.

The pilot project in **Isiolo** has also benefited from strong cooperation between parties. The project has been deemed a success, with achievements obtained in a number of areas. These include an increase in reporting of incidents to police due to increased confidence; greater number of people handing over small arms to Peace Building and Conflict Management Office, a partner of the CBP Steering Committee; awareness-raising activities to ensure communities are familiar with CBP approach; training activities; opening of a customer care office by the Kenya Police; establishment of community-police team patrol activities; initiatives designed for youth; reopening of all schools formerly closed due to insecurity – 16 were closed prior to commencement of CBP; reopening of five banks that had closed due to insecurity, now open until 9pm where they were previously only open until 6pm; increased tourism; and greater community activity.

Challenges remain in terms violence arising from competition over resources and inter-ethnic political tensions, which often remain beyond the control of individual officers or even community members. In Kenya, the latter involved the Office of the President, the Kenya Police and the Administration Police.

The CBP pilot sites initiated by Saferworld and PeaceNet made up part of a greater strategy of the former to make CBP part of a nation-wide police reform agenda based on partnership, shared responsibility, greater transparency and accountability.

The lessons and experiences of the sites have been used to inform national thinking regarding CBP and development of a strategic plan for the Administration Police and Kenya Police.

Lessons Learned

The following are lessons learned cited by the Saferworld team as critical to the success of CBP implementation in a country and within a community:

- Synergy between community and national levels
- Need to build the capacity for reform
- Need sector-wide approach
- Ownership and participation of all stakeholders is crucial
- Role of civil society in security sector reform is critical
- Promotion of accountability
- Value of partnerships cannot be underemphasised
- Focus on prevention is key
- Patience for reform

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PROVIDING SUPPORT AND INFORMATION TO VICTIMS

USE OF SOCIAL WORKERS IN THE NATIONAL POLICE AND GENDARMERIE, FRANCE

Description

Since the early 1990s, social workers in France form part of certain national police and gendarmerie services in order to provide a first response to social needs falling outside the scope of these services, to meet with victims, and to act as intermediaries with traditional social services. Social workers are on staff in offices of police commissions and the gendarmerie that are open to the public. The population often have recourse to police and gendarmerie services, which are open day and night. Therefore, the national police and gendarmerie frequently intervene in situations having no criminal character and not subject to legal process.

Goals:

- To provide support to people who contact the national police and the gendarmerie, and to follow-up on complaints that fall outside the scope of the legal process;
- To delineate the activities of the national police, the gendarmerie, and social workers in order to limit inadequate support and loss of information on those in distress, or at-risk.

Development and Implementation

The plan was developed in the early 1990s under the initiative of the Police Chiefs of the national police in conjunction with local communities. Since 2004, the plan has extended to the Gendarmerie. In 2006, the State participated in funding up to 50% of salary costs, for a period of three years, by mobilising municipal funds, and the plan was brought into general use by decree on August 1, 2006, by the interdepartmental committee for crime prevention. A framework was made public in December 2006, and the crime prevention law of March 5, 2007, makes reference to the plan in its article 2. In March 2007, the national police had a staff of 70 social workers and the Gendarmerie had 12. An additional creation of 52 positions is expected by the end of 2008.

The principle missions of social workers on staff with police services and the Gendarmerie are:

- To receive, listen, and guide victims;
- To evaluate social needs that occasionally arise during the course of police activities;
- To provide local intervention, if needed, in emergencies: educational actions or social mediation, technical assistance, support, information and guidance;
- To guide vulnerable persons and those at-risk toward specialised services for early treatment and more effective case management, especially for minors;
- To facilitate access to social and general legal services.

Social workers have access to reports produced nightly and which can be directly captured by police services and the Gendarmerie whenever a social need is identified. This creates a link between the work of social workers and the activities of police and social services. As well, by maintaining a connection to the criminal process, victims can conserve a relationship with the same representative. Social workers provide services that complement those of the police and the gendarmerie, while preserving their specific modes of intervention.

Services are intended for minors or those of full age, who are victims or are implicated in an incident that presents a social component. Participants are bound by professional secrecy. They must hold a degree in social work delivered by the State, have acquired recognised professional experience, and possess a raised awareness of law and victimology. The frame of reference includes on-site training prior to starting work, rules of professional conduct, and a model convention. The frame of reference also includes quarterly activity reports and statistical indicators. Social worker positions are created in a context of territory and partnership.

Different partners include the services of the Gendarmerie or the national police who employ social workers and the Commune, l'établissement public de Coopération intercommunale, the conseil général or an association acting as an employer. The partnership is also open to departments that manage social cases, especially those involved with minors, victims' assistance associations, psychologists employed by police services, legal authorities, national education, social housing landlords, and associations.

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FAMILY SAFETY TEAMS, NEW ZEALAND

Description

In New Zealand, Family Safety Teams (FSTS) were piloted in 2005 and 2006, following a series of domestic violence murders, in which the lack of co-ordination between agencies working with families experiencing violence was identified as a critical factor.

FSTS were implemented in six pilot sites including Auckland, Counties Manukau, Hamilton, Hutt Valley, Wairarapa and Christchurch, as part of a pilot scheme to address concerns about the fragmentary nature of responses to family violence.

Goals:

- To improve information sharing and coordination of services between agencies working with families experiencing violence at the national and local level.
- To provide a multi-disciplinary response to reduce family violence, through assessment, case management and monitoring.
- To develop national best practice and promote consistent application of such practice for agencies working with families experiencing family violence.

Development and Implementation

FSTS are a joint initiative led by the New Zealand Police, the Department of Child, Youth and Family, and the Ministry of Justice. Other Contributing agencies include National Collective of Independent Women's Refuges, Te Kupenga Whakaoti Mahi Patunga/National Network of Stopping Violence Services, Jigsaw, Ministry of Social Development, Pacific Island Safety and Prevention Project, HAIP and PVH. Family Safety Teams are multi-disciplinary, comprising 10 members, including: 4 police officers (three investigators and one supervisor), 3 adult advocates, and 3 child advocates from local community agencies.

FSTS aim to encourage better use among at-risk families of existing services such as counseling, protection orders, health, education, housing and income support services by providing a suitable match with family needs and local services. In each case, the team decides how to best address the problem, protect the victims, reduce the chance of repeat incidents and reduce high risk situations.

FSTS engage in a wide range of activities, including:

- monitoring of systems and providing feedback on areas for improvement when gaps are identified,
- improving case management collaboration and
- Improving information sharing practices,
- delivering training to service providers and communities
- working with high-risk and repeat family violence cases.

Where appropriate, FSTS establish links with existing family violence initiatives to help enhance service to at-risk families.

A **National Steering Committee** oversees the implementation of FSTS. The Committee includes representatives from the Crime Prevention Unit of the Ministry of Justice, Police, Child, Youth and Family, Ministry of Social Development, non-government representatives of Maori and Pacific peoples, providers of programmes for perpetrators, adult victim advocates and child victim advocates.

In addition, an operational **Secretariat** was established with a National Coordinator and a Project Officer.

The FST Supervisor reports to a **District Management Team (DMTs)** that is made up of both government and NGOs, comprised mainly of senior members of the contracted agency who allocate staff to the local FST. The role of the DMT is to provide local leadership and advocacy for the FST within the community, and ensure that appropriate policies, structures, systems and practices are in place. The DMT also ensures communication between FSTS, the Secretariat, and the

National Steering Committee by collating and analysing monthly reports from the FSTs and developing recommendations for action by the National Steering Committee (or specific NSC representatives).

Outcomes/Outputs

The document 'Family Safety Teams Pilot Evaluation: Stage One Baseline Study and Formative Evaluation' conducted at the start of 2006 was based on an analysis of family violence statistics, interviews with staff members of the Auckland, Lower Hutt and Wairarapa FSTs, community stakeholders, and some family violence victims and perpetrators in Auckland, Lower Hutt and Wairarapa. A summary of the main findings and recommendations from the completed evaluation report has been prepared and will shortly be released.

Some of the main outputs of FSTs include:

- A fully staffed and operational Secretariat was established.
- Communications Advisor contracted to develop communications initiatives to support the work of the FSTs nationally.
- FST newsletter launched and circulated bi-monthly All FSTs now have DMTs in place and operational.
- Wairarapa and Hutt Valley established as separate and independent FSTs.
- The first phase of the FST website was launched.
- FST members continue to be prominent in lobbying and advocating for victims of family violence at the local, as well as at the national level.

Preparation of a two year FST progress report is underway and will be made available in May 2008.

Sources

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Contact

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RESIDENTIAL BREAK AND ENTER PROJECT, CITIES OF NORWOOD AND TEA TREE GULLY, AUSTRALIA

Description

This project was implemented in the city of Norwood, Payneham and St Peters (est population 32,000 inhabitants) and Tea Tree Gully (est population 92,000 inhabitants), two police subdivisions of the City of Adelaide, Australia.

Goals:

To reduce incidents of break and enter by focusing on preventing repeat victimisation

Development and Implementation

Launched near the end of 1998, the project organised a service for victims of residential break and enter offences. Aimed at preventing a repeat offence on the same victim, the service involved interventions by community volunteers with victims. Interventions had five components:

- an evaluation or a safety audit;
- informal support;
- referral to social service agencies;
- referral for property marking and neighbour contacts
- Tea Tree Gully participants were also given reinforced locks.

Victim interventions took place about one week after the break and enter offence, and follow-up telephone interviews were conducted between six and eight weeks after the intervention. The telephone interview collected data about whether or not the victim had acted on the advice of volunteers, and whether or not a second break and enter had occurred.

Many partners were involved in the project. The following list belonged to a group in charge of project orientation, more specifically, development, implementation, and follow-up operations:

- Crime Prevention Unit, South Australian Attorney-General's Department, who provided joint funding with the National Crime Prevention Program, and ensured project management;
- The South Australia Police (SAPol) whose patrol officers referred victims to the project and encouraged their participation, and also provided follow-up for the team;
- Local authorities, via community services;
- A volunteer organisation.

Outcomes/Outputs

Evaluation focused on implementation, the impact of activities, and the use of data. Data included information collected by volunteers during interventions, information contained in several forms (safety audit, victim and residence characteristics, types and locations of locks installed), as well as information obtained during follow-up telephone interviews, and police crime statistics.

Evaluation of project processes, such as methodology, included group interviews, written questionnaires and analysis of different documents, and highlighted the following two points:

- Strong individual involvement on the part of a few police officers but overall, unequal collaboration with police services due to: internal reorganisation; the administrative workload engendered by the notification process during the first half of the project and the decision to transfer patrol officers to the crime prevention unit of the national police; and police culture.

- The ability of selected volunteers, who were trained and supervised, to undertake the intervention as defined by the project and to provide victim services, notably in terms of informal support (listening and encouraging contact with neighbours). This ability depends on competence and standard services that are subject to training and management quality, including an appropriate selection process and volunteer supervision. Training was insufficient in specific areas, for example, the security evaluation related to “locks,” and volunteers considered the most competent were used more than others. Regarding the advice of volunteers, 76% of respondents made use of either all, or part of that advice, and 36% marked their property. Of the 46 volunteers who were trained, 30 were still active when the project ended, and 24 of these continued to be involved in local crime prevention.
- The impact evaluation revealed that the majority of victims (62%) followed the advice they received and reinforced the security of their homes, whereas one-third stated they intended to implement other measures in addition to the advice they’d received. More specifically, 37% and 42% had installed window and door locks respectively, 20% had acquired an alarm system, and 40% had marked their property. These percentages represent averages from both intervention areas, those of Tea Tree Gully being distinctly higher, especially regarding locks, which explains the better results for this area.

Overall, the project effectively prevented repeat break and enter of households experiencing a first break and enter. Repeat break and enter rose in the control area, but remained stable in the intervention area. The period of six months after the completion of the intervention showed promising downturns in break and enter in both intervention areas, but not in the control areas, suggesting that ongoing actions brought about positive results. The project did not reduce the total number of break and enters in the intervention area, which experienced a higher increase in break and enters in the 20 months following the intervention than did the control area. Analysis revealed that the project was considerably more successful in Tea Tree Gully than in Norwood.

Victims possibly became more willing to report break and enters to police, but increased reporting alone did not explain the weak results obtained in Norwood. The evaluation suggested that offenders in Norwood were less dissuaded than those in Tea Tree Gully, which resulted in a micro-level displacement, that is, after a failed break and enter at one location, offenders were successful at a nearby location. This hypothesis, however, is unconfirmed by the evaluation.

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ENGAGING WITH YOUTH AND FAMILIES

LE PRINCE SERPENT – PARMINOU THÉÂTRE, QUEBEC, CANADA

Description

The Prince Serpent is an interactive play, delivered to elementary school students (aged 12-14 years) the community, including parents and counselors, examining the links between youth prostitution and street gangs. The play began in St Leonard, Quebec and is also presented in various neighbourhoods throughout the city of Montreal, and additional surrounding areas. The play illustrates the strategies used by gangs to recruit new victims, and associated problems with youth prostitution. It informs young women about the traps laid by the seemingly 'charming princes' who use love as a lure for exploiting girls. The play usually forms part of a larger prevention strategy that includes an interactive workshop, preceding the play, students can ask questions based on what they have just seen.

Goals:

To help minimise the risk of young people being recruited into prostitution by street gangs.

Development and Implementation

The Prince Serpent play was created in 2004, and involved the collaboration between the Parminou Theatre, a non profit organisation and the Montreal Police Service (Service de police de la Ville de Montréal, SPVM), Station 41. Young women who were recruited into prostitution by street gangs were consulted by the project partners and this helped the play to provide meaningful content through lived experience. SPVM helps to host and promote this play in Montreal and surrounding areas where gang issues are a concern.

The plays are often discussed in local news bulletins and disseminated to the local community, inviting them to attend the plays. In St Leonard, preparation and follow up activities are given to the students in schools, community workers, and police officers. The reactions of students to the play's content are also important to discuss. The activities linked to the play are also offered to students in their last year of elementary school. Since 2007, parents have also attended the plays in this neighbourhood.

Théâtre Parminou receives support from the private sector including corporate support from Cascades, Saputo, Co-op, Bank Desjardins and Hydro-Quebec. It also receives public funding including support from the City of Victoriaville and le Conseil des arts et des lettres Québec.

Outcomes/Outputs

- In 2004, 30 plays were given in Montreal secondary schools. The Montreal Police Service helped to support these plays through fund raised in the resale of seized goods.
- In 2005, the play was presented 40 times in 24 schools, and was seen by more than 8 000 secondary school students.

In 2004, Sergeant Jacques Bisson of the Montreal Police Service was nominated for the Minister of Justice National Youth Justice Policing Award for his role in the development of the play.

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Additional Examples:

“Hamlet in the Hood” was an adaptation of a Shakespeare play to reflect urban adolescent life created by a young woman in Chicago and the Alternatives programme, a non-profit youth agency in Chicago’s North Side.

“Teatro da Laje”, or Rooftop Theater, is a theatre group in Rio de Janeiro that stages Shakespeare plays with youth (aged 12 to 18 years old) from the favelas, and promotes social integration and youth development.

SOUTIEN DE LA PARENTALITÉ (SUPPORT TO PARENTS), CLICHY-SOUS-BOIS/MONTFERMEIL, FRANCE

Description

In 1998, the *Centre de loisir et de jeunesse* (CLJ) (Youth Recreation Centre) in Clichy-sous-Bois/Montfermeil, France, developed the *Soutien de la parentalité* (a parental support programme) through information sessions with parents. Managed by the national police, CLJ was created in 1990 initially to create sport activities for youth. It has since broadened its sphere of activity and now engages parents in sociocultural activities with their children.

Goals:

- To mobilise parents, particularly fathers, to accompany their children in day-to-day activities particularly educational activities.
- To raise parents' awareness of problems faced by youth.
- To assist parents with administrative processes.

Development and Implementation

Since 1993, CLJ has worked in partnership with ARIFA (association of *femmes-relais*) to encourage young girls to make use of the Centre. The Centre establishes dialogue with mothers, and information sessions are held on juvenile delinquency, drug addiction, and citizenship in order to enhance their sociocultural involvement in the community. Fathers have been increasingly participating in activities since 2001. Parents were further mobilised when an information service was set up to assist them with administrative processes and when fathers became more and more involved in debates and information sessions.

Services are provided in CLJ and ARIFA offices, and the *Maison des services Publics* (MSP) in Clichy-sous-Bois/Montfermeil, which brings together 19 organisations within a single welcoming committee, which simplifies and improves access to different public, sociocultural, and administrative services. Information sessions are organised by CLJ, with the support of *femmes-relais* when they are intended for mothers and hosted by a professional participant. Themes and schedules are arranged according to community requests.

An *adulte-relais* is on staff five days a week. They offer help with the administrative procedures of public organisations (Caisse d'Allocations Familiales, établissements scolaires). Parents, especially fathers, gain experience that brings them greater autonomy.

The *Centre de loisir et de la jeunesse* works in partnership with the national police, the local police, with *femmes-relais* of ARIFA, and with different services in the neighbourhood of the *Maison des Services Publics* and who are all key partners in this initiative.

Outcomes/Outputs

The compendium of local actions titled *Politique de la ville et prévention de la délinquance*, by the Département citoyenneté prévention sécurité de la Délégation Interministérielle à la ville, reports that throughout the project, 18 collective information sessions were held bringing together 360 mothers, another 28 collective information sessions brought together 440 fathers, and *adultes-relais* had 341 individual interviews with fathers.

Actions are evaluated on a continuing basis, thanks to a report established by the *adulte-relais* with regard to staffing, counselling activities, and administrative assistance. As well, after each information session, participants are invited to evaluate the session, which helps plan future programmes.

Every month, a global report is completed within the framework of the *Maison des Services Publics* in Clichy-sous-Bois/Montfermeil, and a yearly report is sent to the *préfecture* of Seine-Saint-Denis and to the Caisse d'Allocations Familiales.

The work undertaken by CLJ has helped build relationships in a community experiencing cohesion problems, and has also favoured dialogue between its members. A magazine article reports that the work of CLJ has contributed to reducing feelings of insecurity. Certainly, it has allowed parents to become more involved in sociocultural actions. As the project has been beneficial, actions that have been set up should continue in the same direction to enhance parents' participation in preventing juvenile delinquency.

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CONTRIBUTING TO LOCAL PARTNERSHIPS

SALTO MODEL, SØNDRE NORDSTRAND DISTRICT, OSLO, NORWAY

Description

Crime prevention involves many sectors including government, NGOs, and businesses. In Oslo, Norway, SaLTO is a collaborative prevention model in which the municipality and the police are the main partners in crime prevention. SaLTO focuses on children and youth (aged 12-23 years) who grow up in challenging living environment and who may be exposed to alcohol and drug abuse, and crime at an early age. SaLTO was implemented in Oslo's 15 administrative districts in 2006. Each district has a SaLTO coordinator, involving support from the Ministries of Justice, of Education and of Children's Affairs.

In the city district Søndre Nordstrand (est. pop. 35,000), over a third of the population is under 20 years old, 46.2% of this age group are from different ethno-cultural communities such as Pakistan, Somalia, Iraq and Iran. The district includes 135 different nationalities and 65 different languages.

The educational level in this district is below average for the city, including a high number of single female headed households. In 2006, there were 377 cases, with 185 youths under the age of 18 years of age. 69% of the young offenders, mainly male, were from different ethno-cultural communities. The Holmlia police sub station works with the city district Søndre Nordstrand in implementing SaLTO to respond to the challenges in the community.

Goals:

- To reduce child and youth crime.
- To ensure safe schools and a safe living environment.

Development and Implementation

The SaLTO model includes:

- **A Central Steering Group**, comprised of heads of municipal departments and Oslo police district.
- **Local Steering Groups**, involving a district director, local police station commanders, head of local schools and a local politician, and
- **Local Work Group**, while this varies between the districts, in Søndre Nordstrand this includes the principals of local schools, local police officers, and section leaders for child welfare, child and youth healthcare and youth activities.

The local SaLTO action plan for Søndre Nordstrand included many activities in 2007:

- Early intervention and integration of preventive work
- Safe schools
- Activities focused on youth crime networks and gangs
- The development of strategies for serious problems
- Drug and alcohol related issues
- Developing information and knowledge
- A programme for youth witnesses and victims of crime

The police contribute to the partnerships in many different ways, including the application of their own policing model (problem oriented policing)*, patrolling, reactive investigation, and conflict management and engaging in creative work such as public education and working with parents. In relation to the latter strategy, Bjorn Øvrum, a local police officer developed a method to help prevent youth crime, or mediate conflicts between youth, called the Empowerment Conversation.

These conversations can take place when parents, schools, the police, child welfare workers or others are concerned about the risk of juvenile offending. The conversation takes place in a well-designed room at the police station, and while the parents of the juvenile are expected to participate in the conversation, sometimes parts of the conversation can take place without the juvenile or parent present. Some examples of topics for empowerment conversations are: alcohol, drugs, violence, peers, theft, and vandalism. They include conversations about self-esteem, money, leisure, school, and family and friends, respect, and the feeling of power.

In addition to the city, and the Holmlia police station, important partners this SaLTO model involved include Child welfare workers, youth support team, volunteers, schools, mediation boards, youth clubs and nightravens.

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NEXUS POLICING PROJECT, VICTORIA, AUSTRALIA

Description

The Victoria Police in partnership with the Australian National University in Canberra, developed and implemented a four year project in 2004 called Nexus Policing. This work was supported by an Australian Research Council grant. A Research process was implemented which helped to 'map' the way Victoria Police, service providers and community groups coordinate and integrate their knowledge, skills and resources in addressing community safety. This research helped to inform the development of strategic pilot models across Victoria, Australia which aimed at achieving 'smarter' ways of promoting safety through partnerships and networks.

Goals:

To explore and develop innovative ways of linking the knowledge and capacities of Victoria Police, non-government agencies, community-based organisations, the business sector, and citizens in a coordinated approach to delivering increased community safety.

Development and Implementation

The Victoria Police used its **community leadership role** to bring agencies together to address safety issues in 7 different pilot sites within Nexus policing. The community safety issues in each pilot site included:

Safety in public housing, City of Yarra

Family violence, City of Wyndham

Indigenous issues, Mildura

Youth safety, City of Wodonga

Youth and multicultural issues, City of Casey

Traffic: Safety on public transport – Enhancing Capable Guardianship on public transport

Crime: Sex offender recidivism – Justice system

A senior Victoria Police member acted as a site manager in each of the above programmes. In addition, government and non-government agencies and interest groups were integral to the detailed research requirements, and the development of the pilot projects. The Nexus site management team worked closely with a Local Safety Committee to directly tap into local knowledge and issues specific to the area.

Outcomes/Outputs

- The result of the Nexus Project, has been a broad shift in thinking within Victoria Police, and organisations they work with, that reflects a nodal conception of governance. This shift will have an effect across the domain of policing and security within Australia, and elsewhere, as police and other governance institutions seek out 'best practice'.
- In addition to the pilot projects, the Victoria Police released in May 2006, Road Policing Strategy that also employs a nodal mapping approach which helped to inform the Nexus Policing Project. Opportunities to improve road policing effectiveness and responses by mapping resources and capacities, including how these are best linked both internally and externally, have resulted in a new nodal approach to service delivery.
- A conference will be held in May 2008 entitled *Nexus Policing: Binding Research to Practice* will conclude the Nexus Policing Project.
- It aims to provide all Police Service Area (PSA) managers in Victoria with an opportunity to take further steps to ensure the programmes developed under the Nexus Policing Project can be applied in their PSAs where needed. The conference - Nexus Policing: Binding Research to Practice will conclude the Nexus Policing Project.

Lessons Learned

- The support and involvement of key police organisational leaders is absolutely critical to the success of these partnerships, particularly given the ongoing scepticism of police and police representative organisations (such as police unions) toward academic knowledge workers. The enthusiasm for this partnership within Victoria Police is due to the visionary outlook of its Chief Commissioner, Christine Nixon. Under her leadership, a number of collaborative partnerships between Victoria Police and universities have been established with the support of the Australian Research Council.
- There is more to a successful police-university partnership than simply greater and easier access to the world of the other partner and to their unique forms of knowledge and capacity. Police should not simply be viewed, or view themselves, as simply enlightening researchers about the 'coal face' of policing.
- It is important to nourish and support the identity of police members – regardless of rank – as agents of change and to assist them in enhancing their capacity as knowledge workers and ideas generators.
- The openness of the police to knowledge generation partnerships depends, in large part, on what is happening within the police organisation itself. These organisations may be undergoing a learning phase or a period of defensiveness, resulting from a host of internal and external dynamics.
- Academics who want to work in partnership with the police need to time their interventions with a period of change and learning within police organisations.
- Collaborative projects like Nexus, geared toward more democratic and effective safety networks, must ensure that the police emerge from such projects with positive experiences of partnerships and with a commitment to thinking outside of the police box through designing and participating (though not necessarily as primary agents) in new public safety institutions and networks.
- Local police officers are happy to lend support to the project, but this is usually limited to their promoting the project within the organisation, attending joint workshops and participating in focus groups.

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COMMUNITY INTEGRATION WITH PERUVIAN IMMIGRANTS, POLICE STATION 9 INDEPENDENCIA, SANTIAGO, CHILE

Description

In recent decades, the phenomenon of migration has increased in Chile, mainly involving citizens from neighboring countries. From the beginning of the 1990s, Peruvian migration in Chile has increased considerably. Comparing the 1992 census with that of 2002, there was an increase of almost 400%. In the metropolitan region of Santiago they are concentrated mainly in central part of Santiago, but Independencia is a neighbourhood that is close to and well-connected with the city center, and low cost housing is easy to obtain since living conditions can be quite precarious. In this district, Peruvians have begun to form "Barrios Peruanos", i.e. *territories which* are not only areas for residence but are also spaces for running typical activities such as trade, among others. This is because the commune shelters a large number of Peruvians, estimated at 1,288 persons in a total population of 63,078. Many of those Peruvians living in this part of the city, live in quadrant 44 of the neighbourhood, and there is increased hostility generated between Chilean residents and immigrants.

Goals:

- To identify neighborhood conflicts between residents and immigrants.
- To mediate conflicts by providing alternatives to criminal justice (Community Relations Office).
- To foster feelings of belonging and community integration between Chileans and Peruvians

Development and Implementation

The practice is rooted in previous attempts to improve tolerance of customs of Peruvians among Chilean residents. Customs practiced in public space generated a sense of forced uprooting among Chilean residents who brought their complaints to the police.

The main reasons for which they called the police were the following:

- Noise trouble: complaints about parties and disturbing noise in the early hours of the morning on non-festival days.
- Environmental pollution: the custom of cooking in the streets by the Peruvian citizens leading to increased rubbish in the streets, given the lack of trash containers.
- Insecurity in dwellings: the Peruvian immigrants generally live with high levels of overcrowding, which can lead to high indices of family violence, frequent fires, generated in residences, and affecting other neighboring dwellings.

For these reasons, the ninth police station of Independencia developed community activities with the aim of reducing the complaints and foster a culture of integration between Chilean resident and Peruvian immigrants in the neighbourhood. This work was facilitated through the police model: Problem Oriented Policing (POP).

With the assistance of the Community Relations Office, the Carabineros de Chile began a series of activities involving different local actors such as the Municipality of Independencia, the municipal public safety programmes, PREVIENE, and Children's and Adolescents' Rights and Police Investigations Department.

A series of activities were implemented, including:

- **Meetings with neighbors' councils:** the aim is to discuss the main problems and complaints related with the immigrant population.
- **Door-to-door information:** flyers delivered by police staff with information and useful recommendations for living together peacefully.
- **Christmas Festivities:** organising recreational activities with the Peruvian community to provide a welcoming atmosphere, and opportunities to get to know the police.
- **Conflict mediation:** police mediation office for resolving conflicts between Peruvians and Chileans. The aim was to avoid conflicts reaching the justice system, reaching consensus and agreement between neighbors.

Outcomes/Outputs

There has been an increase in social cohesion between Peruvians and Chileans, seen in the reduction of complaints received from the latter. There is also greater integration of the Peruvians with the rest of the community. A reduction was also perceived in waste in public roads and in cooking in the streets. This has helped to improve the perception of health in the public spaces in the district, where the Peruvian population gathers.

In the face of newly-emerging phenomena, there must be institutions willing to offer new forms of solving social conflicts. It can be seen that the officers of the 9th police station acted with a community approach to solve conflicts with measures which are outside traditional police activities, demanding greater flexibility in executing their responsibilities.

The Carabineros have diversified their usual procedures to respond to the demands of the population effectively and efficiently, taking on new tasks which are accompanied and supported by the institution, which is aimed at providing new tools to multiply experiences of this kind.

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GLOSSARY

The terminology used in the field of crime prevention and community safety confronts several linguistic difficulties, not just between languages, but also within them. Certain terminology is not always universally used even within the same country. This glossary includes definitions for those terms used in the compendium which are indicated by an asterisk (*).

Anti-social behaviour/Incivilities

Anti-social behaviour is a term frequently used in the United Kingdom and in Latin America. In the United Kingdom, it is defined in the *Crime and Disorder Act 1998*, as behaviour “that caused or was likely to cause harassment, alarm or distress to one or more persons not of the same household as himself; behaviour which causes or is likely to cause harassment, alarm or distress to one or more people who are not in the same household as the perpetrator”.¹⁸⁰ It includes graffiti, destruction of public property, public gathering of individuals seen as menacing, abusive or intimidating language, excessive noise, littering, drunken behaviour, drug dealing, and other behaviour perceived as having a negative influence on the quality of life and livelihood of certain areas.

Elsewhere, we use the terms “**incivilities**” or “**nuisances**” to refer to a set of behaviours and situations which are not illegal per se, but which go against normally accepted rules of civil society; these may lead to increased fear of crime among residents and other users of public space.¹⁸¹ This category also encompasses other behaviours cited above. Depending on the country, the term “nuisance” is often used. It is used in particular, in Belgium, without negative connotations, to designate the inconvenience felt by users and residents of public spaces.¹⁸²

Assimilation

To be structurally and/or culturally absorbed by a dominant group. During this process, an individual or a group is largely forced to abandon its own culture and adopt the culture of the dominant group.

Community

There are many definitions of community, and for the purposes of this report we use the UN Guidelines definition of “community” to designate “the participation of civil society in local affairs”. The Guidelines infer that civil society is a generic concept, as expressed in § 16: “the active participation of communities and other segments of civil society [emphasis added] is an essential part of effective crime prevention.”

Community policing

Policing strategy model based on considerations related to satisfying the needs of the population. It is based on a set of measures designed to establish a partnership with the public in order to empower the public to take responsibility for safety and work in closer cooperation with the police¹⁸³.

Crime prevention

Within the meaning of § 3 of the UN guidelines 3, crime prevention includes “strategies and measures that seek to reduce the risk of crimes occurring and their potential harmful effects on individuals and society, including fear of crime, by intervening to influence their multiple causes.”

Community safety

Community safety is a broader concept than “crime prevention”. It refers to the sense of well-being and quality of life of a community or neighbourhood. It also suggests the collective nature of creating a safe community.

Customary Law

The system of traditional concepts of right or wrong and the means of enforcing compliance with what is considered right.

¹⁸⁰ (UK) Crime and Disorder Act 1998 (c. 37), art. 1 al. 1 lit. a.

¹⁸¹ See eg. Skogan Wesley G. (1999), *Measuring What Matters: Crime, Disorder, and Fear*, in Langworthy R. L. (Ed.), *Measuring What Matters*. Washington, DC: National Institute of Justice / Office of Community Oriented Policing Service, pp. 37-53; Roché Sébastien (1996), *La société incivile*. Paris : Seuil.

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Discrimination

Distinction between individuals not based on legitimate terms; arbitrary bias for or against an individual or a group that fails to take true account of their characteristics or treat an individual or a group in a just and equitable manner.

Evaluation

Evaluation refers to the systematic and rigorous application of recognised methodology to objectively assess the process and outcome of an intervention or policy. An evaluation aims to assess a programme's efficiency and effectiveness, and its impact and sustainability.¹⁸⁴

Institutional Racism

The form of racism in which beliefs, rules, and structures systematically discriminate against a particular race or races.

Kinship

An important part of indigenous cultures and values. It includes all relationships and being related to and belonging to the land.

Marginalisation

A relationship between the individual and society, focusing above all on the processes which exclude the individual from mainstream society.

Nodal Leadership

Leadership in Indigenous communities and groups comprises of networks of influential individuals who are able to exercise authority and are interconnected through webs of relationships, shared histories, personal qualities, and processes of acquiring valued experience and knowledge.¹⁸⁵

Partnership

Partnership refers to a process of working jointly together to develop prevention strategies. This usually includes authorities and institutions directly involved in prevention, along with other state services, non-government organisations, and especially, local citizens and the private sector. Thus municipal authorities, police, justice and education institutions, public or semi public services, such as public transport companies, social housing organisations, local resident associations, and neighbourhood businesses and commercial outlets that play an important economic role in the community, may all be involved.¹⁸⁶

Problem-oriented policing

A policing strategy model that focuses on the identification and analysis of crime problems specific to a given sector. It seeks to resolve them through the joint involvement of the community and police services.¹⁸⁷ The notion is that police should not address crimes one by one, but seek to group them together and address their underlying cause(s). Problem-oriented policing represents a shift from community-oriented policing, with the notion that the police are better positioned to analyse and respond to crime than the community.¹⁸⁸

Protective factors

Factors that 1) reduce the impact on an unavoidable negative event, 2) help individuals avoid or resist temptation to break law, 3) reduce the chances that people will be on a path likely to lead to breaches of the law, and/or 4) promote an alternative pathway.¹⁸⁹

Racism

The use of genetic or biological background as a basis for assumptions about individuals or groups. Racialised groups are seen as different from other individuals or groups and are treated differently through daily practices.

¹⁸⁴ See the Glossary of the Beccaria Programm, Quality Management in Crime Prevention [www.beccaria.de/nano.cms/en/Glossary/Page/2/]; de Amorim Aude, Cavellier Bernadette, Ruleta Michael, Yard Yves (2005), Guide de l'évaluation. Paris : Ministère des Affaires étrangères, Direction générale de la coopération internationale et du développement.

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Reserve

Tract of land, the legal title to which is held by the Crown, set apart for the use and benefit of an indigenous band.

Risk factors

A series of internationally recognised and research-based factors found to increase the chances that a child or young person will become involved in offending or victimisation. They include a range of individual (eg. very early aggressive behaviour; dropping out of school), family (low parental functioning or violence) and environmental characteristics (eg. poor housing and environment), or services provision (eg. poor schooling, lack of access to social services).

Self Determination

The right for Indigenous peoples to be fully involved in the development of policies and programmes that affect them, and to have responsibility for managing programmes and services for indigenous peoples.



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