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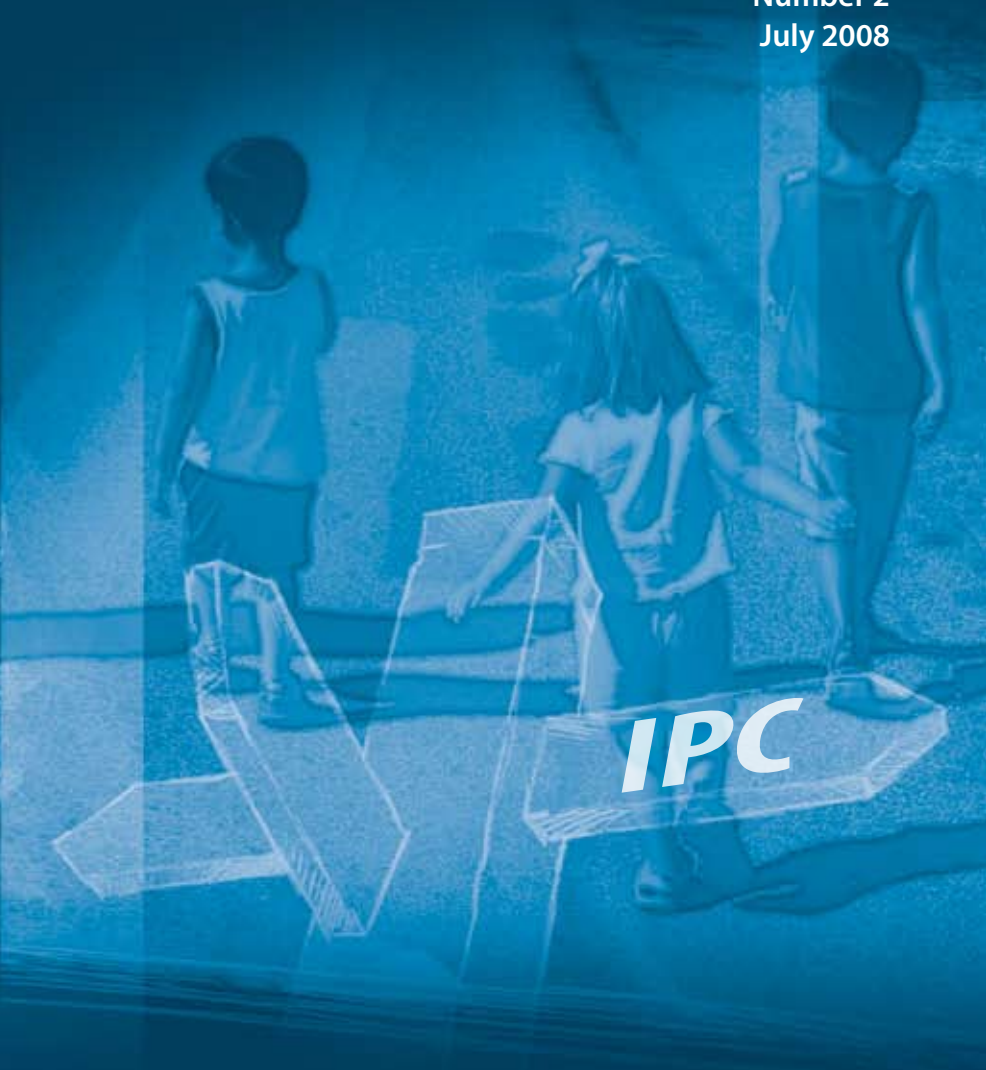
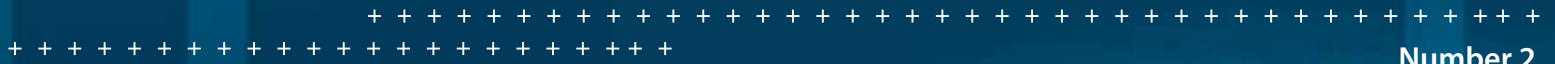
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MAKING CITIES SAFER: CANADIAN STRATEGIES AND PRACTICES

Number 2
July 2008



IPC

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Executive Summary

Municipalities have a key role to play in reducing crime and enhancing community safety. This report examines themes and challenges facing 14 municipalities in Canada in their efforts to implement and sustain evidence-based community safety and crime prevention initiatives. It also identifies guiding principles for all orders of government that will assist municipalities in these efforts.

In 2006, the Institute for the Prevention of Crime (IPC) at the University of Ottawa invited the mayors of 14 municipalities to delegate a representative to join the Municipal Network on Crime Prevention. The Network currently includes Vancouver, Surrey, Edmonton, Calgary, Saskatoon, Regina, Winnipeg, Waterloo Region, Toronto, Ottawa, Montreal, Quebec City, Saint John, and Halifax. The Municipal Network exists to share knowledge and experience that will help strengthen the capacity of Canadian municipalities to reduce crime and enhance community safety. It is one component of *Harnessing Knowledge for Crime Prevention*, a project funded through the National Crime Prevention Centre at the Ministry of Public Safety Canada.

In 2004, Statistics Canada's General Social Survey on criminal victimization reported that 1 in 4

adults in Canada were victims of some type of crime. Approximately half a million women aged 15 years and older were victims of sexual assault, a similar number of households were victims of theft of motor vehicles or vehicle parts and break-ins or attempts. Crime rates vary among municipalities and within cities, and crime rates are higher in areas of concentrated disadvantage and social disorganization, indicated for instance by high levels of mobility, family breakdown, and economic disadvantage.

In order to better understand municipal involvement in community safety and crime prevention in Canadian cities, IPC conducted in-depth consultations with members of the Municipal Network within the following framework:

- Past involvement of the municipality in crime prevention initiatives/programs;
- Current problems and challenges related to delinquency, violence, and safety in the municipality;
- Strategic importance of safety and crime prevention within the municipality;
- Current municipal safety and crime prevention initiatives and programs; and,
- Challenges for the future.

In 2007, the IPC sent two researchers to each municipality to discuss the issues identified in this framework. The consultations were held with municipal officials and others involved in community safety and crime prevention. Profiles for each municipality are available on the Municipal Network section of the IPC website at www.prevention-crime.ca. This report provides a summary of those descriptions for each of the municipalities.

The consultations demonstrate that while municipalities face some common crime problems, there are some important differences. Although violence, property crime, and drug abuse are common to all municipalities, the degree, distribution, and nature of the problems vary. Substance use and abuse may be a major challenge within some municipalities, whereas others face greater problems of youth gangs and car theft. All municipalities have a police service reacting to these problems; however, the level to which the police are involved in prevention in partnership with citizens and agencies varies. Some municipalities have a long history of supporting citizen initiatives to reduce crime, while in others police have taken the lead. While some municipalities have a responsibility centre promoting inter-agency collaboration, others have multi-agency collaboration on a more ad-hoc basis.

In consultation with the Municipal Network, IPC has identified four key components to successfully reducing crime and enhancing community safety:

1. Strong commitment and leadership (e.g., Mayor, Chief of Police) and alignment of community safety with other local priorities (e.g., children's services, youth programs, housing, recreation, etc.);
2. Coordination among all orders of government and appropriate funding for municipal and other actions to develop, improve, and sustain initiatives, strategies, and programs to target root causes of crime;
3. Partnerships and public engagement which fosters priority setting at the local level; and,
4. Effective use of data, knowledge, and evaluation to guide decisions on what works and how to apply resources to tackle local problems.

IPC has also looked at the experiences and knowledge of municipal action in other countries, including England and Wales, where municipal engagement in crime reduction and community safety is now required by law. This was published as *Making Cities Safer: International Strategies and Practices* (Johnson & Fraser, 2007). This international report demonstrates the importance of a multi-sector problem solving strategy that engages sectors such as schools, housing, municipal planning, and police in identifying the roots of crime problems, developing strategies to tackle those problems, and implementing and evaluating them. It also stresses the importance of managing the community safety process centrally through effective and sustained leadership, inter-sectoral partnerships, good use of evidence and knowledge, community engagement and capacity building, and sustainable investment.

This central management process is often not adequately resourced, lacks engagement from various orders of government and different sectors, or both. Local governments have an important role to play in mobilizing key stakeholders, developing local action plans, and implementing short- and long-term solutions; however, this is best accomplished through collaboration with and support from other orders

of government. The common themes identified in this report stress the need for an appropriate level of funding and a comprehensive, collaborative strategy. This was also emphasized by the first report of the National Working Group on Crime Prevention (2007) in a companion exercise of the IPC.

Based on an analysis of the information gathered through the consultations as well as the examination of municipally-based crime prevention initiatives at the international level, the Municipal Network

has identified a set of guiding principles that will enhance efforts to reduce crime and victimization and improve community safety. A major challenge to implementing and sustaining coordinated initiatives that was identified in this review is the lack of coordination among levels of government in setting priorities and funding programs that target root causes of crime. As a result, the guiding principles focus on municipal, provincial and federal governments and coordination among them:

GUIDING PRINCIPLES	ACTIONS FOR:		
	MUNICIPALITIES	PROVINCIAL/TERRITORIAL GOVERNMENTS	FEDERAL GOVERNMENT
Establish responsibility centres at all orders of government	Implement permanent local responsibility centres (where none currently exist) to coordinate crime prevention and community safety initiatives with other local priorities and services.	Develop permanent responsibility centres in each province and territory that would coordinate policies as well as foster networking and implementation of knowledge and best practices.	Establish an independent, national responsibility centre to provide direct support for program development and to act as a clearinghouse for disseminating tools and knowledge about what works to prevent crime.
Address priorities at the local and community level	Develop community safety policies that reflect the commitment of leadership and coordination among all municipal departments and local agencies. Ensure that crime prevention and community safety are integrated within all municipal services and priorities, including social and recreational planning and police services.	Develop provincial crime prevention and community safety policies that reflect and recognize the key role of municipal and regional authorities and the importance of adapting programs to local needs.	Collaborate with provincial and municipal governments to ensure that policies, programs, and services that address the risk factors for crime are delivered in a coherent manner and are reflective of local needs.
Effective use of knowledge and data	Use data, research and other information through a problem solving model to: <ul style="list-style-type: none"> • diagnose local crime and safety challenges and community assets; • develop an action plan that sets priorities and addresses risk factors through best practices; • implement the action plan; and • evaluate and monitor the process and impacts. 	Fund development and analysis at universities to assist municipalities in using data effectively to understand local crime and safety problems and appropriate targets for action. Develop diagnostic and evaluation tools and make them available to municipal governments and community organizations. Provide technical assistance on: a) how to use these tools; and, b) the delivery of effective programs.	Fund data collection tools required for safety diagnoses and indicators, such as victimization surveys, self-report surveys and geographic mapping of crime and social data. Fund demonstration projects and build the knowledge base through project evaluations. Funding needs to be sustainable and simplified.
Sustained funding for targeted programs and networking	Ensure strong leadership and commitment at senior orders of government and create governance structures that will ensure sustainability during times of political and environmental change.	Provide financial support for the work of municipal governments in forging strong working partnerships and in coordinating and delivering programs directed at local needs.	In cooperation with the provinces and territories, provide financial support for municipal governments.
Public engagement	Actively facilitate the formation of community partnerships and recognize the expertise of community organizations. Mobilize and enhance the capacity of communities to identify and respond to local problems by building on strengths and assets and addressing risk factors.	Fund workshops and conferences at the local level aimed at developing and improving partnerships and public engagement in crime prevention activities.	Work with other orders of government and the voluntary and private sectors to develop a national framework for inter-sectoral collaboration for crime prevention and community safety.

MAKING CITIES SAFER: CANADIAN STRATEGIES AND PRACTICES

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Introduction

Crime and community safety are multi-faceted phenomena that require comprehensive and coordinated responses at all orders of government. There is a growing recognition that municipalities have a key role to play in reducing crime and enhancing community safety. The roots of crime and violence are varied and so require strategies that engage multiple sectors such as schools, social services, recreation, housing, and law enforcement, as well as citizens and community organizations (Johnson & Fraser, 2007; Waller, 2006). Municipalities are the level of government closest to neighbourhoods and communities and are in a strategic position to engage and provide focus to these multiple sectors. They provide many of the services that enhance community safety and can provide a basis for collaboration with others. Municipalities have an important role to play in mobilizing key stakeholders, developing local action plans, and implementing short- and long-term solutions (IPC, 2007; Johnson & Fraser, 2007; Shaw, 2001).

Despite the known effectiveness of multi-sectoral collaborations for preventing crime, too often crime reduction is seen as synonymous with policing. Although police interventions can make a difference in rates of violence and other forms of crime, evidence has shown that police are more effective when working in partnership with communities and agencies in a comprehensive municipally-based strategy (Johnson & Fraser, 2007; Rosenbaum, 2007). The costs of police services have been increasing in recent decades as cities look to expand police budgets as a primary

response to crime problems. In 2006, expenditures on policing totalled nearly \$10 billion, a cost that continues to rise an average of 3% each year (Beattie & Mole, 2007). A recent study by the Federation of Canadian Municipalities (FCM) found that over the last 20 years (1986 to 2006), municipal expenditures on policing grew an average of 5% a year. Overall, municipal expenditures on policing grew by 29% (adjusted for inflation and population growth) — nearly three times the spending growth experienced by the federal government and nearly twice that of provincial governments. Furthermore, municipalities pay nearly 57% of Canada's policing costs. This proportion is increasing and placing a burden on municipal services such as public transit, immigrant settlement, affordable housing, and other services that contribute to safe and healthy communities (FCM, 2008).

There is also significant and growing evidence that crime, victimization, and fear of crime can be reduced significantly through prevention, and that investments in prevention are more cost effective than expenditures on standard responses to crime. This evidence demonstrates that properly focused and well designed prevention initiatives can reduce levels of crime and victimization and increase the safety and well-being of our communities, often with additional positive benefits to life chances of disadvantaged young men, women, and neighbourhoods (IPC, 2007; UN ECOSOC, 2002; WHO, 2002, 2004; Waller, 2006). Research also consistently shows that there is considerable public

support for strategies that target the risk factors for crime (Roberts & Hastings, 2007).

As a result, it becomes clear that schools, housing, social services, municipal planning, and other municipal services all have key roles to play. Thriving families, schools, and neighbourhoods are key to the economic, social, and cultural vitality and sustainability of Canadian communities. Citizens rely on their governments—especially municipalities—to play an active role in addressing local crime and community safety problems (see FCM, 2007).

This report builds on the Institute for the Prevention of Crime (IPC) report entitled *Making Cities Safer: International Strategies and Practices* (Johnson & Fraser, 2007). By drawing together examples of municipally-based crime prevention strategies from countries around the world, the international report provides evidence, through concrete examples, that crime prevention strategies based on multi-agency collaboration and strong leadership at the local level have successfully reduced crime and enhanced community safety in a variety of settings.

In 2006, the Institute for the Prevention of Crime (IPC) at the University of Ottawa invited the mayors of 14 municipalities to delegate a representative to join the Municipal Network on Crime Prevention. The Network currently includes Vancouver, Surrey, Edmonton, Calgary, Saskatoon, Regina, Winnipeg, Waterloo Region, Toronto, Ottawa, Montreal, Quebec City, Saint John, and Halifax. The Municipal Network exists to share knowledge and experience in order to strengthen the capacity of Canadian municipalities to reduce crime and enhance community safety. It is one component of a larger IPC project funded through the National

Crime Prevention Centre of the Ministry of Public Safety of Canada.

This report also builds on the first report of the National Working Group on Crime Prevention—a pan-Canadian group of national associations and experts—entitled *Building a Safer Canada* (2007), which recommends that Canada develop a comprehensive approach to developing and sustaining integrated approaches to crime prevention and community safety. This group sees the importance of work by all orders of government in Canada but calls for financial support for the municipal role from the other orders of government. Its recommendations are grouped around:

- Developing a national framework and action plan;
- Establishing responsibility centres and technical assistance to guide investments in crime prevention;
- Improving research and data development;
- Improving the level and sustainability of investments by federal and provincial/territorial governments to support municipal and community action; and,
- Expanding public engagement.

The 14 municipalities that form the Municipal Network each have different histories, diverse populations, and varying crime problems and community capacities that have led to different approaches to addressing local crime and safety issues. Many have been working effectively for many years to identify and address local crime and safety problems. There are many similarities and much can be learned from one another. The report outlines themes and challenges in community safety and crime prevention in 14

municipalities across Canada and identifies guiding principles for improving the capacity of municipalities to effectively plan and sustain crime prevention and community safety initiatives.

The Challenge of Crime in Canada

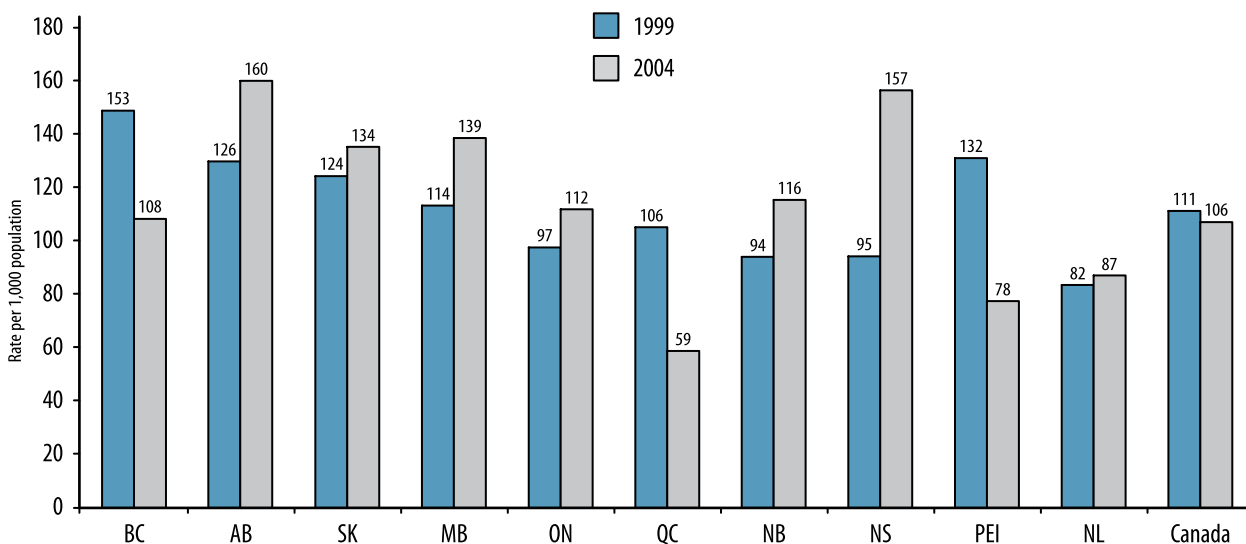
Canadians pride themselves on their safe communities, and most parents rate their neighbourhoods as good places to live and raise a family (Peters, 2002). Crime rates recorded by the police have fallen since the early 1990s. However, police statistics do not provide us with the whole picture. In fact, the majority of crimes are not reported to police. In order to provide a more complete picture of how many Canadians are victims of crime and how many report to the police, Statistics Canada conducts the General Social Survey on Victimization (GSS) every five years. The most recent survey estimates that 28% of adults were victims of crime in 2004, an increase from 26%

in 1999 (Gannon & Mihorean, 2005). In 2004, just 34% of crimes were reported to the police, down from 42% in 1993. The percentage of incidents reported in 2004 ranged from 54% of burglaries and attempted burglaries to just 8% of sexual assaults.

With respect to violent crime, in 2004 Canadians were victimized at a rate of 106 per 1,000 adults in the population (Figure 1). The highest rates were in Nova Scotia and Alberta and the lowest rates were in Quebec. Contrary to trends in police-recorded crime, rates of violent victimization increased in a majority of provinces since the previous survey in 1999, including Alberta, Saskatchewan, Manitoba, Ontario, New Brunswick, Nova Scotia, and Newfoundland and Labrador. To put these rates into perspective, in one year in Canada there were:

- 547,000 sexual assaults, most against women;
- 274,000 robberies; and,
- 1.9 million physical assaults.

Figure 1
Rates of violent victimization
(rates per 1,000 population age 15+)



Source: Statistics Canada, General Social Survey on Victimization, 2004.
Violent crime includes physical assault, sexual assault, and robbery.

The rate of property crime against households in 2004 was 248 per 1,000 households (Figure 2). Increases occurred in most provinces since 1999. In terms of actual households, it is estimated that in 2004:

- 505,000 were victims of residential break ins or attempts;
- 571,000 were victims of theft of motor vehicles or vehicle parts;
- 993,000 were victims of vandalism; and,
- Over one million were victims of property theft.

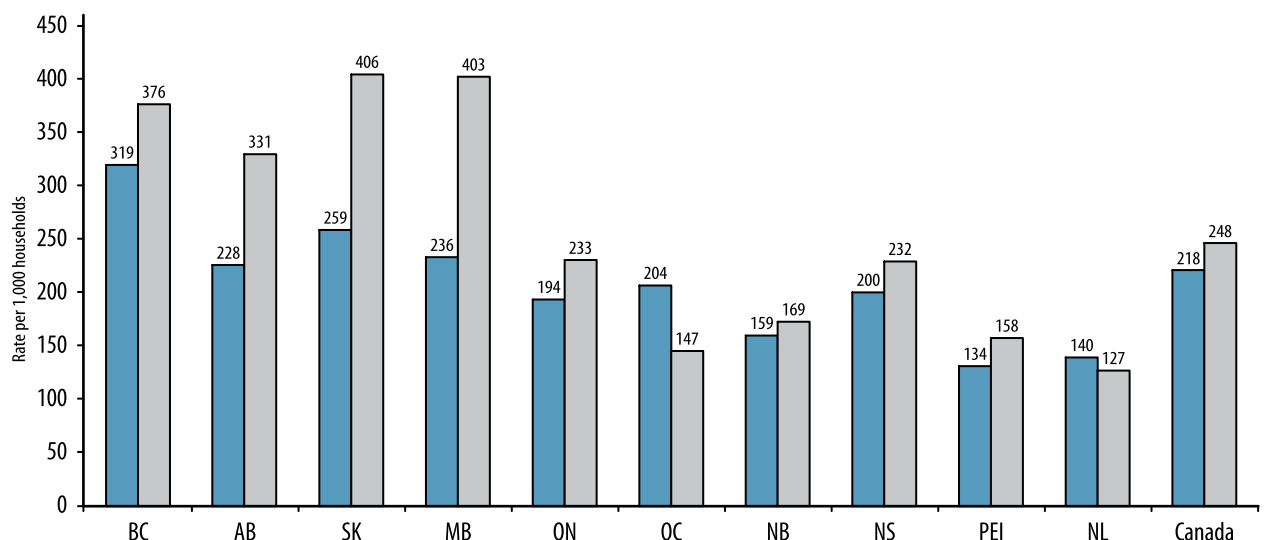
Some of the increases in reported victimization between 1999 and 2004 may be affected by a number of factors, including better public awareness about certain types of crimes such as intimate partner violence as well as better local services.

The GSS also measures public perceptions about crime. According to the 2004 survey, 30% of

Canadians believed that levels of neighbourhood crime had increased over the past 5 years, but very few (9%) believed that crime in their neighbourhood was higher than other areas. In other words, a significant proportion of the population perceives that crime is rising but in areas other than their own neighbourhood. Perceptions of crime can be shaped by a number of factors, including personal experiences of victimization; experiences of family, friends and neighbours; and media reports of crime. Not surprisingly, fear of crime tends to be more pronounced for Canadians who believe they live in a neighbourhood where crime rates are higher than elsewhere, and who believe that neighbourhood crime has increased in the past five years (Gannon, 2005).

Unfortunately, it is not possible to use victimization surveys to compare rates of crime over long periods of time because the surveys are not undertaken annually. Overall rates of victimization are available

Figure 2
Rates of household property victimization
(rates per 1,000 households)



Source: Statistics Canada, *General Social Survey on Victimization, 2004*.

Household crime includes break and enter, theft of motor vehicles and vehicle parts, theft of household property, and vandalism.

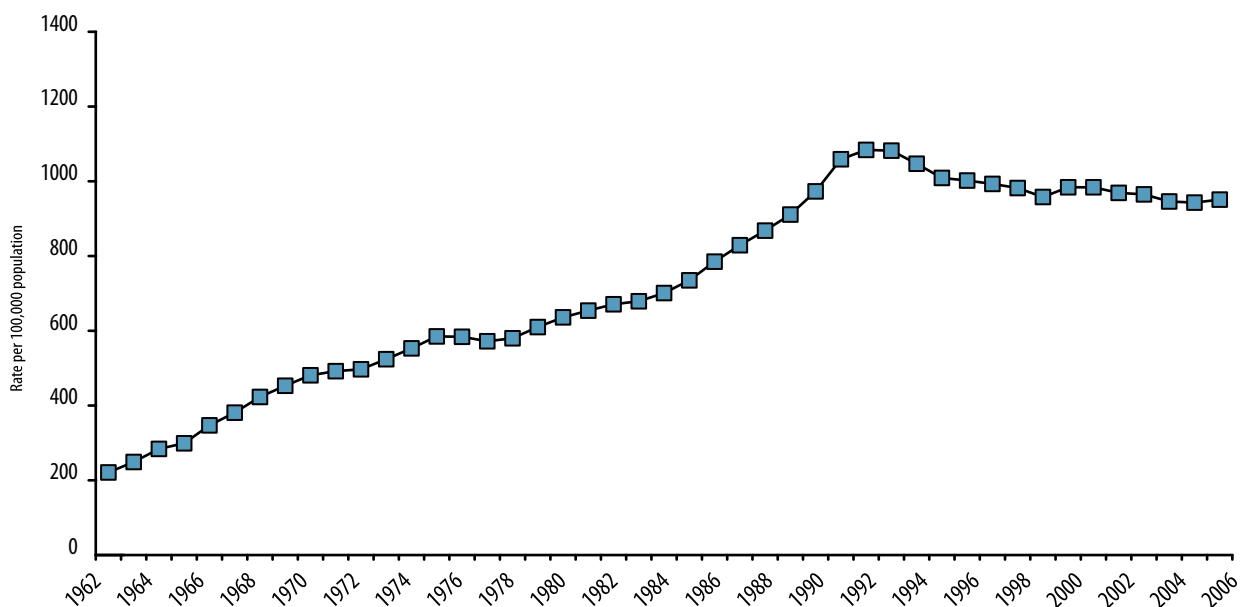
for some large cities; however, due to sampling and estimation limitations, the data cannot be used to examine in-depth trends in victimization and fear for all cities. The available city-level victimization data do not show congruence with police-reported data, something which may be affected by rates of reporting to the police. Sample sizes in cities are too small to assess the extent to which citizens' reporting behaviour differs among cities and crime types within cities.

Police data can provide an approximate indicator of trends over time at the national level and within cities. A quick look at national crime trends reveals that the violent crime rate in 2006 was more than four times higher than in 1962 (951 per 100,000 of the population vs. 221) (Figure 3). However, since the early 1990s rates have been decreasing. Explaining the factors that lie behind these trends

is difficult due to a lack of detailed data on all the possible contributors. Research suggests that the rise and subsequent decline in crime rates can be partly explained by an ageing population, policy and legislative changes, economic conditions and other socio-economic factors, as well as decreased reporting to the police (see Pottie Bunge, Johnson & Baldé, 2005). Patterns in crime rates vary by province and municipality and factors that contribute to these patterns are expected to vary somewhat as well.

Although the property crime rate dropped more dramatically in the 1990s, rates are still twice as high as they were in 1962 (3,588 per 100,000 of the population vs. 1,891) (Figure 4). Break-ins into homes and businesses have declined substantially and are now at levels lower than in 1977. Even so, Canada has had higher rates of break-ins than the United States since the early 1980s (Gannon, 2001).

Figure 3
Police-reported rates of violent crime in Canada



Source: Uniform Crime Reporting Survey, Statistics Canada.

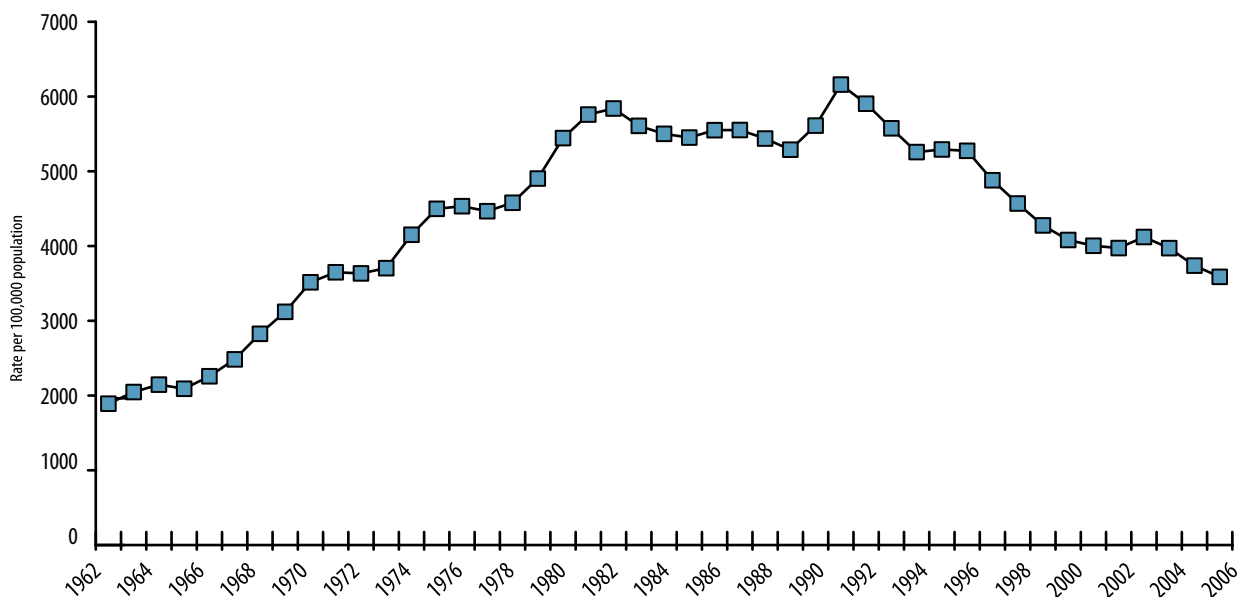
Violent crime includes homicide, assault, sexual offences, robbery, criminal harassment, abduction, and other violent offences.

Theft of motor vehicles is now at levels higher than 1977, and is higher than the per capita rate in the United States.

These national-level trends in police-recorded crime mask some important differences at the city level. For example, rates of violent crime in some Prairie municipalities such as Winnipeg and Saskatoon continue to rise which contributes to higher than average crime rates in the Prairies compared with other areas of the country (Figure 5). Rates of violent crime have recently risen in Halifax putting this city ahead of most other Eastern Canadian municipalities. Motor vehicle theft is also a particular problem in some Prairie cities and this is reflected in higher property crime rates (Figure 6). Again, Halifax is the exception in the East.

In addition to these variations among cities, crime within cities is not evenly distributed. Some studies indicate that crime tends to be concentrated in areas with high levels of economic disadvantage, high mobility, and social disorganization (see Fitzgerald, Wisener & Savoie, 2004; Savoie, Bédard & Collins, 2006; Wallace, Wisener & Collins, 2006). These high-crime areas are concentrated around the city core in some cities and dispersed in others. What this suggests is that cities, and the neighbourhoods within them, differ in socio-demographic make-up and in specific crime and safety problems. Solutions must recognize the diversity of Canadian communities and must be targeted at the local level following a comprehensive audit of local problems.¹

Figure 4
Police-reported rates of property crime in Canada



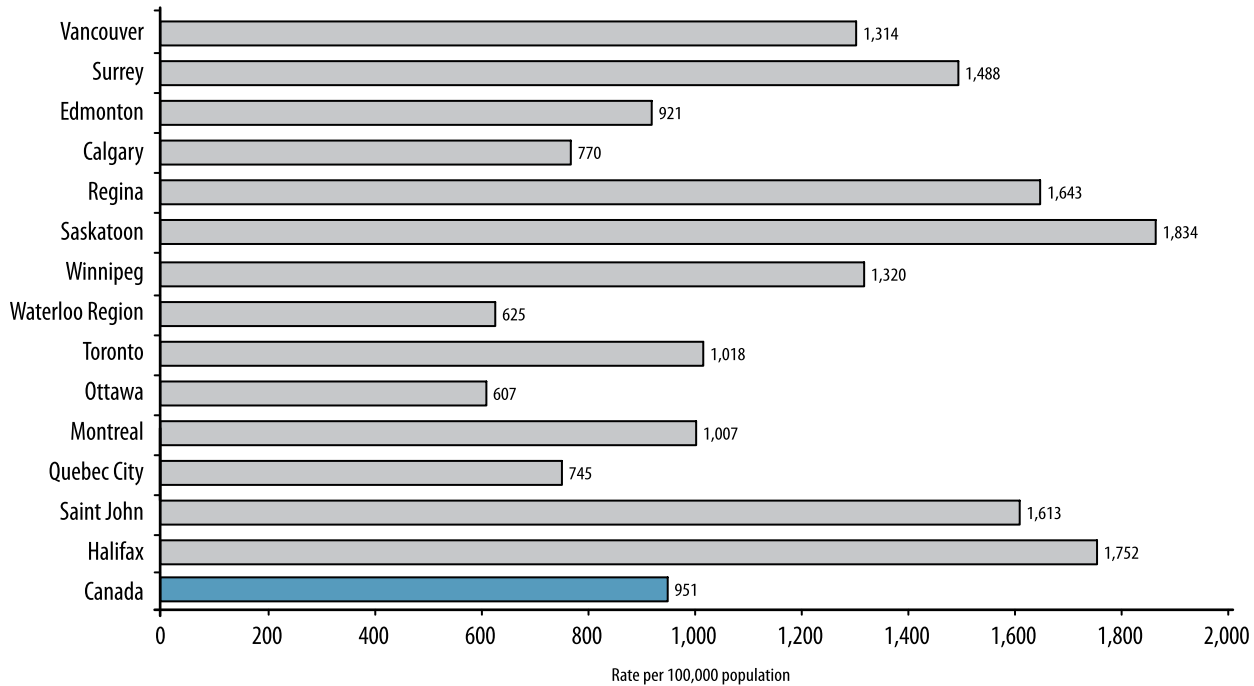
Source: Uniform Crime Reporting Survey, Statistics Canada.

Property crime includes break and enter, motor vehicle theft, fraud, other theft, and other property offences.

¹ For a more in-depth discussion of audits refer to the *Guidance on Local Safety Audits: A Compendium of International Practice* at: http://www.urbansecurity.org/fileadmin/efus/secutopics/EFUS_Safety_Audit_e_WEB.pdf

Figure 5

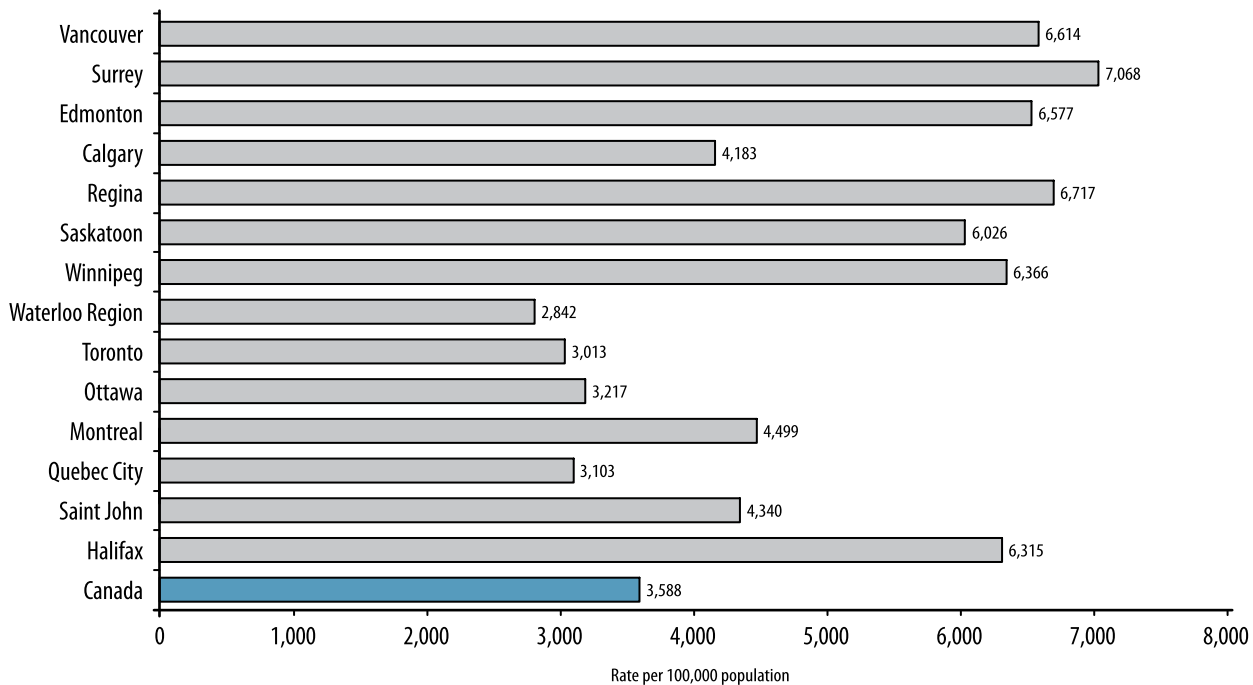
Police-Reported violent crime, 14 municipalities, 2006



Source: Uniform Crime Reporting Survey, Statistics Canada.

Figure 6

Police-reported property crime, 14 municipalities, 2006



Source: Uniform Crime Reporting Survey, Statistics Canada.



Crime Prevention and Community Safety Initiatives in Canadian Municipalities

This section provides a brief overview of crime prevention and community safety strategies and initiatives currently in place within the 14 municipalities that form the Municipal Network on Crime Prevention. This information is based on consultations held between IPC staff and municipal officials between March and September 2007. Detailed profiles of each municipality were drafted and these were then reviewed and validated by Municipal Network members. The detailed companion descriptions of each municipality are available on the IPC website at www.prevention-crime.ca. The consultations were semi-structured in nature and often involved site visits with community stakeholders and agencies within municipalities. An interview guide (the Framework for the Municipal Consultations and Analysis) served to generate discussion and address key questions (see Appendix A).

Canada is a large, diverse country and municipalities vary across socio-demographic and economic dimensions (see Table 1). The municipalities profiled in this report range in population from just under 70,000 in Saint John to over 2.5 million in Toronto. Some municipalities such as Vancouver, Surrey, Toronto, and Montreal are part of larger metropolitan areas, while others such as Winnipeg represent the majority of the urban population. Some municipalities such as Surrey, Edmonton, and Calgary have experienced significant population growth of 10% and upwards since 2001, while in one

municipality (Saint John) the population declined slightly. As discussed in the individual profiles, small population growth can mask substantial in/out migration between census years which can affect the stability of communities and present community safety challenges. The demographic make-up of cities also varies according to levels of immigration, the percentage of the population representing visible minorities and Aboriginal peoples, and low income levels and unemployment. The data highlighted in Table 1 are not meant to provide causes or explanations as to why some municipalities have higher crime rates than others. The information is meant to provide context to the descriptions of municipal-level crime and safety initiatives in this report. No one factor can explain why some municipalities, communities, or neighbourhoods have higher crime rates than others; however, as discussed in various studies, a combination of individual-level and community-level factors such as economic disadvantage, high mobility and social disorganization are at play (see Krug, Dahlberg, Mercy, Zwi, & Lozano, 2002).

Vancouver

The City of Vancouver has a population just over 578,000 and it accounts for 14% of the total population of the Province of British Columbia. More than 45% of its population is a result of immigration and according to the 2006 Census 51% are members of visible minorities. Vancouver is at the heart of a

Table 1. Demographic characteristics of municipalities in the Municipal Network on Crime Prevention

Municipality	Population ¹	Population Change 2001-2006 (%) ¹	15-24 year olds (%) ¹	Recent Immigrants* (%) ¹	Aboriginal peoples (%) ¹	Visible minorities (%) ¹	Low income** -after tax (%) ¹	Unemployment rate ²	Mobility*** ¹	Lone parent families (%) ¹	Dwellings requiring repair (%) ¹	Households in core housing need (%) ³
Vancouver	578,041	5.9	12.8	7.6	0.2	51.0	21.4	4.1	4.8	16.2	7.9	17.3
Surrey	394,976	13.6	13.8	7.4	1.9	46.1	13.6	4.1	2.4	14.5	5.1	–
Edmonton	730,372	9.6	15.8	4.1	5.3	22.9	13.4	3.6	4.0	18.2	6.0	10.9
Calgary	988,193	12.4	14.5	5.8	2.5	23.7	10.9	3.3	4.5	14.8	4.9	11.2
Regina	179,248	0.6	15.7	1.4	9.3	7.0	10.6	4.0	2.0	20.1	8.0	10.1
Saskatoon	202,340	2.8	17.2	1.6	9.9	7.3	13.4	3.8	2.7	19.3	5.8	10.7
Winnipeg	633,451	2.2	14.1	3.8	10.2	16.3	15.7	5.2	2.2	19.5	8.5	10.8
Waterloo RM	478,121	9.0	14.5	3.6	1.0	13.1	7.5	5.8	1.4	14.5	5.3	–
Toronto	2,503,281	0.9	12.7	10.8	0.5	46.9	19.4	6.9	2.8	20.3	7.8	19.1
Ottawa	812,129	4.9	13.9	3.7	1.5	20.2	12.3	6.0	2.3	16.0	6.3	14.5
Montreal	1,620,693	2.3	12.6	7.9	0.5	26.0	24.6	8.4	2.4	21.8	9.6	14.1
Quebec City	491,142	3.1	12.8	1.6	0.7	3.0	14.5	5.4	0.7	16.8	6.4	12.3
Saint John	68,043	-2.3	13.5	1.1	1.3	4.6	15.5	5.6	2.0	24.7	9.4	11.2
Halifax RM	372,679	3.8	14.1	1.4	1.4	7.5	10.8	5.8	2.9	16.5	6.8	16.3
Canada	31,612,897	5.4	13.4	3.6	3.8	16.2	11.4	6.3	1.9	15.9	7.5	13.7

¹ 2006 Census, Community Profiles, Statistics Canada.

² Labour Force Survey, Statistics Canada. CANSIM Table 282-0054-LFS estimates, by economic regions, 3-month moving average, unadjusted for seasonality, monthly (persons), May 2007. Unemployment rates refer to corresponding economic regions and not for specific municipalities.

³ 2001 Canada Mortgage and Housing Corporation, Census Metropolitan Area data only.

* Proportion of the population who immigrated to Canada between 2001 and 2006.

** Refers to the position of an economic family or a person 15 years and over not in an economic family in relation to Statistics Canada's low income after-tax cut-offs.

*** Proportion that live in a different province, territory or country 1 year previous to Census year.

metropolitan area of more than 2 million people. It is one of the major economic and transportation nodes in Canada, a gateway to the Asia-Pacific region, as well as a renowned tourist destination. Vancouver faces specific challenges related to drugs, sexual crimes, break-ins, and street disorder.

In 1991, City Council established a Safer City Task Force that tabled its final report containing 285 recommendations in 1993. Council followed by instructing civic departments and commissions to include in their workplans the issues raised in the report, in particular those related to support for

disadvantaged people, physical infrastructure and design, as well as neighbourhood development. In 1994, an Interim Advisory Commission on Safer City Initiatives was set up with a mandate to propose strategies and policies and to liaise with the City Manager's office on the follow-up to the report. In partnership with, and through equal financial participation from, the British Columbia Ministry of the Attorney-General, a Community Safety Funding Program with an annual allocation of \$150,000 from the City was created in 1996. During that same year, a Mayor's Urban Safety Commission was set up to look at ways that other levels of government could

be encouraged to work with the City to solve urban safety problems.

In 1997, under the leadership of the Urban Safety Commission, the serious drug problems in the city, in particular in the Downtown Eastside, led to the creation of Vancouver's Coalition for Crime Prevention and Drug Treatment. The Coalition brought together a diverse cross-section

The Vancouver Agreement

The Vancouver Agreement is an urban initiative that promotes partnerships between governments, community organizations, and businesses to make the city a healthy, safe, and economically and socially sustainable place to live and work for all residents. It was signed in 2000 for a five-year term by the governments of Canada and British Columbia and the City of Vancouver and has been renewed until 2010.

The first focus has been the Downtown Eastside because of the serious economic, social, and public safety challenges found in this community. The goals are to increase economic development in the area, to improve the health of area residents, and to increase public safety.

Four strategies, each with an array of projects and initiatives, were developed to achieve these goals:

- Foster economic development and job creation;
- Dismantle the area's open drug scene;
- Turn problem hotels, particularly those that offer single-room-occupancy housing into safe, clean places to live; and,
- Make the community safer for the most vulnerable, particularly women, youth, and children.

Additional priorities identified in the second phase of the agreement are the 2010 Inner-City Inclusivity Initiative, in partnership with the Olympic Committee, and the Accessible/Inclusive Cities and Communities Project.

Source: www.vancouveragreement.ca

of institutional and community partners committed to taking actions to address this complex issue. It launched an extensive consultation process related to possible approaches to drug addiction and property crime, as well as public forums on a "continuum of care" approach to drug treatment. In 2000, the *Vancouver Agreement* between the federal government, the province of British Columbia, and the City of Vancouver was signed to develop and implement a coordinated strategy to promote health and safety throughout the city. It acknowledged that a comprehensive drug strategy must be linked to housing, employment, and social and economic development.

In 2001, the City proposed a Framework for Action to:

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

This *Four-Pillar Approach to Drug Problems in Vancouver* integrates both a public order and a public health perspective. It rests on: (1) prevention; (2) treatment; (3) harm reduction; and, (4) enforcement. Since 2003, the Four Pillars Coalition continues to bring together a large group of concerned local businesses, public agencies and non-profit organizations as a forum for ongoing dialogue and collaboration between the community, the Mayor and Council, and City staff.

The City's current approach to urban safety and crime prevention is guided by:

- An integrated vision of urban revitalization with strong social planning elements;
- Proactive efforts to involve other levels of government and the private sector;

The Four-Pillar Approach to Drug Problems in Vancouver

Prevention

Promoting healthy families and communities, protecting child and youth development, preventing or delaying the start of substance use among young people, and reducing harm associated with substance use. Successful prevention efforts aim to improve the health of the general population and reduce differences in health between groups of people.

Treatment

Offering individuals access to services that help people come to terms with problem substance use and lead healthier lives, including outpatient and peer-based counselling, methadone programs, daytime and residential treatment, housing support, and ongoing medical care.

Harm Reduction

Reducing the spread of deadly communicable diseases, preventing drug overdose deaths, increasing substance users' contact with health care services and drug treatment programs, and reducing consumption of drugs on the street.

Enforcement

Recognizing the need for peace and quiet, public order, and safety in the Downtown Eastside and other Vancouver neighbourhoods by targeting organized crime, drug dealing, drug houses, and problem businesses involved in the drug trade, and improving coordination with health services and other agencies that link drug users to withdrawal management (detox), treatment, counselling, and prevention services.

Source: www.city.vancouver.bc.ca/fourpillars

- The coordination of the delivery of municipal services with effective inter-departmental collaboration; and,
- A community-focused base.

Much of this work takes place under the umbrella of Project Civil City. In 2007, the City appointed a Civil City Commissioner. Project Civil City has three areas of focus: (1) supporting homeless and vulnerable people; (2) achieving public order; and, (3) engaging citizens and neighbourhoods.

The City's comprehensive approach is also apparent in the revitalization program of the Downtown Eastside that involves:

- City initiatives such as infrastructure and service improvement, as well as policy development;
- Community development and crime prevention projects to foster capacity building and local leadership;
- The Vancouver Agreement based on partnerships and intergovernmental cooperation; and,
- A policy framework for the drug problem, and a large coalition of stakeholders.

A Community Monitoring Report has been published on an annual basis since 1996 to measure progress. Indicators cover issues such as housing, community services, health, development and projects, crime, and law enforcement.

In 1994, *Neighbourhood Integrated Service Teams* (NIST) were introduced. City and other community agency employees work across organizational boundaries to help communities solve problems. Their goals are to create safer and more pleasant neighbourhoods; provide effective and friendly

services; involve the community in creative problem solving; and, facilitate access to information about the City and its government. As an example, problems with a property where illegal activity is taking place are easier to resolve when police officers work with staff from Fire, Health, and Permits and Licences.

The following describes a sample of initiatives brought about through **Project Civil City**:

The **Collaboration for Change**, which brings together a broad range of institutional and community stakeholders committed to addressing the urgent situation facing some of Vancouver's most vulnerable citizens. Working towards an integrated action plan with recommendations on how to increase access to a range of supports, this initiative is being integrated with complementary projects including the development of supportive housing by the Province on 12 City sites and the City's Homeless Action Plan.

A **Crime Free Multi-Housing Program** – A three phase program proven to reduce crime while maintaining a resident-friendly environment for tenants. The program assists apartment owners, managers, residents, police, and other agencies to work together to keep illegal and nuisance activity off rental property.

Ambassador Program – A Downtown Vancouver Business Improvement Association which offers a 24-hour service. Ambassadors deal with street disorder as it arises and work with engineers, businesses, the police, and social agencies to respond to such issues as panhandling, litter, illegal vending, and graffiti.

The Graffiti Program – An on-going collaborative effort among several City departments that has reduced the presence and recurrence of graffiti. Since 2002, graffiti levels have dropped by about 75 per cent. The City offers financial assistance to property owners for graffiti removal as well as a free paint kit.

The City of Vancouver has had in place for quite some time an innovative community policing model, which is based on a network of Community Policing Centres (CPC). CPCs vary in size, hours of operation, programs, staff, and volunteer involvement. They are run by non-profit agencies and have in place boards of directors, which are made up of local residents. There are 9 CPCs in Vancouver, including a Chinese and an Aboriginal centre. One key element of the work of CPCs is to enable the community to report non-emergency incidents and problems for follow-up resolution. In 2006 it was estimated that CPCs contributed a total of over 94,000 volunteer hours to the city. Each Centre receives an annual budget allocation of \$100,000.

The City of Vancouver and its Police Department have developed expertise over the years in applying the principles of Crime Prevention through Environmental Design (CPTED). This covers the review of applications from developers and specific issues such as parking garages, exits, street interface, and alcoves.

Finally, since 1995 the City of Vancouver has had in place a Civic Youth Strategy. In 2003, this strategy has funded the hiring of a team of youth as City staff, which reaffirms that youth are a valuable resource to the municipality and provides a unique model of youth engagement.

Confronted with interlinked urban safety and social challenges, the City of Vancouver has brought multisectoral and integrated responses to difficult problems through effective leadership, mobilization of stakeholders, coordination of services and interventions, as well as community involvement and participation. Those issues are addressed on a continuous basis by the political authorities and the senior management of the City.

Surrey

Surrey, the second largest city in the province of British Columbia, has followed the trend in Metro Vancouver of intense population and economic growth. Housing costs, which were traditionally lower than in neighbouring municipalities, have recently increased significantly, thereby placing economic pressure on certain neighbourhoods and segments of the population. This in turn may be having effects on some neighbourhoods experiencing decay and increases in homelessness, certain types of crime, as well as problems related to substance abuse and addictions. For instance, despite a 15 year decrease in violent crime, the rate of violent crime has increased by 21% over the last 5 years. In 2005, Surrey recorded the second highest

homeless population in the Metro Vancouver area and experienced the largest percentage increase in the number of homeless persons (SPARC BC, 2005).

In an effort to promote innovative problem solving approaches to address some of the causes and effects of crime and social problems, the Mayor of Surrey assumed a leadership role and in February 2007 created the Mayor's Task Force on Public Safety and Crime Reduction. Inspired by successful crime reduction strategies in the UK and New York City, the Task Force is made up of over 100 individuals representing some 50 community groups and organizations. This task force uses an integrated approach that links to certain aspects of Surrey's Social Plan but ensures sustainability through the involvement of senior government partners, community stakeholders,

Concrete examples of coordination and integration between the CRS and some city departments include the following:

The Crystal Meth Handbook – Crystal Meth, a very inexpensive and destructive drug, has been a growing problem in many Canadian municipalities, including Surrey. The Handbook is a vivid and graphic guide to educate retailers on the dangers of Crystal Meth and ingredients required to make the drug. Other information items include how to spot a Crystal Meth addict (through graphic photographs showing addicts before and after becoming addicted to the drug) and what to do to prevent the sale of ingredients, products, and hardware required for the production of the chemical substance. Refer to the *Retailer's Guide to Crystal Meth* for more information.

Increased safety measure for recreation centres – Including a safety audit of the Newton and North Surrey Recreation Centre; newly staffed evening facility attendants at recreation centres to increase safety and encourage participation; installation of cameras to

increase safety, which has provided positive results; and, partnerships with the RCMP to engage in various CPTED activities.

Safety Forums – In collaboration with the RCMP a number of Safety Forums have been held to better educate residents on ways to avoid becoming the victim of a crime.

Anti-Graffiti – Collaboration between the Engineering and By-Laws Departments and the RCMP has resulted in anti-graffiti strategies across the city.

Outreach Services – A homelessness outreach worker working out of the Front Room drop-in centre has placed 60 homeless individuals in permanent housing in only 6 months.

Prolific Offender Target Teams – The RCMP has created Prolific Offender Target Teams. Through the use of RCMP Crime Analysts, these target teams were able to arrest 360 prolific offenders. As a result, auto theft in Surrey was down 22% and business break-and-enters in the Whalley area were down by 45%.

and others. The result is the City of Surrey's *Crime Reduction Strategy* (CRS).²

The integrated Crime Reduction Strategy is focused on four primary objectives:

- Reduce crime and increase community safety;
- Increase public involvement in reducing crime;
- Increase integration between all stakeholders involved in crime reduction; and,
- Improve public awareness around the reality and perceptions of crime.

These objectives will be achieved through the following four themes:

1. Prevent and deter crime;
2. Apprehend and prosecute offenders;
3. Rehabilitate and reintegrate offenders; and,
4. Address the reality and perceptions of crime.

Sub-committees of the Mayor's Task Force are each responsible for a specific theme, for which a number of recommendations are outlined, ranging from primary, social development-type prevention to tertiary efforts geared at reducing recidivism of offenders.³

Every aspect of the CRS requires partnerships with various sectors, including the business community, local community groups and stakeholders, municipal departments, the police, and provincial and federal governments. In order to address the challenging task of ensuring an integrated plan and putting it into practice, a CRS Manager position was created,

which sits within the Office of the City Manager. The CRS Manager is tasked with putting together an implementation or action plan and ensuring that actions and recommendations flow through the "veins" of all city departments. The CRS Manager reports on an ad hoc basis to the city's public safety committee and provides input into the corporate reports that are prepared for city council. The creation of this position demonstrates the Mayor's commitment to the CRS.

This structure and the overlap between the CRS and other city plans, such as the Social Plan, helps ensure that the CRS operates horizontally and not vertically within city operations. For example, the CRS and the Social Plan both address the need for programs geared at early childhood development; youth intervention and parenting; neighbourhood maintenance and city beautification; housing and homelessness; and, education and skills development.

Certain factors have been recognized by the Mayor's Task Force and the CRS Manager as pre-requisites for a successful strategy, including:

- Political leadership on the part of the Mayor;
- An integrated consultation process;
- Subsequent and continued involvement and partnerships with business and private sectors, provincial and federal government departments, as well as community organizations and other stakeholders;
- Effective facilitation and linkages at the middle bureaucratic level to ensure proper integration and continuity;

2 To view the report, visit: <http://www.surrey.ca/NR/rdonlyres/4D63836D-9691-44EA-9393-41320D92C105/33777/SurreyCrimeReductionStrategyweb.pdf>

3 For a complete description of the recommendations, refer to the *City of Surrey Crime Reduction Strategy*.

- Accountability and evaluation through the establishment of indicators;
- Inclusion and empowerment of neighbourhoods and residents; and,
- Effective knowledge transfer, dissemination, and communications.

These success factors also reflect some of the major challenges. For instance, one of the biggest challenges in implementing the strategy is getting buy-in from different actors and departments within the municipal government bureaucracy. Extending the message, managing the process, and working collaboratively toward shared goals are challenging tasks. It is also challenging to develop and maintain some of the partnerships. Although provincial partners were integral in the launching of the CRS, various orders of government operate on different political platforms and timelines which poses challenges of integration.

Despite these challenges, the CRS planned to move ahead and accomplish the following in 2007:

- Establish a model for a Community Court system;
- Develop a strategy for the application of closed-circuit television (CCTV);
- Establish Community Drug Action Teams;
- Establish a Homelessness and Housing Foundation;
- Expand the Crime Free Multi-Housing Program;
- Develop a CRS web site;
- Work with the private sector to add to the affordable housing stock; and,
- Evaluate current programs to make improvements.

Edmonton

The City of Edmonton has a population just over 730,000 and it accounts for more than 22% of the total population of the Province of Alberta. Benefiting from the booming gas and oil industry, the population increased by close to 10% from 2001 to 2006 and economic growth rate has increased steadily over the last few years. In 2006, the Greater Edmonton area had an estimated net increase of 19,000 migrants, a majority coming from other provinces in Canada. Rapid growth has generated challenges regarding affordable housing and the social integration of the most vulnerable people. Among the metropolitan areas with a population of more than 500,000 in Canada, Edmonton ranked third in 2006 for violent and property crime rates, with particularly high rates of homicide and motor vehicle theft.

In 2007, the City of Edmonton formed a new **Community Safety Leadership Council**. This Council is a partnership vehicle for administrative leaders of key civic agencies to provide leadership for collaborative action on community safety.

The cross-silo Council will facilitate and foster a more integrated approach to crime prevention. It will also provide a unique, regular opportunity for senior civic leaders to connect with their colleagues first hand and determine common priorities for action on issues facing the community.

The eight person Council includes the senior administrators of key civic partner agencies: City of Edmonton, Edmonton Police Service, Edmonton Public Schools, Edmonton Catholic Schools, Alberta Alcohol and Drug Abuse Commission, Capital Health, RCMP, and Chief Crown Prosecutor's Office/Alberta Justice.

In 1990, a Mayor's Task Force on Safer Cities was set up by the Edmonton City Council – it was chaired by the Mayor and made up of 15 members. In the two years that followed, a series of reports and recommendations were produced on issues such as family violence, safe housing, young adult employment, children and youth, and safe urban design. Following the final report of the Task force, a Safer Cities Advisory Committee was established in 1992 to oversee the implementation of the different recommendations. In 1996, the mandate of the committee was extended to address specific issues such as poverty and family violence and to advise City Council on topics like derelict housing and prostitution and later on safe needle disposal. Until 2001, the committee was chaired by the Mayor and reported to City Council.

In 2002, the Advisory Committee became a corporate committee reporting to and advising senior City Administration on matters related to urban safety. Representatives from different City departments and the Edmonton Police Service joined forces with community leaders, key stakeholders, and concerned citizens to collaborate on building a safer community. In 2005, to commemorate the 15th anniversary of the Safer Cities initiative, a new name was adopted – *Safedmonton* – and the public education campaign *Looking Out for Each Other* was launched⁴.

Safedmonton is a collaborative crime prevention initiative, which acts as a catalyst to bring people together and to make the links between other initiatives. It connects people with tips, tools and resources to build a safe and caring community. The vision of urban safety is based on four key elements:

- Preventing violence against individuals;
- Supporting vulnerable groups;
- Designing and supporting safe neighbourhoods; and,
- Sharing success through communications.

The Safedmonton Advisory Committee has the mandate to facilitate and promote collaborative local initiatives in crime prevention and to inform the city's senior management about urban safety issues. It includes representatives of the police service, six municipal departments, as well as members of various sectors, notably: health, education, community organizations, business, social services, and Aboriginal and multicultural groups. It has developed an integrated approach to providing strategic orientation and fostering better delivery through both a leadership circle and an action circle.

Safedmonton relies on strong guiding principles that include an emphasis on crime prevention, strategic focus and priority action, collaboration between civic departments, community involvement, and community values. It is supported by the new Office of Community Safety that supports the work of Safedmonton and the Edmonton Community Drug Strategy coalitions. It is based within the Community Services Department which has the vision of being a “front-line partner with citizens and communities – committed to creating a safe, vibrant and healthy city”. Safedmonton has adopted a three-year planning process and is guided by an annual action plan.

Over the years Safedmonton has initiated, fostered, or supported different types of urban safety and

4 View the website at: <http://www.edmonton.ca/safedmonton>

crime prevention programs and projects that focus on social development, safe neighbourhoods, and public education. Most of them rely on strong partnerships among the stakeholders, sound processes, and comprehensive consultations and communications. Examples include the following:

- The development of a safe needle disposal toolkit and the implementation of a needle disposal programme;
- The launch of the *Fight Violence* social marketing campaign to engage young people in looking for creative and positive alternatives to violence;
- Addressing substance abuse and addiction among youth through the Edmonton Community Drug Strategy, which has seen the creation of a number of community and parent resources, as well as a business case for a leading edge shelter for youth struggling with addictions and mental health issues;
- The public education campaign Looking Out for Each Other launched in 2005 and the production of support material (e.g., film in VHS and DVD format, posters, decals, etc.);
- A comprehensive and intentional effort to communicate with Edmontonians in different ways including an annual report, the Safedmonton eNewsletter, the Community Building Speakers Series, and Facebook presence to reach out to a new generation of Edmontonians with concerns about safety; and,
- Public events and awards to recognize and celebrate the contribution of individuals and organizations to urban safety and crime prevention efforts.

The key element of success of the City of Edmonton approach to urban safety and crime prevention has been the development of a global and neighbourhood based vision reflected in what is called *Edmonton's Community Crime Prevention Tapestry*. This approach

Preventing Youth Violence

Following a series of violent incidents among youth around the city, the Action Committee on Community Violence, which includes the Mayor, the Police Chief, and the City Manager, launched in December 2006 the *Enough is Enough* campaign to curb this trend. Community leaders and media partners were associated with this initiative featuring well-known local Edmontonians and young people. The key message stressed that it was time for the whole community to take a stand against violence and to act collectively to make a difference. In this context, Safedmonton was asked by the Action Committee on Community Violence to develop a long-term sustainable social-marketing strategy around youth violence and community safety.

The campaign involves strong media consortium support, community leagues, local businesses and youth service agencies. In November 2007, a new Fight Violence website was launched, where youth can take part in discussions, share their success stories to inspire their peers, and find out about upcoming events. A Facebook presence was also initiated.

Additionally, in January 2007, the Public Safety Compliance Team of the City of Edmonton was launched to work with Edmonton's licensed establishments to educate bar owners and enforce standards. In a global approach to manage the entertainment district and reduce opportunities for crime and violence, three teams were created in March 2007 and represent another effort to actively engage the business community and patrons in responsible bar behaviour that will decrease violent incidents.

Sources: www.edmonton.ca/safedmonton;
www.fightviolence.net

makes the links between the different programs, collaborative initiatives, and projects aimed at making the city safer.

Safedmonton is a real catalyst for action and has the capacity to mobilize a wide range of institutional and community stakeholders and resources. Safedmonton and its aligned Drug Strategy initiative are also championed by a designated City Councillor, who contributes in terms of profile and leadership to crime and safety initiatives.

The results achieved have also been dependent on specific factors such as:

- The strong leadership provided by the Office of Community Safety staff, who make connections, see strategic partnership opportunities, and stress the vital importance of communication;
- A focus on supporting innovative, often pilot, initiatives to try to find new ways of working together to tackle the root causes of crime;
- The effective mobilization and participation of all municipal departments and managers on the Safedmonton committee, together with a diverse cross-section of community organizations and citizens concerned about safety;
- The strategic approach to foster the emergence of “champions” (e.g., city Councillors, business and community leaders, heads of department or agencies) to spearhead and drive different initiatives;
- A comprehensive communication strategy, including printed material and reports, posters, practical tools, a website, and awards; and,
- A will to share successes and benefits and a focus on action.

Calgary

According to the 2006 Census, the City of Calgary had a population over 988,000 and estimates indicate that it is currently over one million. The population of Calgary accounts for about 30% of the total population of the Province of Alberta. It is considered Western Canada’s business centre and Canada’s fastest growing economic region. A population increase of more than 12% from 2001 to 2006 has had positive economic effects; however, a number of challenges regarding affordable housing and the social integration of vulnerable populations have resulted from this population and economic boom. Among the nine metropolitan areas with a population of more than 500,000 in Canada, Calgary ranked fifth in 2006 for the violent crime rate and fourth for property crime rates.

In 1991, following the final report of a Mayor’s Task Force on Community and Family Violence, City Council established an Action Committee Against Violence, which to this day has the mandate to enhance community capacity to foster a seamless continuum of services that prevents family, sexual, and other interpersonal violence. In 1992, the Calgary Downtown Association produced a crime prevention plan that resulted in many CPTED initiatives. In 1997, the Community Life Improvement Council was set up to address the issue of street prostitution and later focused on drug and public disorder problems. At the initiative of a City Alderman and in partnership with the Calgary Injury Prevention Coalition, public consultations were held in 1999 and 2000 that led to the creation of *Safer Calgary* in 2001 after approval by City Council. In 2003, the World Health Organization and the Safe Community

Foundation officially designated Calgary as a member of the Safe Community Network.⁵

The mission of the Safer Calgary Coalition is to foster coordinated community action towards a safer city. Its members include Calgary civic departments and police service, health and social services agencies, the board of education, and community organizations and associations. It takes a comprehensive approach to safety that focuses on injury prevention, violence prevention, and improvement to the natural and built environments. Its specific mandate is to:

- Facilitate networking between the coalition members, disseminate and share information, and provide feedback, input, and advice on community safety issues;
- Promote and market community safety and environmental programs, services, and initiatives; and,
- Raise awareness and foster community mobilization.

Over the years, the activities of Safer Calgary have included setting up a website, publications on injury and crime prevention, networking at municipal, provincial, and national levels, as well as Community

Crime Prevention Investment Plan

The Crime Prevention Investment Plan (CPIP) was created by City Council in January 2005. The intent is to support collaborations and projects that have a direct impact on the citizens of Calgary. The initiatives address issues related to community safety by highlighting preventive interventions. The annual 2006-2008 budget for the CPIP is \$589,000.

Three core elements have guided the creation of this 3-Year Plan:

- Supporting frontline policing;
- Funding crime prevention initiatives; and,
- Expanding the knowledge base.

Three areas of focus have been identified:

- Children, youth, and families;
- Street issues; and,
- Community building.

The initiatives aimed at supporting frontline policing provide police with a bridge to community agencies and resources, reducing the time-consuming need for frontline officers to make these connections and referrals and/or to lay criminal charges. The initiatives

also reduce demands on the criminal justice system by allowing appropriate referrals to be diverted from formal justice processes. Issues addressed have included domestic violence early intervention, school-based violence, under 12 year-old at-risk behaviour, community based youth crime, and the impact of addictions in the downtown core.

Funding of crime prevention initiatives has focused on initiating new and building on existing partnerships, targeted and concrete projects that involve multiple City services and/or community agencies, and intergovernmental and community cooperation, participation and funding. Primary, secondary, and tertiary prevention projects have received support.

The initiatives related to the expansion of the knowledge base (e.g., research, curriculum development, conferences) aim to provide relevant information upon which the City of Calgary, the Police Service, and the larger community can identify and make targeted investments in crime prevention.

Source: http://www.calgary.ca/docgallery/bu/bylawservices/people_places_partners.pdf

Safety Awards to acknowledge individuals, groups, communities, and corporations for the work they voluntarily undertake to make Calgary a safer place at work, home, and play.

The municipal responsibility centre for crime prevention programs rests with the City of Calgary Animal and Bylaw Services. The approach is very much action oriented (“promise and deliver”) and aims at improving the quality of life at the neighbourhood level. Two key staff persons are in charge of the coordination of the different activities and initiatives that include:

- A Business Revitalization Zones program through which business and communities join efforts to improve public safety and prevent crime;
- The public education program *Think Responsibly* in partnership with six other City departments as well as the Police Service and the Board of Education through an innovative, fun, and interactive website for students in grades 4 to 7 where parents, teachers, and youth are invited to explore a variety of issues related to personal safety, injury prevention, and responsible citizenship;⁶ and,
- A Graffiti Management Program that offers graffiti awareness and graffiti removal workshops to community groups, a toolkit, and newsletter articles.

The Animal and Bylaw Services also administers the *Community Standards Fund*, which provides funding for communities to undertake projects that assist in ongoing compliance with the Community

Standards Bylaw, and promote community crime prevention. For 2008, projects must fall into one of the following categories:

- By-law compliance (e.g., graffiti removal);
- Community safety (e.g., lighting, awareness initiatives or infrastructure projects in which case a Safety Audit needs to be undertaken); and,
- Community cleanups.

Projects are to be small-scale and to be completed by mid-December 2008. The fund is not meant to support long-term projects or to fund staff positions. Projects with matching funds, partnerships, and community in-kind contributions are encouraged.

Calgary Police

The Calgary Police Service has a Community and Youth Services Section that includes a Crime Prevention Unit and a Diversity Resources Unit. The Crime Prevention Unit brings together a series of programs such as bicycle and auto theft prevention, crime prevention through environmental design, and telemarketing fraud. The Diversity Resources Unit is a team of officers who promote cross-cultural relationships and partnerships through established advisory committees and active liaison with a variety of communities. The Section has also one sergeant and 15 constables who work as School Resource Officers at 26 Calgary high schools. They help teens with daily problems such as peer pressure, drugs, bullying, youth gangs, and pressure to commit vandalism, including graffiti. Finally the Section is responsible for a Youth Education & Intervention Program run by two constables and is designed to provide youth between the ages of 12 and 14 with an alternative to a criminal lifestyle. Staffed with about a dozen adult volunteers, the program is based on providing mentors to teens who have been identified as at risk of becoming involved in criminal activities.

6 Visit the website at: <http://www.thinkresponsibly.ca>

In recent years, other crime prevention initiatives were also launched. In 2005, the City of Calgary commissioned a report on *Approaches to Crime and Safety Issues in North American Cities* in order to inform itself on the ways to curb and prevent crime in the downtown sector.⁷

Also, following a proposal made by the Community Life Improvement Council (CLIC) in a report on a Crime and Disorder Reduction Strategy for the Beltline Communities of Victoria and Connaught, the City of Calgary operated a Community Support Officer (CSO) pilot project between May and December 2005, inspired by the neighbourhood wardens system in place in the United Kingdom. Eight municipal bylaw officers patrolled the streets of the Beltline with the aim of increasing municipal bylaw compliance and inhibiting lower order criminal and nuisance activities within the community through increased patrol and interaction with pedestrians, merchants, and community organizations. The project was funded jointly by the City of Calgary and the Province of Alberta. Subsequent to this very successful pilot project, Calgary City Council approved the addition of 25 new Community Support Officers. These Officers will be based in the City Centre and will be operational in early 2008.

The CSOs intensively patrol during daytime and evening hours, seven days a week. They responded to a very high level of service requests (e.g., 10% of all complaints in the city) in record time. They interacted with countless residents, employees, and visitors. As the project progressed, their focus shifted away from property-related complaints toward greater public interaction. The overall evaluation of

the pilot project was positive and recommendations were made to continue and eventually expand it to other neighbourhoods (Lyons, Venini and Associates, Ltd., 2006). In 2006, a report was produced which identified elements of an integrated safety and crime prevention strategy for the Beltline area, including the creation of a Community Safety Committee.

One other example of a promising initiative is the Gateway Initiative that helps frontline police officers to connect young offenders with community resources. Preventive measures assist the youth and their families and reduce future involvement in the criminal justice system. Service agreements have been signed with more than 40 agencies and community organizations. In the last two years, the programme has involved 400 young people and 170 police officers.

The key element of success of the initiatives of the City of Calgary related to safety and crime prevention is the action-oriented nature of its approach. The contributing factors are the close cooperation between municipal services, the experience, leadership, and credibility of the managers in charge of the crime prevention portfolio, as well as a strong community based and partnership vision.

Regina

Regina's population of 180,000 had remained relatively stable over the last decade, but has recently experienced some growth. Aboriginal persons make up a significant proportion of the population (9.3%). Like other prairie cities, Regina consistently faces higher than average police-reported crime, especially motor vehicle theft and violent crime.

⁷ To read the report, visit: http://www.calgary.ca/docgallery/bu/cns/centre_city/crime_and_safety_case_studies.pdf

Although living conditions for Aboriginal people living in metropolitan areas in Canada have generally improved in recent years, this is not the case for Aboriginal people in Regina where levels of education and employment have worsened (Siggner & Costa, 2005). Residential mobility is particularly high among Aboriginal peoples in Regina—40% changed their address in the year prior to the 2001 Census—which can negatively affect social cohesion and crime prevention and community safety efforts.

Despite these crime challenges, an Omnibus Survey administered annually by the City of Regina indicates

that Regina residents view their city as a safe place to live (Sigma Analytics, 2007), an indication that crime is not evenly distributed throughout the city. A Statistics Canada study examining crime rates in combination with Census and City data found that violent crime is concentrated in the Core and in North Central, and that property crime rates are highest in the city centre and other commercial areas (Wallace et al., 2006). These two neighbourhoods are characterized by high levels of economic and social disadvantage. Geographically, they are delineated by train tracks and busy roads which act as physical barriers to adjacent areas.

A number of activities are underway to target crime and other quality of life issues in the North Central area of Regina, where crime rates are some of the highest in the country:

The Regina Inner City Community Partnership (RICCP) brings together residents, community organizations, Aboriginal leaders, the business community, and three levels of government to address priorities identified by residents. The RICCP focuses its efforts on three priorities: housing and infrastructure, crime and safety, and employment. An analysis of police service calls demonstrated that most of their resources were being used to respond to issues related to poverty, poor housing, domestic violence, and substance abuse (Caledon Institute, 2005). As a result, they called upon the RICCP to assist in finding solutions. RICCP developed an action plan and a Housing Standards Enforcement Team made up of inspectors from property standards, building, fire, and public health, in addition to social workers, police officers, and a representative of the Aboriginal community. Problem properties are referred to this team by front-line service providers. Since the inception of this strategy, the number of substandard houses has decreased and the quality of life of the people living in North Central is improving.

North Central CPTED is a partnership project with the City of Regina, the North Central Community Association, the Public School Board, Regina Police

Service, and North Central residents. The project funding is provided by the City, with volunteer services and in-kind services from the partners, and overseen by a steering committee. Phases to the project include engaging residents in a process for change; developing an assessment tool; locating and training volunteers; building community capacity; completing an audit of the built environment; developing priorities and an action plan; implementing the plan; and, conducting an evaluation. A similar project is currently underway in the Core neighbourhood.

Multi-sector youth gang prevention strategy –

Through funding from the National Crime Prevention Centre, work has begun on a comprehensive multi-sector youth gang prevention strategy. Achievements so far include:

- Curriculum material geared at grades 4-6 developed by Saskatchewan Learning;
- The Regina Anti-Gang Services has completed a needs assessment of the services in Regina; and,
- The Regina Youth Justice Forum has produced a video targeted at youth aged 12 to 18. *RU Down or RU Out – A Youth Perspective on Regina's Inner City Gangs*, is a compilation of the issues young people face around gang activity and focuses on lifestyle, initiation, and strategies for getting out of a gang. It is intended to be used by facilitators with a discussion guide.

In response to the need for a coordinated response to some of these crime challenges, the Regina Crime Prevention Commission (RCPC) was established in 1995 by Regina City Council. The role, structure, duties, and responsibilities of the RCPC are set out in a city by-law. The RCPC is chaired by the Mayor and includes the Chief of Police, eight citizens, and seven institutional representatives from the provincial government, the Regina Qu'Appelle Health Region, Public and Catholic school boards, and the Parks and Community Services Committee.

The Commission meets at least five times annually and its major role is to coordinate resources to target specific crime and safety problems through partnerships, community mobilization, community development, and public education and awareness activities. The RCPC focuses mainly on action at the community level. A major goal of RCPC is

to establish crime prevention on the agendas of organizations that traditionally have not considered crime prevention to be part of their mandate. Priorities are determined through a strategic plan and an annual report. Current community crime prevention priorities include addictions, gangs, graffiti, and public awareness and mobilization. The priority issues typically require multiple strategies that are well-coordinated, integrated, and long-term.

Through the establishment of Regional Inter-sectoral Committees (RICs), the government of Saskatchewan is also working to improve collaboration in the delivery of provincial services that assist in targeting risk factors for crime. RICs exist in nine regions across the province in order to develop and implement services at the local level in a coordinated manner. The Regina RIC membership

Regina and Area Drug Strategy

In 2003, through funding from the FCM, the City of Regina with advice from the RCPC developed a municipal drug strategy. This strategy was developed using a community mobilization and community development approach and involved a wide-ranging consultation process including over 400 participants and sectors as diverse as business and industry, enforcement, and the general public. In 2004, strategic priorities were developed and workgroups created action plans to implement the priorities. The Regina and Area Drug Strategy has received national and provincial attention and has become a model for other cities developing drug strategies. The City Administration is involved at the Executive and Steering Committee level and chairs the Prevention Committee to oversee implementation of the recommendations and to ensure that involvement by the City and RCPC is strategically placed where required.

A number of actions and outcomes have ensued. Most of these are the result of collaboration with the federal

and provincial government as well as the Regina Qu'Appelle Health Region:

- Development of a drug treatment court;
- Development of school curriculum resource materials on drugs and alcohol prevention for kindergarten to grade 12;
- Options for development of a rehabilitation centre for homeless, substance-dependent, and dual-diagnosed individuals;
- Project Hope, a provincial initiative to address addictions, which includes increased support to youth as well as a Secure Youth Detox program;
- Substance abuse programming for inmates in provincial correctional institutions;
- Developing a more comprehensive and accepting process to access pre- and post-natal care for addicted women; and,
- The establishment Red Ribbon Place – a facility for programs and services and a supportive environment for vulnerable people, which will include supportive housing units.

includes senior government officials from all three orders of government, school boards, police services, the health district, the academic community, service providers, and Aboriginal organizations. The Regina RIC meets on a quarterly basis to discuss issues of common concern, allowing members the opportunity to interact with staff from other agencies. Issues addressed by the Regina RIC members at roundtables include food security, funding, early childhood, children at risk, youth justice, and others.

The success of crime prevention and community safety initiatives in Regina is largely due to three factors:

1. Strong leadership and commitment from senior ranks: The Mayor and the Chief of Police take active leadership roles in forming partnerships and mobilizing the community. The strong commitment to crime prevention by the Chief of Police is demonstrated in many ways, not

Regina's Integrated Auto Theft Strategy

In 2001, Regina's rate of motor vehicle theft by youth for the purposes of joyriding was the highest in North America. The city's mayor, police chief, and the Saskatchewan Department of Justice collaborated on a solution involving three levels of committees: an overseeing Steering Committee, a Management Committee made up of different stakeholders, and a front-line Working Group. The intervention was two-pronged: early intervention for first-time offenders and coordinated and extensive supervision of repeat offenders. An educational campaign also encouraged citizens to use anti-theft devices in their cars and discouraged youth from joyriding (Linden & Chaturvedi, 2005). The Regina Police Service tracked a 48% decline in auto theft between 2001 and 2006.

- least of which is the creation of a dedicated civilian crime prevention position within the Regina Police Service.
2. The development of structures that facilitate collaboration: This facilitates the exploration of joint approaches to issues that cut across mandates and programs. The RCPC, RICs, and the RICCP are all examples.
3. A culture or paradigm shift. Leadership of senior city officials and the strong partnerships that have been established have resulted in a culture shift where collaboration and thinking about prevention is now the way business is done. All of these factors contribute to the sustainability of crime prevention and community safety activities in Regina.

A number of challenges also exist:

- Lack of sustained and adequate funding for the most vulnerable groups is an issue and there continues to be serious gaps in support for urban Aboriginal people;
- Although inter-governmental and inter-agency collaboration are quite effective, overlaps and gaps continue to exist. More integrated and seamless application of funding and services in areas such as homelessness, mental health, skills training, and employment are required; and,
- The availability of data related to issues associated with root causes of crime, on which to base crime prevention efforts is a challenge. Obtaining specific and localized information on some sub-populations continues to be difficult.

Looking ahead, the City of Regina, with advice from RCPC and support from the National Crime Prevention Centre, is developing a long-term crime

prevention strategy. The aim is to increase and sustain community engagement. The project involves community-based social service organizations, community associations, zone boards, and the general public in conducting a city-wide and neighbourhood-based needs assessment. The project will identify the crime prevention programs currently being delivered, the populations being targeted for service, the crime prevention issues requiring a coordinated approach, and training needs and assets.

Saskatoon

Saskatoon, the largest city in Saskatchewan, has a relatively young population compared to the rest of Canada. One in 10 residents are Aboriginal and the proportion who are recent immigrants or visible minorities is lower than the national average. The violent crime rate in Saskatoon has increased by 30% since 1992; however, the property crime rate is 25% lower due in part to declines in recent years. Similar to Winnipeg and Regina, official police-reported statistics indicate that the rate of motor vehicle theft in Saskatoon is much higher than the national average.

In 2007, Saskatoon's mayor established the Mayor's Committee on Neighbourhood Safety. This committee is working in partnership with various stakeholders and other levels of government to address long-term safety issues affecting Saskatoon. Currently this committee is working on projects such as:

- The Crime and Disorder Reduction Strategy;
- Crime Free Multi Housing;

- Youth custody capacity;
- Restorative Action Program;
- Park Closure Bylaw and Park Lighting Guidelines; and,
- Statistics on Youth Involved in Crime in Saskatoon.

In partnership with the provincial Departments of Justice and Corrections and Public Safety, the Saskatoon Police Service helped create a steering committee to establish a comprehensive crime reduction strategy. Membership in the steering committee includes representatives from the City, the Regional Inter-sectoral Committee (RIC), Saskatoon Tribal Council Urban First Nations Inc., Central Urban Métis Federation Inc., and an academic from the University of Saskatchewan. A strategy document was developed which describes the three major goals: to reduce break and enter offences; to develop a community-based focus on enhancing public safety; and, to develop a long-term plan for crime reduction.⁸

There are four main partnerships through which the City of Saskatoon plays an important role in tackling crime and the factors that lead to crime:

1. **Community Association Network** – The Community Development Branch works closely with neighbourhood community associations to help bring the community together and to support volunteers. One of the main mandates is to create a network of volunteers capable of addressing issues that affect the quality of life in their community. Crime Prevention can be a priority for a number of neighbourhoods.

8 For information about the strategy, refer to Saskatoon Police's Environmental Scan http://www.police.saskatoon.sk.ca/pdf/general/2007_Environmental_Scan.PDF

2. **Local Area Planning (LAP)** is a community-based process that brings together residents, business owners, other stakeholders, and representatives of City departments to produce a comprehensive plan to guide future growth and development in specific inner city neighbourhoods. LAPs play a central role in identifying local problems and developing partnerships to address them and they have been put into place in a number of communities. The aim is to develop goals and strategies, in partnership with the community, which will improve the quality of life in these communities over the long term. LAPs and Neighbourhood Safety Subcommittees give community associations a formal connection to City Council. This also provides a monitoring system that can help identify and respond to high need neighbourhoods.

3. **Crime Prevention through Environmental Design (CPTED)** in Saskatoon is a central component of improving community safety. CPTED principles are being used to improve the design of neighbourhoods, parks, buildings, and structures both before and after they are built to ensure that safety is considered throughout the design and construction process as well as afterwards. CPTED is applied to both small-scale developments, such as convenience stores, walkways, and parking lots, and large-scale developments, including schoolyards, urban parks, and neighbourhoods. CPTED practitioners in Saskatoon focus on engaging residents and other stakeholders. Whereas in some settings, CPTED is focused quite narrowly on security issues related to the physical environment, the application of CPTED in the City of Saskatoon includes a strong emphasis

on the development of community capacity to identify local problems and respond effectively to them. This marks an important difference in the way CPTED has been developed in Saskatoon compared to other areas.

4. **Saskatoon Community Plan for Homelessness and Housing** is also an important element of the City's activities linked to crime prevention and community safety. Deteriorating housing can lead to an increase in rental housing, rising mobility, lack of stability, and homelessness. Housing problems in Saskatoon are geographically concentrated within the lowest income neighbourhoods of the inner city. The stock of social and affordable housing is not growing at the pace of community need. Many families are reporting paying 50% to 70% of their income on rent and there is a growing housing affordability gap.

First drafted in 2000 and updated annually, the Plan was developed to create a range of affordable and supportive housing options. It identifies 12 priorities for action which include coordinated community supports, strengthening the infrastructure of high-risk neighbourhoods, co-housing for youth, supportive housing for Aboriginal people and other special needs populations, balanced affordability across neighbourhoods, and housing standards. The Plan is integrated with the National Homelessness Initiative and the Supporting Community Partnerships Initiative (SCPI), an initiative of the federal government.

A number of factors have contributed to the success of crime prevention and community safety efforts in Saskatoon. The City of Saskatoon has a strong network of active community associations which are geographically based and supported by the City and

Crime Reduction Strategy

In 2003 a comprehensive crime reduction strategy was established in partnership with other levels of government, the Regional Intersectoral Coordinator, Aboriginal groups, and academics. The three major goals of the strategy are to reduce break and enter offences, develop a long-term plan for crime reduction, and to develop a community based focus on enhancing public safety.

Break and Enter Comprehensive Action Plan (BECAP)

This action plan was implemented in 2004. It is a multi-agency, multi-disciplinary initiative designed to identify break and enter offenders. Police officers, adult and youth probation officers, and prosecutors work in collaboration to provide intensive supervision and support.

Gang Reduction Strategy

In 2005, the Saskatoon Police Service identified youth and young adults who were associated with gangs or involved in gang activities. The Gang Reduction Strategy of Saskatoon was developed as a response to the problem of gang-related issues. A Committee of

15 departments and agencies representing all three orders of government and the community developed a draft Strategic Framework and an Action Plan for addressing these gang related crime concerns. The three pillars of the Strategic Framework are prevention, inter-vention, and suppression. The Gang Strategy identified the need for a multi-layered, community-centred approach to deal with the gang problems in which a broad range of government and community organizations work together.

The Gang Reduction Strategy coordinates with existing programs and services, such as employment programs, education, recreation, substance abuse treatment programs, corrections-based interventions, and law enforcement to achieve the following goals:

- Increase public knowledge about gangs;
- Decrease the number of people attracted to the gangs;
- Address underlying risk factors associated with membership;
- Target gang members and associates; and,
- Reduce gang related crime through disrupting and dismantling their relationships.

has centralized and formalized CPTED processes. Local Area Planning has been used effectively to involve communities in identifying and building on their strengths and finding ways to address local problems. These programs have benefited from cooperation and collaboration between the various civic departments.

Availability of data and information at the neighbourhood level and data development initiatives such as a city-wide survey to assess residents' perceptions of their safety, are also identified as success factors. Collaboration between the federal and municipal governments on the housing and homelessness issue is seen as a useful model for inter-governmental cooperation in tackling an important issue at the local level.

Challenges in Saskatoon include inconsistent leadership in disadvantaged neighbourhoods where there are many cross-cutting issues affecting community safety and ensuring that efforts are coordinated across agencies and government departments.

As the City of Saskatoon moves ahead, there are plans to break down silos and move toward a more integrated service delivery model at the local level in order to improve services within specific neighbourhoods. This will require assistance from the Regional Intersectoral Committee. Although funding often stems from other levels of government, keeping and setting priorities at the local level in order to maintain community engagement is seen as an important factor, since federal and provincial government priorities are often at odds with priorities at the local level.

Winnipeg

Over half the population of Manitoba lives in Winnipeg (633,000), making it the seventh most populous municipality in Canada and the financial hub of the province. Police-reported crime rates in Winnipeg are among the highest in the country. This is especially true for certain types of crime such as motor vehicle theft, where the rate is 5 times higher than the national average. However, crime is not randomly distributed across the city. A significant proportion of violent and property crimes occur in a relatively small portion of neighbourhoods, notably in the core and north core of the city. High-crime neighbourhoods are also associated with sub-standard housing; lower levels of residential stability; higher levels of crowding; higher concentrations of female single-parents, Aboriginal people and recent immigrants; and, mixed patterns of residential, commercial, industrial, and vacant land use (Fitzgerald et al., 2004).

Through community consultations, Winnipeggers have identified public safety as a top priority. In response, the City of Winnipeg has embarked on an Interconnected Crime Prevention Strategy, which was approved by Council in March, 2008. This strategy recognizes that public services provided by municipal governments are best positioned to provide leadership and coordination, and to build partnerships which aim at reducing crime and enhancing public safety. Entitled *LiveSAFE in Winnipeg*, the strategy is fundamentally based upon cross-sectoral partnerships and collaboration with citizens, neighbourhoods, community organizations, the private sector, and the business community, as well as other levels of government. This interconnected approach focuses on addressing

the root causes of crime and promoting the well-being of the community through social, economic, health, educational, and recreational actions, with a particular focus on families, seniors, children, and youth at risk, including Aboriginal youth. The guiding principles are summed up by the following:

- **Prevention** – Striking a balance between enforcement and prevention to enhance long-term crime reduction;
- **Leadership and Coordination** – Led by the City of Winnipeg;
- **Interconnectedness and Partnerships** – Forging linkages with various internal and external sectors, including housing, urban planning, education, citizen engagement, business, and other orders of government responsible for these sectors, all the while acknowledging respective mandates, expertise, and level of involvement;
- **Sustainability** – A commitment to long-term actions; and,
- **Accountability** – To make improvements through evaluation and evidence-based research.

LiveSAFE recommends a cross-sectoral working group to be co-chaired by the Director of the Community Services Department and the Chief of Police. The working group will include representation from other municipal departments, the provincial government, National Crime Prevention Centre, community organizations, academics, as well as the private sector and the business community.

For some time, city services have been contributing to crime prevention efforts. Collaboration between city officials and community groups appears to be a major strength.

Prior to implementation of a formally approved strategy, a number of achievements and initiatives were well under way, primarily through the coordination and efforts of the City's various service departments.

Library Services considers some of its educational and literacy-based services to be linked to crime prevention through social development. Some of the programs are specifically targeted to vulnerable neighbourhoods and disadvantaged youth. Library Services also ensures that its facilities are safe and secure and that it incorporates CPTED elements.

Recreation plays a significant role in crime prevention. As a result, Community Development and Recreation Services cater to the various needs of their different clientele (e.g., Aboriginal youth, marginalized newcomers, younger population). Partnerships and linkages with community groups such as the Boys and Girls Club of Winnipeg, other youth groups, as well as various Aboriginal groups have also been initiated.

The Community Services Department has implemented a unique integrated neighbourhood service delivery model known as community resource coordination. Community Resource Coordinators

(CRCs) are deployed in seven designated areas across Winnipeg (one of which is devoted to the Aboriginal community). The CRCs play an important connector role within neighbourhoods and communities, as well as with community groups. They serve as civic agents of coordination, outreach, and integration and are put in place to effectively engage neighbourhoods and communities in collaborative processes and partnership opportunities. Empowerment and mobilization are at the heart of their work and are considered key elements for successful crime prevention initiatives.

The Planning, Property & Development Services Department has embraced the following policy tenets:

- Promote neighbourhood safety;
- Facilitate provision of safe and affordable housing;
- Engage communities in building safer neighbourhoods;
- Expand capacity to address safety;
- Integrate CPTED into overall urban planning and development; and,
- Promote safety in buildings.

Crime prevention is being championed by the Mayor and City Council. Public Service Managers of city-based services recognize the need to work together and as a result, there is collaboration among mid-level city officials as well as good rapport between city officials, grassroots and community organizations, and other stakeholders.

Communication is an important aspect of implementing LiveSAFE in Winnipeg. All spheres—political leaders, city officials, citizens, marginalized groups, stakeholders—are encouraged to learn more and get involved.

Engagement by certain segments of the population, especially those who are more affected than others by crime and safety issues is a key factor for success.

Involving youth in services and programs will help create role models and engage high-risk youth. An excellent example of youth engaging other youth is through the Winnipeg Aboriginal Sport Achievement Centre.

A formal strategy and policy will help ensure the sustainability of these efforts and will help communicate messages internally, as well as to the public. A formal strategy that is broadly accepted will also help ensure continued service delivery to an expanding immigrant population and other vulnerable populations such as Aboriginal people.

Winnipeg contains over half of the population of Manitoba, which is a challenge on its own. However, some unique opportunities stem from this dynamic –

Winnipeg Aboriginal Sport Achievement Centre (WASAC)

Through a partnership with the city, the province, the federal government, Aboriginal groups, and various foundations, the Winnipeg Aboriginal Sport Achievement Centre (WASAC) was created in the summer of 2000. WASAC was designed to provide opportunities for Aboriginal children, youth, and young adults to participate in sport and recreation within a culturally sensitive environment.

By 2006 over 2,500 Winnipeg Aboriginal children, youth, and adults were registered in WASAC programs which include summer kid's camps, youth achievement programs, and the Student Mentor Aboriginal Role Model Tutorship (SMART) Program. SMART is a way for young Aboriginals to stay involved as leaders working for the WASAC program by staying in school and getting involved in extra-curricular activities. WASAC has employed more than 90 young Aboriginal recreation leaders.

The next step for WASAC is to partner with the University of Winnipeg to extend their mentorship program to encourage more Aboriginal youth and young adults to continue on to post-secondary education.

Source: <http://www.wasra.ca>

a possible partnership with the province for more integrated initiatives aimed at reducing social exclusion, poverty, and other risk factors, which would eventually have impacts on crime reduction.

Waterloo Region

The Regional Municipality of Waterloo in South-western Ontario is made up of the cities of Waterloo, Kitchener, and Cambridge and the townships of Woolwich, North Dumfries, Wellesley and Wilmot. According to 2006 Census data, the combined population is almost 500,000.

Rates of violent and property crime have been declining in the Waterloo Region since the early 1990s. Rates of break and enter have declined significantly, and while motor vehicle theft experienced a peak in the late 1990s, rates have returned to the levels of 15 years ago. In 2003, the Waterloo Region Community Safety & Crime Prevention Council conducted a survey on residents' perceptions of crime and safety. The results showed that over 90% of residents felt safe in their homes and neighbourhoods. However, 27% felt somewhat or very unsafe at a park during the day and 34% felt unsafe in downtowns during the day.

Engagement in crime prevention in Waterloo Region began in 1993. Research was undertaken to study effective models and a multi-disciplinary approach was recommended resulting in the establishment of the Community Safety & Crime Prevention Council (CS&CPC or The Council).⁹ Three-year funding for a coordinator was approved in 1995 and the Regional Council began work with eight subcommittees or Action Teams. The following year, the first comprehensive prevention report based on the work of the Action Teams was released. Public reaction to the report was invited, which resulted in changes to the original recommendations. The original eight Action Teams were consolidated into four: (1) communication strategies; (2) children, youth, and family; (3) safer communities; and, (4) community justice.

The CS&CPC continues to be Waterloo Region's responsibility centre for community-based action. It brings together individuals, neighbourhoods, organizations, agencies, and governments to take a multi-disciplinary approach to preventive initiatives.

⁹ Visit the website at: <http://www.preventingcrime.net/>

Neighbour to Neighbour

In keeping with its mission to mobilize the community to prevent crime and improve safety, the CS&CPC partnered with the United Way of Kitchener-Waterloo and Area to produce the *Neighbour to Neighbour* toolkit. The toolkit provides citizens with actionable recommendations to become better neighbours and build safer, more engaged communities. It contains stories and tips on building capacity and recognizing assets, running a neighbourhood board, engaging and keeping volunteers, organizing neighbourhood events (such as a barbeque for 50), creating safety for youth, initiating and sustaining partnerships between grassroots organizations and local institutions, and changing media perceptions of neighbourhoods. The toolkit website (www.neighbourtoneighbour.ca) provides a space for community members to share their success stories of community engagement.

It is directly linked to the Regional Municipality's strategic directions for improving the quality of life for its residents. The goal of CS&CPC is to bring all sectors together in partnership, to close the gaps between service silos and to identify new directions for preventing crime. Its mandate is to provide connections among individual residents; business sectors; service groups; local, regional, provincial, and federal governments; and, provincial, national, and global crime prevention authorities to help build crime prevention capabilities.

The CS&CPC operates at the Regional level with committees and links to area municipalities. It is led by an Executive Director and core funding is provided by the Regional Council, the body to whom the CS&CPC is accountable. It also has a very active board comprised of 35 members from a broad range of sectors, including the Regional Chair,

the Chief of Police, Regional Councillors, a crown attorney, defence counsel, women's crisis services, Alliance for Children and Youth, social services, housing, land use and strategic planning, recreation services, home support, education, and services for older adults. On the board are also representatives of public health, addictions and mental health, child welfare, community based justice agencies, school boards, a local college, youth serving agencies, faith communities, newcomer representation, the business community, community representatives, police service board, and a representative of the media. The board meets monthly throughout the year and has an annual one-day retreat to set priorities for the coming year.

Embedded in the Council's governance process is a system for self-monitoring and review, and a role for the Chair to ensure the Council upholds its mandate.

The Region of Waterloo has also undertaken a 40-year plan for managing the healthy human and social development of their community in the face of significant anticipated population growth. The plan was informed by interviews with residents, professionals, and stakeholders and a comprehensive literature review on key growth management principles. The Human services growth management plan includes a comprehensive violence prevention strategy influenced by prevention guidelines promoted by the World Health Organization (Krug et al, 2002).

The CS&CPC has been assigned the responsibility centre for monitoring the violence prevention plan and ensuring the goals are met and adapted to changes in the community. This plan is a

Communications and Education Initiatives

A number of communication and education strategies aimed at promoting public engagement and challenging common misconceptions surrounding youth and youth crime have been developed through the CS&CPC:

- *Can We Talk About Youth and Crime?* – A series of public education pamphlets that encourages meaningful dialogue on the facts about youth crime, the Youth Criminal Justice Act, and labeling youth;
- *Look Deeper* – A series of posters that challenge community perceptions about youth;
- *Get Connected* – A broad public awareness program aimed at building safe and engaged communities through “saying hi” and reaching out to members of the community;
- *Together We Make a Difference* – A publication that features local actions that reduce crime and victimization in the areas of partnerships, youth, neighbourhoods, green space, recreation, social inclusion, and social development; and,
- An Annual Justice Dinner which features keynote speakers has been ongoing for almost 30 years.

In 2007, the Substance Abuse Committee of the CS&CPC hosted *In the Mind's Eye 2007: Issues of Substance Use in Film + Forum*. Over an 11 week period over 40 films were featured, many of which provided a realistic glimpse into issues of drug and/or alcohol dependence. The direction of this community event was informed by 35 local organizations and over 100 people making it a reflection of interests in the community. This initiative is unique in North America and involved more than 50 events combining film, workshops, and keynote speakers for a close-up look at substance use in the Region.

long-term strategy that focuses on investing in communities with a particular emphasis on what works to prevent interpersonal violence. The plan lists strategic actions, areas of responsibility for each one, and target dates for implementation. Examples of actions include fostering healthy mothers and babies; neighbourhood-based job creation strategies; adequately funded services for victims of violence; a plan to include resident-run community centres in all new residential areas; and, increased services that address alcohol and drug abuse (Ginsler & Associates, Inc., 2006).¹⁰

Many factors have contributed to the success of the CS&CPC, one of which is the commitment of senior elected and public officials, including the Regional Chair, the Chief of Police and many senior community leaders who sit on the Board of Directors.

There has been consistency in the position of Executive Director since the inception of the Council and this has enabled CS&CPC to establish and maintain productive working relationships with the community over an extensive period of time. The high rates of turnover that affect many organizations raise the risk of program failure and Waterloo Region has managed to avoid this at both the administrative and political levels with the Regional Chair who was first elected to Regional Council in 1985. Assigning a relatively senior position within the Regional government to Executive Director of CS&CPC signifies a high-level commitment, thereby increasing the likelihood of ensuring that safety and crime prevention remains a cross-cutting issue for government and community groups.

10 Download the plan at: www.preventingcrime.net/library/Violence%20Prevention%20Plan%202006%20-%20draft.pdf

Challenges faced by the CS&CPC include the following:

- The governmental structure of Waterloo Region (a Regional Council and seven Area Municipal Councils) presents particular challenges with respect to coordination and delivery of services that tackle the risk factors for crime. For example, the Region holds responsibility for the police, social and health services and public transit while the cities are responsible for the delivery of recreational programs and neighbourhood services.
- There is also a perceived need to use data and local knowledge better, but at the same time the CS&CPC recognizes the challenge of effectively using geographically based data without stigmatizing communities.

Toronto

Canada's largest city is one of the most multicultural cities in the world. More than 1 in 10 residents of Toronto are recent immigrants to Canada and 47% are visible minorities. Many ethnic communities in Toronto are able to sustain their vibrant cultural heritage and maintain high levels of social and economic prosperity. In others, stability and social capital can be fragile. Newcomers and some visible minorities can become ghettoized and face hardship, limited economic opportunity, higher rates of poverty, substandard housing, and social exclusion. While the City itself grew by about 1% between 2001 and 2006, the Census Metropolitan Area of Toronto grew by over 9% reflecting the rapid expansion outward from the city core. Over the past few years, Toronto has experienced a sharp rise in gun violence

Engaging youth in community safety initiatives

The Toronto Community Safety Plan considers the active engagement of youth to be central to the success of initiatives to improve safety and community well-being:

- Two youth representatives sit on the Mayor's Panel on Community Safety to ensure a voice for youth in decision making processes.
- Various conferences have been held to provide youth and their representatives with opportunities to speak about social exclusion and violence in their lives.
- *Involve Youth* is a campaign launched by the City of Toronto in 2004 to encourage community-based organizations to involve young people in decision-making. Two guides have been produced that provide strategies for engaging youth and designing meaningful youth programs.
- *Remix*, a training program designed to engage youth through Hip Hop, is just one example of a project where youth are actively involved in

the design and delivery of a program. The *Remix Project* targets urban youth who are interested in pursuing a career in the music recording industry. Led by mentors in the industry and other youth who have successfully left gangs, youth learn about commitment to a project, building a career, and developing life skills. The *Remix Project* receives funding and/or other resources from the Community Safety Secretariat, the City of Toronto, Canadian Heritage, National Crime Prevention Centre, and the Trillium Foundation.

- *Hear the Story* is a film which describes the challenges young people face with unemployment, discrimination, and violence and how they are taking control of their lives. Under the direction of a documentary film-maker, youth from diverse neighbourhoods came together in the summer of 2005 to learn the skills of film-making and to explore the causes of crime and violence and search for solutions. The film was produced by the Youth Documentary Training Project, an initiative of the City of Toronto's Community Safety Plan.

primarily involving young men from marginalized communities. But despite this recent trend, official police-reported violent crime is still lower than it was 15 years ago.

In 1998, the City of Toronto established a Task Force on Community Safety to develop a comprehensive safety plan. Their final report included 35 recommendations for implementing the plan. In 1999, a number of working groups were established to examine issues related to youth, gangs, safety audits, violence against women, and progress and monitoring within the 2001-03 term of council. In 2002, a Community Safety Program was established at Toronto City Hall with a small number of staff. Also in 2002, a \$5.2 million Strategy to Promote

a Safer Toronto for Youth was brought forward by the Mayor. Through grants and programs, the strategy aimed to balance violence prevention and law enforcement.

In response to the sharp increase in gun violence in 2004, Mayor David Miller created the Toronto Community Safety Plan.¹¹ The Plan's goals are to strengthen neighbourhoods and create opportunities for youth. An underlying philosophy of the Plan is to address community safety problems through collaboration among different orders of government, communities, and the private sector. The Plan is supported by a Community Safety Secretariat which coordinates activities designed to meet the objectives of the Plan. The Secretariat provides

Other examples of initiatives and achievements through Toronto's Community Safety Plan include the following:

Neighbourhood Action Teams are the community-level focal point for the Community Safety Plan. These Teams bring together city services such as police, housing, school boards, libraries, recreation centres, and others in order to set out their respective roles in addressing community safety in an integrated manner. The director and Community Development Officer of each Team is responsible for implementing the Plan and ensuring its success on the ground.

Community Crisis Response Program provides immediate follow-up and longer-term support to communities that have experienced a trauma causing crisis. This is defined as an event that has impacts on the health and well-being of the community and interferes with normal coping mechanisms within the community—a homicide or a shooting—for example. The focus is on mobilizing city and community services to provide support and resources for crisis intervention, healing, and prevention of further violence.

Violence, Anger and Conflict Awareness Program

(VACAP) – The Toronto Muslim community has developed this innovative program with financial assistance from the National Crime Prevention Centre. As faith-based organizations are considered to be natural allies, they can be spaces for healing. VACAP provides interventions with Muslim youth who are dealing with multiple pressures of marginalization against a backdrop of fear of extreme violence. Interventions emphasize anger management and conflict resolution as an alternative to continued violence.

Partnership to Advance Youth Employment

(PAYE) – Impressive progress has been made in engaging the private sector in community safety programs, most notably in making employment opportunities available for youth. For example, the Board of Trade initiated a PAYE, which involves local businesses that hold a series of employment events for youth in the thirteen neighbourhoods. The City assists youth in advance with practical advice about constructing a résumé and about how to conduct oneself during an interview.

11 View the plan at http://www.toronto.ca/community_safety/plan.htm

support to the Mayor's Panel on Community Safety whose membership includes the Mayor, two city Councillors, three provincial government ministers, the federal minister for infrastructure and communities, the chairs of two school boards, youth representatives, and a community representative.

In 2007 the City of Toronto launched the Making a Safe City strategy, which builds on the Community Safety Plan. The adoption of the strategy also led to the creation of the new Mayor's Advisory Panel on Making a Safe City Safer comprised of champions from the private sector, youth, the chair of the Police Services Board, the Chief of Police, representatives from the post-secondary sector and the Toronto Community Housing Company. The strategy is focused on five key areas: (1) gun control; (2) victims of violence, witnesses and their families; (3) violence against young women and girls; (4) the youth justice sector; and (5) skills development, training and employment, and community funding.

Toronto's community safety work focuses on thirteen priority neighbourhoods that were identified through the findings of the Strong Neighbourhoods Task Force and the use of violence and victimization data. This Task Force was established to respond to some of the concerns about disadvantage and social exclusion identified in a study conducted by the United Way of Greater Toronto and the Canadian Council on Social Development (2004) entitled *Poverty by Postal Code*. Statistical information about gun crimes, the location of human services and public health, the 211 database¹² for the City of Toronto, and census data were mapped with the aid of a geographic information system. Neighbourhoods identified as

a priority for the community safety supports were those that demonstrated high need in terms of gun violence, social and economic disadvantage, and poor access to services.

Through the establishment of a tri-level indicators group, involving representatives from the three orders of government, data analysis continues to be an important focus for the City of Toronto in charting progress and in addressing the risk factors for crime and violence in priority areas. These data contribute to a better understanding of the practical needs of the communities.

Developing structures of collaboration has been a key element for Toronto. An example of this is the Tri-level Committee on Guns and Gangs which was established in response to the killing of a teenage girl in the downtown shopping district in December of 2005. This partnership involves collaboration of senior officials from three orders of government. The Tri-level Committee is composed of senior bureaucrats who ensure that federal, provincial, and municipal services are aligned and working collaboratively to target community safety issues in the identified priority neighbourhoods. The tri-level structure also provides a forum to discuss the impacts of federal and provincial policy on issues related to community safety.

The City of Toronto has had a good degree of success in applying an integrated violence and crime prevention model. A primary role of the Community Safety Secretariat within Toronto City Hall is to help align safety with the priorities of other city services such as youth programs, economic development,

12 Visit the website at <http://www.211toronto.ca/splash.jsp>

children's services, housing, and others, and to provide strategic advice. The Interdivisional Committee on Integrated Responses to Priority Neighbourhoods at the level of the deputy city manager provides the structure for this to happen. By defining "community safety" in broad terms and as a cross-cutting issue, all city departments are implicated and the tendency to work in silos is reduced.

Commitment and leadership from senior officials is another important success factor and this is demonstrated through the Mayors Advisory Panel on Making a Safe City Safer, Toronto Community Safety Secretariat, the Interdivisional Committee on Integrated Responses to Priority Neighbourhoods and the Tri-level Committee.

A particular challenge facing the Toronto Making a Safe City Safer strategy is its focus on guns and gangs in priority neighbourhoods which could compromise the needs of other neighbourhoods. The Strategy also faces other challenges in its efforts to promote community safety and reduce youth violence, such as raising public awareness of the Strategy and of available programs; communicating success stories; sustaining best practices: sustaining partnerships with the private sector; and, applying available resources in the most effective way. Most recently Mayor David Miller has launched a strategy to ban handguns. This strategy has also been developed to meet the following objectives: tougher crime legislation for illegal gun use; increased anti-gun smuggling security at the Canada-U.S. border; stronger U.S. gun controls; continued emphasis on community-based prevention and youth opportunity development.¹³

Ottawa

A diverse city in demographic composition, the nation's capital is home to over 800,000 residents. Despite its relative affluence, the income gap between rich and poor is growing and some segments of the population, such as recent immigrants and visible minorities, are facing barriers in accessing affordable or subsidized childcare. Ottawa also has a significant homeless population numbering approximately 9,000 shelter users in 2006 (Alliance to End Homelessness, 2006).

Using data to plan action to prevent crime

Crime Prevention Ottawa, together with the Ottawa Police Service and other partners, undertook to identify disadvantaged and distressed areas by mapping crime rates and socio-economic indicators in Ottawa neighbourhoods. Findings demonstrate that violent crime tends to be concentrated in the downtown core and Vanier. Rates of physical assault and robbery are highest in the popular Byward Market entertainment district, as well as in Lowertown, Vanier, Centretown and Sandy Hill. Property crimes are more dispersed throughout the city. While there is a high concentration of crime in the downtown core, there is also a relatively high incidence of break and enter and motor vehicle theft in other areas. Pockets of concentrated disadvantage are found in the downtown core and throughout the city.

Similar to most Canadian municipalities, the rate of police-reported crime has been declining in Ottawa over the past 15 years. Nevertheless, there are some areas for concern. There are early indications of a growing crack cocaine problem in the city centre and concerns about how this might affect community safety.

13 View the mayor's report to Executive Committee at <http://www.toronto.ca/handgunban/pdf/gunstrategyreport.pdf>

The City has been involved in crime prevention efforts for over 25 years, beginning in 1982 with the creation of the Crime Prevention Council of Ottawa (CPCO). Its initial mandate was to develop and implement innovative crime prevention strategies; however, lack of resources limited this role. As a one-person operation with limited resources, the CPCO managed to build support for crime prevention in the City of Ottawa, and build relationships with the police and other community agencies until April 2004, when the City withdrew funding for CPCO. During that same year, a panel headed by a City Councillor drafted a proposal for a community crime prevention initiative entitled *Investing for a Safer Ottawa*. In 2005, a proposal for a renewed crime prevention initiative rooted in commitment and leadership at the local level and focused on sustainable development and investment in families, children, and youth was approved by City Council. The result was the creation of Crime Prevention Ottawa (CPO).¹⁴

The mission of CPO is to contribute to crime reduction and enhanced community safety through collaborative evidence-based crime prevention. A strategic plan guides CPO, which positions it as the responsibility centre for crime prevention in the City of Ottawa. CPO does not deliver services directly, but has established itself as a capacity builder, partnership broker, and crime prevention advocate through the following activities:

- Implementing targeted crime prevention and supporting programs through appropriate agencies;
- Supporting community groups and the City in acquiring, developing, or enhancing the tools needed to operate programs to increase safety;
- Seeking the funds and creating partnerships essential for sustainable programs;
- Promoting policy solutions to issues of crime and disorder; and,

CPO Initiatives and Achievements:

Each year, Crime Prevention Ottawa provides funding through a competitive process to local organizations to address issues related to crime and community safety. Priority is given to projects that contribute to the success of the strategic plan, target specific crime issues or specific neighbourhoods, address risk factors associated with crime, and those that are based on research and effective practice.

CPO networks and builds partnerships with local community agencies that provide services to youth, abused women, new immigrants, adult offenders, and the City's Integrated Drug Strategy. Major initiatives have begun in the areas of prevention of violence against women including the implementation of the Ontario government's "Neighbours, Friends and Family" campaign in Ottawa; support for the school-based program *In Love and in Danger*; and the implementation of *The Fourth R* program in

local secondary schools, which focuses on violence, substance abuse, and healthy sexuality.

A well-attended public Speaker Series at City Hall has addressed topics such as Urban Community Safety in the United Kingdom; the youth-based program "Communities that Care"; the Manitoba Safer Communities and Neighbourhoods (SCAN) legislation; and violence against women in minority communities.

Through a CPO led partnership involving a City Councillor, police, social service agencies, and residents, a community survey was implemented in the priority neighbourhood of Vanier. A total of 480 residents responded to the survey and the results were presented at a community forum attended by approximately 80 residents and community agencies. Prostitution, drug-related problems, and community beautification were identified as priorities for further action and working groups were established to develop strategies to tackle these issues.

14 Visit the website at: <http://www.crimepreventionottawa.ca>

Many agencies and programs in Ottawa have been engaged in crime prevention activities prior to the establishment of CPO. Examples include:

No Community Left Behind (NCLB), which receives some funding from CPO, is a collaborative effort of community development specialists, community policing professionals, and neighbourhood activists who address factors that lead to crime, victimization, fear of safety, and social exclusion. Working in close partnership with various agencies, NCLB is led by the South East Ottawa Centre for a Healthy Community. The central strategy of the program is to help communities help themselves, enabling them to strengthen their capacity to improve the quality of life for all residents, and promote long-term community health and resilience. For more information refer to http://www.nocommunityleftbehind.ca/main_e.htm

Women’s Initiatives for Safer Environments (WISE) is a City-funded, community organization that works with diverse groups of women, local government, and other agencies to conduct safety audits of community

spaces. WISE also facilitates personal safety workshops for women and girls, and helps in the development of community action plans. WISE has participated in conferences and workshops with urban planners and architects to raise awareness about how the design of buildings and other sites can be linked to women’s feelings of safety and public violence against women.

Crime Free Multi-Housing Program is a partnership between the Ottawa Police, landlords, and community residents of rental properties which is aimed at ensuring a positive living environment and preventing illegal activity. The program consists of three phases: (1) training for landlords on effective property management and crime prevention; (2) CPTED audits and compliance reports; and, (3) an annual “Safety Social” where residents can interact and build relationships with the police. The program has the potential to benefit landlords by improving property values, benefits residents through improving the safety and quality of the local environment, and encourages positive relationships with the police.

- Monitoring and evaluating progress and impacts of plans and implementation.

Crime Prevention Ottawa has a unique hybrid structure. It is physically located within City Hall with space and funding provided by the City of Ottawa, but reports to an independent Board of Directors. The Board is chaired by a City Councillor and represented by the Mayor, Chief of Police, Deputy City Manager, the head of a school board, Executive Directors of the United Way and Children’s Aid Society, chair of the young offender services network, and representatives of community agencies. In turn, it provides an annual report to a committee of City Council.

CPO has enjoyed many successes during its inception:

- It benefits from high-level leadership and commitment;
- It receives funding and in-kind support from the City;
- A hybrid governance structure means that that CPO can easily develop working relationships with local agencies; and,
- Effective networking, partnership building, and support from academic experts have led to heightened community awareness and knowledge about CPO.

A number of challenges have been identified for the future:

- Raising awareness about CPO and the roles other community agencies can play in crime prevention initiatives;
- Influencing the City to integrate crime prevention into its many services;

- Balancing the need for tools that will assess outcomes and effectiveness of prevention programs with the limited time and funding available to local agencies for project evaluation;
- Coordinating all three levels of government in setting priorities and funding programs that target root causes of crime; and,
- Dealing with the disconnection between federal and provincial social policies and the operations of service delivery agencies.

Moving ahead, CPO aims to improve collaboration and alignment of priorities with other community agencies serving at-risk populations and eliminate silos with respect to crime prevention. Initiatives funded through CPO are required to have an evaluation plan in order to strengthen the knowledge base about how to best reduce crime in future. CPO aims to influence spending by the federal and provincial governments as well as the City to invest better in community safety. It will use community planning as well as neighbourhood-based data to advocate for services that address gaps where crime can be reduced and community safety improved.

Montreal

The population of Montreal is 1.62 million making it the second largest city in Canada. It is located at the heart of a metropolitan area, which is home to more than 3.6 million people. Crime has been on a downward trend on Montreal's territory over the last 15 years. A number of challenges are ongoing or have emerged in recent years, the main ones being street gangs, the occupation of public spaces, incivility and public order disturbances, youth and cross-cultural conflicts.

Sustained efforts have been made over the past 25 years to maintain a peaceful and safe environment throughout Montreal. In 1989, the *European and North American Conference on Urban Safety and Crime Prevention*, held in Montreal highlighted the key role of local authorities in the development, coordination, and implementation of strategies to prevent delinquency, violence, and insecurity. Working in collaboration with a number of partners and from a social development perspective, the City of Montreal has since played an active role providing concentrated solutions to a variety of problems that are typical of large urban centers (e.g., prostitution, drugs, homelessness, etc.).

The *Sommet de Montréal* (Montreal summit) was held in 2002. It laid the foundation for the identification of preferred directions in the area of social, economic, and cultural development. A number of commitments, programmes, and a policy stemmed from this strategic reflection, which mobilized institutional partners and civil society as a whole.

In 2006, Montreal became the first major Canadian city to adopt its *Charte des droits et responsabilités* (Charter of Rights and Responsibilities), wherein it is stated that “citizens have a right to safety and are involved with their municipal government in collective efforts aimed at ensuring that they are able to enjoy that right”, in particular through adopting preventive behaviours. For its part, the municipal government is committed to:

- Planning its land use with a concern for safety;
- Collaborating with local partners to support specific measures aimed at ensuring the safety of women;

Tandem

The Tandem Montréal program was established in 1982 with a view to countering the residential burglary problem. Though conceived as a specialized form of intervention at the outset, it evolved within a few years toward a broad partnership with community organizations operating at the neighbourhood level to respond to a variety of issues and to local concerns. In 1992, the terms of reference for Tandem were expanded to cover a range of issues having to do with safety and quality of life in the city, taking into account the needs of youth, seniors, and women. Tandem has received a number of national and international acknowledgment awards over the years.

Tandem has been known as the *Programme montréalais de soutien à l'action citoyenne en sécurité urbaine dans les arrondissements* (Montreal program in support of citizen action in the area of urban safety in the boroughs) since 2003 and celebrated its 25th anniversary in 2007. Several partner agencies responsible for the implementation of the program within their neighbourhoods have a long track record and have developed a solid expertise in the area of public safety and prevention. Here are a few examples of such agencies:

- Prévention du crime Ahuntsic-Cartierville;
- Opération surveillance Anjou;
- Prévention Notre-Dame-de-Grâce;

- Centre communautaire culturel, social et éducatif de Maisonneuve;
- Société Ressource-Loisirs de Pointe-aux-Trembles;
- Prévention Sud-ouest;
- Association sportive et communautaire du Centre-Sud ; and,
- YMCA centre-ville.

A broad and varied range of services and activities are offered in the various living environments:

- Residential security assessments;
- Engraving;
- Neighbour alertness programs;
- Campaigns to prevent theft of and from motor vehicles;
- Activities involving women, seniors, and newcomers;
- Conflict resolution workshops;
- Awareness campaigns on issues such as school vandalism;
- Promoting merchant involvement in support of women's safety;
- Reclaiming certain public spaces;
- Promoting the social sharing of the community; and,
- Developing information and awareness tools.

For more information visit www.ville.montreal.qc.ca/tandem

- Fostering the safe enjoyment of public spaces, particularly parks, as well as community and recreational facilities;
- Working in concert with public safety and civil authorities to support preventive measures focused on awareness raising and citizen involvement; and,
- Protecting the physical integrity of persons and property.

A public safety commission reporting to the *Conseil d'agglomération* (Agglomeration Council) was given a mandate to review all issues pertaining to public safety

and to make recommendations to Council. In March 2007, the *Conseil d'agglomération* adopted its *Politique pour un environnement paisible et sécuritaire* (Policy on the provision of a peaceful and safe environment). This policy aims to foster collaborative action on the part of various actors (e.g., elected officials, citizens, the police department, the fire department, and community and institutional partners) in the area of public safety. It aims to promote the engagement of citizens and stakeholders from various sectors, to foster leadership and coordinated action, and to contribute to the development of preventive approaches.

Following are a few of several projects and programs initiated by the City of Montreal:

- The *Programme Montréalais de soutien à l'action citoyenne en sécurité urbaine dans les arrondissements* (Montreal program in support of citizen action in the area of urban safety in the boroughs) was developed and adopted in 2003. A decentralized approach was favoured for the implementation of the program. The various types of activities of mandated organizations operating at the local level were grouped together under four themes: crime prevention (the main theme); fire prevention; civil protection; and, first response to emergencies. It is estimated that this program allows for 2,000 urban safety actions to be taken each year, which in turn contributes to informing and raising awareness among 150,000 people.
- On May 16, 2007, the city's executive committee adopted a plan which sets out priorities aimed at youth, *Priorités jeunesse municipales 2007 – 2009*, as well as the *Programme d'intervention de milieu auprès des 12 à 30 ans* – a program geared to youth and young adults between the ages of 12 and 30. The municipal youth priorities are defined along four main themes or axes: socio-professional intervention; social cohesion; creative activities and improved self-esteem; and, environmental and sustainable development. The Program is the operational arm of the priorities, which is essentially a concerted and integrated approach to respond to the needs of various boroughs and local organizations and stakeholders.
- Four social mediation pilot projects focus on problems stemming from incivility, littering, conflicts between neighbours, and habitat

degradation – all factors that contribute to insecurity and social tensions. The basic goal is to encourage citizens to become involved in ensuring the safety of their neighbourhood.

- The City has established a steering committee that is focused on street gangs; it includes representation from relevant central services (e.g., police, cultural development, quality of the living environment and ethno-cultural diversity, and finance) as well as from five boroughs. Its terms of reference are “to develop and implement an integrated action plan to counter and to reduce the impact of the street gang phenomenon in Montreal in a sustainable way” within the 2005-2010 timeframe. This action plan has resulted in the adoption of four themes: research, prevention, law enforcement, and communication. The Municipality has thus far injected \$1.25 million into this program (in addition to the sums invested by the Police Department), which has allowed for the implementation of 20 types of measures at the local level, ranging from measures in support for street work to sport activities and other initiatives within the various living environments.

In 2003, the City of Montreal published the *Guide d'aménagement pour un environnement urbain sécuritaire* (a planning guide focused on ensuring the safety of the urban setting). It includes a summary of the thinking around that theme and sets forth practical application principles that are adapted to various types of public spaces, including residential, commercial and industrial areas, parks and open spaces, parking lots, and bridges and tunnels. A *Guide de formatrices et de formateurs pour un environnement urbain sécuritaire* (a guide for trainers focused on the safety of the urban setting) was subsequently developed.

A number of factors contribute to success in the area of urban safety and crime prevention, including:

- The acknowledgment by political authorities of the importance of safety as it impacts on development and quality of life throughout the municipality;
- Long-term investments (e.g. *Tandem*);
- A consideration of the issues from the broader social development perspective;
- Developing strategic partnerships with several institutions within the various living environments; and,
- Adapting programs and actions to the local context of neighbourhoods.

In many cases, a connection can be made between the challenges facing the City and the success factors mentioned above, in particular:

- The importance of ensuring that the various programs, policies, and responsibility centres are coherent and coordinated;
- The need to strike a balance between decentralized action within the boroughs and the need to promote a common vision and to establish methodological guidelines (e.g., diagnosis, evaluation, best practices, etc.); and,
- The importance of abiding by and becoming involved in the local dynamics of consensus building and avoiding the overlaps in processes.

Quebec City

At the time of the 2006 Census, Quebec City had a population of 491,000 people. Since 2002, amalgamation merged eleven municipalities into eight boroughs which now make up the new City. It is noteworthy that prior to amalgamation the

2001 population of the former City of Quebec was approximately 170,000 people.

Similar to the trend of overall violent crime, assaults and sexual assaults have fluctuated and recent increases in violent crime are directly attributable to increases in these two offence types. Some City officials have noted that the last three years had given rise to increases in gang-related violence.

The roots of current crime prevention strategies date back to 1997. The former City of Quebec adopted its first crime prevention policy in 2001 following a collaborative consultation process involving elected officials, social service agencies, citizens, and the police services of the time.

Following the amalgamation of 2002, efforts were made to implement the existing public safety policy. A number of challenges emerged from the new City and as a result this led to a new series of consultations that made allowances for the City's new structure. A number of discussion meetings were held in the boroughs and written submissions were tabled. Following this public consultation, the *Commission consultative de sécurité urbaine* (Advisory Commission on Public Safety) made improvements to the draft policy and a revised version was adopted by municipal authorities in November 2003.¹⁵

The purpose of the policy is to ensure greater safety and an improved feeling of safety among citizens. Through this policy, the City intends to: foster a process for the development of safety measures requiring vital public involvement; contribute to organizing activities to promote prevention; and, measure and evaluate the quality of safety and the feeling of safety. Various types of action are recommended, among these:

15 View the policy at: www.ville.quebec.qc.ca/fr/document/politique_securite_urbaine.pdf

Other Initiatives under Way in Quebec City

Policier-école – A school-based prevention approach that involves a prevention police presence in high schools. A police officer is seconded to the school for three days a week. This officer is knowledgeable about prevention, has undertaken sensitivity training, participates in community activities, and can also be called in to investigate, arrest, and sanction youth that have come in conflict with the law.

Specific Agreements – The Quebec Municipal Police Service has developed a number of specific agreements—intervention protocols—with several community partners who deal with vulnerable client groups, such as homeless people, women and seniors who are victims of violence, people coping with mental problems, and street youth. These agreements define the role of each worker within a process of integrated intervention focusing on the needs of targeted client groups.

Sécuri-Parc (Park Safety) – A program aiming to ensure safety in parks and public spaces through the presence of a team of police officers dedicated to the maintenance of peace and order and noise control.

Surveillants à vélo (Bike Patrol) – This program involves the supervision of bike paths, parks, and public spaces by students of police science.

Réseau d'échange et d'information sur les gangs de rue (a network fostering information sharing about street gangs) – The network was established in 2005, following the dismantling of a prostitution ring operated by a street gang. This project aims to establish a network involving the majority of youth workers in the Quebec area with a view to ensuring a rapid and effective flow of information about gangs, coordinating the various intersectoral initiatives, and fostering alliances between the various sectors.

La roulotte Le Marginal (Le Marginal, a house trailer) – This tool provides a venue where youth can meet with workers. This pilot project provides an opportunity for youth to share their experience with adult workers who are able to assist them in their personal development. The house trailer travels to various parks and public spaces throughout the city, providing services that are tailored to the needs of youth.

Patro de rue (street patronage) – This project provides an alternative form of structure for youth that may have fallen through the cracks of the traditional neighbourhood programs. It also provides a space for workers and parents to obtain training and share information.

- Work sessions involving different community organizations;
- Seminars/forums focusing on various problems;
- Citizen-driven development of assistance and support programs in the area of urban safety;
- Awareness campaigns about safe behaviours;
- Training and education of municipal staff focusing on planning and designing for safety;
- Dissemination of information guides intended for different client groups; and,
- Ongoing development of local partnerships.

The City mandated the establishment of an interdepartmental committee reporting to the Deputy Director General responsible for

community services. This committee is charged with ensuring the implementation, follow-up, and evaluation of the various measures and programs. It is coordinated by the *Service des loisirs, des sports et de la vie communautaire* (Recreation, Sports, and Community Living Department) and its members are drawn from the various departments responsible for public safety, land-use planning, community living, and the boroughs. The mandate of the interdepartmental committee is to coordinate actions and recommendations stemming from the policy. In addition, the interdepartmental committee serves as a liaison between municipal services, the boroughs, the City, and the advisory commission on public safety. The committee is also responsible

for several activities linked to the various action themes including:

- The development and implementation of a communications plans; and,
- Including youth in discussions.

Success Factors

Conditions deemed essential for a policy to succeed include:

- Adapting to the realities of each borough;
- Pooling the expertise of those responsible for actions concerning urban security;
- Targeting certain client groups for action;
- Intervening in both public and private spaces;
- Developing new partnerships between municipal departments and the public;
- Implementing a decentralized project management approach;
- Securing funding for projects in partnership with local organizations and government authorities; and,
- Assigning responsibility for the coordination, integration, and dissemination of information.

- The development of an action plan and the establishment of priorities;
- Defining the methods of putting into practice support services and programs;
- Defining guidelines with respect to selection and financing of various projects and initiatives;

Challenges

In the context of amalgamation, some boroughs and municipal services were able to grasp the importance of crime prevention initiatives and to participate in programs and projects in support of such initiatives. Others were less involved or did not have access to the resources required to promote their efforts or implement projects.

The main hurdles or challenges with respect to the implementation of the policy include the absence of an action plan and the lack of coordination of actions and information undertaken by a responsibility centre.

The most important and noteworthy achievement has been the development by the City of Quebec of a municipal strategy and policy on urban safety and crime prevention. Quebec City is one of few Canadian cities to have adopted such a comprehensive policy.

Other projects included *Mobilisation des collectivités* (Mobilizing Communities), a local crime prevention pilot project situated in the borough of Limoilu. Launched in 2004, this project is part of a larger project funded by the *ministère de la Sécurité publique du Québec* (Quebec Department of Public Safety) and Public Safety Canada. This project was spread out over three years, during which a diagnosis was performed, priorities were established, an action plan was prepared and results of the process were evaluated. This project was also tested on a pilot basis in four other municipalities in the province of Quebec. The results of the project have not yet been published; however, lessons learned to date concern certain success factors and essential elements, such as a local committee structure, a diagnosis process, the setting of priorities, the establishment of an action plan, a launch, and policy implementation. The borough has drafted an integrated action plan which pertains to the second phase of this project.

It is important for the future to follow-up on the success factors. The sharing of information is essential and, as certain municipal officials have pointed out, this information needs to include:

- Reference material that address the issues;
- Information accessible to those working in crime prevention;

- A compendium of best practices and methods;
- Access to information;
- A training plan;
- A better understanding of the cross-linkages that exist between the various service sectors and the crime prevention and urban safety sector;
- An inventory of projects;
- A greater acknowledgement of existing crime-prevention projects; and,
- Improved networking.

Saint John

With a population of 68,000 residents, the city of Saint John is relatively small compared to other municipalities profiled in this report; however, its large geographic area and decentralized population has led it to be described as a “community of communities”. Crime and safety problems in Saint John are of particular concern in the downtown core as well as in the Old North End, Lower West Side, and Crescent Valley. These latter three areas are also characterized by poverty, high unemployment, run-down buildings, absentee landlords, a high proportion of rental and public housing, and a high percentage of single parent families. The most prevalent crime problems in these neighbourhoods are domestic violence and other violent crime, property damage, and drug offences.

Since 1995, community policing has been at the forefront of crime prevention in Saint John. The Saint John Police Force (SJPF) is structured to emphasize and support community policing and problem-oriented policing. This approach involves a focus on problem assessment, identifying the root causes of crime problems, developing and implementing an action plan, and evaluating the results.

Under the leadership of the Chief of Police, the Saint John Model for Making Vulnerable Communities Safer (the Saint John Model) encourages officers to research problems and find solutions in partnership with community agencies and residents as an integral part of their routine work. It is a comprehensive model that integrates elements of policing practice, social development, and community capacity building through the following key activities:

- Crime prevention through social development;
- Law enforcement;
- Problem solving;
- Traditional crime prevention, such as opportunity reduction and target hardening;
- A community services unit; and,
- A shared community police and community development office.

Through community consultations and in-depth analyses of persistent crime patterns, calls for service, and socio-demographic data, the Saint John Model identified five vulnerable communities for targeted action.

The Saint John Model entails a Community Services Unit and a Community Response Unit of the SJPF.

The Community Services Unit works to develop networks and sustainable partnerships that are needed to build community capacity in the five vulnerable communities. Together with members of the community, root causes and solutions to crime are identified. These partnerships help residents overcome feelings of powerlessness and the social exclusion that often comes with living in vulnerable communities. Specific actions undertaken include the development of recreation programs for youth,

community health resource centres, school crisis programs, and mentoring programs.

The Community Response Unit provides a dedicated intelligence-led and sustained law enforcement presence in areas of greatest need, where a traditional police response has not been able to address long-standing crime problems. The goals of the Community Response Unit are complementary to the work of the Community Services Unit.

Community Police Offices are established in areas where the community is committed to partnership and engagement in crime prevention and community safety problems and there is a need for community capacity building to deal with these problems. Capital cost for the facility (or a rent-free facility) must be provided by project sponsors. Key benefits of establishing a Community Police Office in a vulnerable community is that trust can more easily be built and sustained between police and residents and police can get a better understanding of the impact and root causes of local problems.

The first **Community Police Office** was established in the Old North End (ONE) in 2006. Despite the many challenges facing this community, there have been long-term active community groups and residents in the ONE area; however, these groups lacked coordination and collaboration in addressing local problems. To identify the challenges and opportunities in ONE, a revitalization process was implemented through a partnership between a local community organization (ONE Change), the Canada Housing and Mortgage Corporation (CMHC), and an academic at Dalhousie University's Faculty of Architecture and Planning. This involved a community workshop (a charrette) attended by municipal, provincial, and federal politicians, government agencies, residents, landlords, young people, and business owners. The purpose of the charrette was to provide an opportunity for residents to come together to discuss problems affecting their community, establish a common vision, and set some goals (CMHC, 2006).

The charrette was organized into a number of different stages, which involved a combination of presentations and small group discussions. Young people participated by drawing posters about what they would do if they were mayor for a day, and taking pictures of the things they like about their community and the things that need improvement. These young people presented their pictures and their ideas in group discussions. The success of the charrette was attributed to several factors:

- The process was open and everyone was welcome to participate;
- Youth were actively involved;
- Facilitators maintained the view that community development is about many connected issues;
- There was a focus on end products that could capture the discussions and ideas;
- The week began with a celebration, meal, entertainment, and involvement from community leaders and politicians; and,
- The week closed with ceremonies that included community leaders and politicians pledging their support for the community.

Since the charrette, the community has undertaken initiatives to improve the physical environment, and to implement youth initiatives and community celebrations.

The most significant result of the charrette was the establishment of an integrated community centre. ONE Change now works out of this new community centre, built entirely with the support of fund-raising efforts, which also houses the Community Police Office, a teen resource clinic, a mother-child clinic, and public health nurses. Collaboration among these agencies that share physical space facilitates partnership building and information sharing and the ability to work toward the common goal of reducing crime and improving community safety.

Source: <http://www.cmhc-schl.gc.ca/odpub/pdf/65104.PDF>

Major success factors in developing a multi-agency response to crime and community safety in Saint John can be summarized as follows:

- Leadership of the Chief of Police who has initiated a program of crime prevention through social development and capacity building in vulnerable communities;
- Effective community consultation;
- Involvement of individual police officers and community leaders;

Other current and future initiatives in Saint John include:

- Plans to develop another integrated centre similar in model to ONE Change are underway in Crescent Valley.
- The Human Development Council, a local social planning council, identified the Lower West Side neighbourhood of Saint John as the next area in crisis. This is based on the recent report “Poverty and Plenty: A Statistical Snapshot of Greater Saint John” completed by Vibrant Communities, a non-profit poverty reduction organization. The SJPF has made preliminary plans to intervene in this area, to respond early to problems before they get a chance to escalate.
- Waterloo-Cathedral area in the downtown core has experienced grassroots mobilization around street-level prostitution. The Sex Trade Action Committee (STAC) is working to develop harm reduction, education, and rehabilitation projects for sex trade workers. A wide variety of non-governmental and government funded groups are working together with police. Aggressive Directed Patrols have been implemented with input from community groups.
- The SJPF continues to partner with communities, other city departments, and agencies in Saint John to help identify crime and safety problems, make connections, and broaden ownership of problems and solutions.

- Recognition by the police that social development and partnerships are an essential corollary to law enforcement, if results are to be realized and sustained; and,
- Community Police Offices as a visible symbol of partnership, to help establish the police as an integral community resource.

The relative social and geographic isolation of these vulnerable communities can also contribute to the success of crime prevention projects, since they can be more easily coordinated and targeted than in other more densely populated cities without clear neighbourhood boundaries.

Despite some advantages to the relative isolation of communities—in terms of implementing crime prevention strategies—there are also important disadvantages. For example, it is difficult for the community to communicate with authorities providing other services in the city and cannot recover as well as other communities when local services are cut back or closed. Securing sustained funding for youth programs and other community priorities is an ongoing challenge for these neighbourhoods.

Halifax

The Halifax Regional Municipality (HRM) is the largest city in Atlantic Canada with a population just over 372,000. On average, residents of Halifax enjoy a lower unemployment rate and higher income than residents of Canada overall.

Violent crime declined in Halifax in the 1990s, but started to rise at the turn of the century and have remained fairly stable since 2002. Robbery rates have been on an upward trend since 1998,

as have rates of youth charged by police. Between 1992 and 2006, rates of property crime fell by 52%. Rates of break and enter have dropped by half in Halifax while thefts of motor vehicles increased by 23%.¹⁶ One hotspot area for violent crime is the downtown bar district where inexpensive alcoholic beverages attract a large crowd each night, including young people from the local colleges and universities. This raises the risk of violent confrontations which requires a strong police presence on a routine basis.

A major initiative currently underway is the *Mayor's Roundtable Initiative on Violence*. Sparked by the killing of an American sailor in the downtown bar scene, as well as the overall high violent crime rates in Halifax, this initiative was launched in June 2007 and involves three major components:

1. A residents' survey on attitudes and expectations concerning public safety was conducted using a mixed telephone and mail-back methodology. A total of 3,187 adults responded. The survey questionnaire covered such topics as feelings of safety; perceptions of level of crime; perceived risk of being victimized; crime protection behaviours; sources of information about crime and safety; perceptions of youth crime; experiences of victimization in the past 5 years; reporting to police and reasons for not reporting; perceptions of the performance of the police and courts; and, social cohesion and community involvement.
2. A series of seven focus groups were conducted involving approximately 12 local stakeholder experts in each group, drawn from diverse backgrounds. Themes of the focus groups centred on street crime, violence, and public

safety; the downtown bar scene; troubled youth and issues of public safety; neighbourhood engagement and public safety; public safety and security issues in minority communities; social constructions of public safety and security; community/city initiatives regarding organized crime; and, community-based social issues.

3. All Regional Councillors were interviewed and roundtable community discussions were held with approximately 400 participants discussing specific themes.

Time to Fight Crime Together: Our Strategy to Prevent and Reduce Crime

In December 2007, the government of Nova Scotia released a response to the Minister's Task Force on Safer Streets and Communities. The government response will proceed along three pillars:

1. Enforcement—catching lawbreakers and holding them accountable for their crimes;
2. Intervention—identifying and working with those at risk of offending or reoffending; and,
3. Prevention—addressing the root causes of crime.

The Strategy is guided by six principles and lays out a multi-year action plan that links with other government strategies. The guiding principles are:

1. Focus on key priorities;
2. Do what works, based on evidence, experience, and evaluation;
3. Work in collaborative partnerships;
4. Be innovative, inclusive, and flexible;
5. Work towards sustainability; and,
6. Share responsibility and accountability for results.

For more information see: <http://gov.ns.ca/just/documents/CrimePrevention.pdf>.

¹⁶ These refer to the latest 2006 Statistics Canada figures for Halifax. The Halifax Police has recently released its 2007 figures, which show decreases from the previous year in overall violent crime, robberies, property crime, break & enters and stolen vehicles.

A report to the Mayor's implementation team outlining a strategic action plan is due in 2008.

In addition to the Halifax Mayor's Roundtable, in 2006 the Minister of Justice of Nova Scotia responded to concerns about rising youth crime by initiating the *Minister's Task Force on Safer Streets and Communities*, whose mandate was to identify best practices and ways to support communities in their efforts to address problem situations in their neighbourhoods. The Task Force included 25 volunteer members from law enforcement, community development, youth, crime victims, social services, education, health, and government.

A consultation process was put into place and a questionnaire was developed to guide the discussions around the Minister's Task Force. This process

Youth Advocate Program

The goal of this recent initiative is to divert youth aged 9 to 14 away from gang life and activities. The Youth Advocate Program is a partnership between the National Crime Prevention Centre, which provides half of the funding and the Halifax Regional Municipality (HRM) as well as in-kind donations such as space from Metro Regional Housing Authority. The Youth Advocate Program is a 4 year initiative which is set to begin in March 2008, and includes Youth Advocates Workers, many of which will be working in low income housing communities, including the Greystone Community. Workers will aim to access programs, activities and supports for youth, but in certain circumstances the program can also apply to parents – for example through the provision of parenting courses.

involved 21 public meetings and 23 focus groups, three of which were comprised of youth and one which was held in an Aboriginal community. Over a four-month period, input was received from approximately 800 people representing approximately 50 organizations.

The majority of the feedback focused on public concern about youth issues and youth crime involving drugs, violence, theft, and vandalism. Other concerns related to fear of crime and under-reporting of crime, changing social values with respect to drug use, violence in the media, respect for others, and reduced community connectedness. The impact of social exclusion due to racism, poverty, mental illness, disability, and involvement with the justice system was also raised. There were concerns about a lack of accountability that could be addressed through stronger deterrence, sentencing, and restitution. There was a strong sense that approaches to crime prevention should use a community development model with investment in healthy communities, healthy families, and healthy individuals. The Task Force recommended 18 priorities for action and the government soon released a strategy to prevent and reduce crime based on these recommendations.¹⁷

These two initiatives—the Roundtable Initiative and the Minister's Task Force—were evidence-based and multi-sectoral. An important element in the successful launching and implementation of these initiatives was the high level support they received from the Mayor of Halifax and the provincial Minister of Justice, as well as sufficient resources to accomplish the tasks. Both have received a commitment from senior elected officials to respond

17 For more information about the Task Force's Report to the Minister of Justice, refer to http://www.gov.ns.ca/just/minister/documents/moj_safeststreets_report_1.pdf. For the government response, see <http://gov.ns.ca/just/documents/CrimePrevention.pdf>.

to the priorities and recommendations contained in these reports.

In order to identify the nature of the crime challenges facing Halifax and the province, empirical evidence through police-reported data as well as victimization surveys was used by both the Roundtable Initiative and the Minister's Task Force. The Roundtable Initiative also developed and made extensive use of a local victimization survey to learn more about residents' experiences and perceptions of crime through which to identify priorities and develop a strategic action plan.

The multi-sectoral, inclusive, and multi-disciplinary nature of both initiatives helped to broaden interest and input at the community level and will help to hold HRM and the provincial government accountable for acting on the recommendations and implementing action plans. In addition, the extensive involvement of an academic researcher from a local university, who has expertise in research methodology and crime prevention, significantly enhanced the outcome of the Roundtable Initiative.

These initiatives are not without their challenges. The division of responsibility between Halifax Regional Municipality and the government of Nova Scotia presents particular challenges to addressing the root causes of crime at the local level. With amalgamation a decade ago, responsibility for social services and housing services were transferred to the province leaving HRM with jurisdiction over recreation and tourism, police, fire, land use and planning, and community development. This separation of responsibility for key services between the municipal and provincial governments may have an impact on the capacity of the municipality to respond to and manage crime and safety problems.

Safer, Stronger Communities Initiative

An area of concern in Halifax is Uniacke Square, an area with high rates of robbery and assault related to the sale and use of drugs. Relations between area residents and the police were characterized by mistrust and refusal to cooperate; residents often felt overly targeted. In response to this situation, the *Safer, Stronger Communities Initiative* was created which includes a Community Constable position within the Halifax Regional Police (HRP) and a Community Office in Uniacke Square. This was accomplished in partnership with the Housing Authority, the Department of Justice, and the tenants association. In an effort to improve relations with the community and improve community safety, HRP contributed to building a community skating rink, organized a community beautification day, and held basketball games in which officers played against local youth. Future plans for this initiative include building partnerships with school boards and community organizations, and helping strengthen the capacity of youth to make healthy lifestyle choices, for example by expanding school-based and recreational programs. Although the program has not been formally evaluated, violent crime rates have dropped significantly in Uniacke Square and feedback from residents has been positive.

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Common Themes and Challenges

This review of municipal-level crime prevention and community safety strategies in Canada illustrates the importance of partnerships and collaboration among municipalities, residents, and community agencies and institutions in implementing and sustaining crime prevention and community safety strategies. A review of municipally-based strategies internationally highlighted certain elements that are essential to building and sustaining successful crime prevention initiatives (Johnson & Fraser, 2007). A fundamental requirement is the establishment of governance structures that will sustain crime reduction efforts during political and environment change. The most effective governance structures require a locus of responsibility; strong political leadership; multi-agency and multi-disciplinary partnerships with government departments, non-governmental organizations, the corporate sector, and local citizens; and, integration of safety as a cross-cutting element of municipal planning.

The international review also demonstrates that although all orders of government have a role to play in such a governance structure, municipalities have an especially important role to play. Municipalities represent the level of government which is best suited to identify local issues and problems and the conditions that contribute to these problems. They are best positioned to mobilize at the local level since they are the order of government that is closest to citizens and the services that cater to citizens. Nonetheless, the international review also concludes that a number of challenges exist in implementing and sustaining

comprehensive initiatives, including funding issues, lack of resources, and differing levels of capacity among communities for building partnerships and mobilization (Johnson & Fraser, 2007).

Simply knowing what to do is not the key to success (Homel, Web & Tilley, 2004); understanding the context is equally important since a “one size fits all approach” will not be effective in all municipalities and communities. Once an effective governance structure has been set up, certain activities are critical for successfully targeting the root causes behind local crime and safety problems and having a long-term impact: establishing a problem-solving model; analyzing multiple sources of data to understand the nature and dimensions of local problems; building on collaborative efforts and programs in existence at the local level; fostering community involvement and a sense of local ownership; implementing a range of programs based on knowledge of what works; setting targets and monitoring performance; and, having access to funding and technical resources to achieve short- and long-term impacts.

In this review of municipally-based crime prevention and community safety initiatives in Canadian cities, many of the same issues were identified as elements or barriers to success. Even though municipalities across Canada have diverse populations and experience different crime and safety problems and different approaches to addressing these problems, several common themes can be identified. These are summarized in Table 2.

Table 2: Common themes and challenges in the implementation and sustainability of crime prevention and community safety initiatives

COMMON ELEMENTS	ELEMENTS OF SUCCESS	ASSOCIATED CHALLENGES
<p>1. Leadership and alignment</p> <p>Strong commitment and leadership</p>	<ul style="list-style-type: none"> • Required from the highest management levels of the City, including the City Manager, the Mayor, and the Chief of Police. • Municipalities with high-level commitment and governance structures that facilitate collaboration and partnerships among leaders of community agencies and city officials have been able to sustain success over time. 	<ul style="list-style-type: none"> • Lack of high-level leadership, commitment, and resources, and lack of a common vision can be a major stumbling block to successfully integrating crime prevention and community safety into city planning and services.
<p>Alignment of community safety with other local priorities</p>	<ul style="list-style-type: none"> • Align community safety priorities with youth programs, economic development, children's services, housing, recreation, public health, and other municipal services. • Ensuring coordination at the level of the deputy city manager is a key factor for success. • When "community safety" is defined in broad terms and as a cross-cutting issue, all city departments are implicated and the tendency to work in vertical silos is reduced. 	<ul style="list-style-type: none"> • There are difficulties in breaking down silos within the municipal government structure and creating inter-departmental coordination mechanisms which foster ownership over community safety.
<p>2. Coordination and funding</p> <p>Coordination among all orders of government</p>	<ul style="list-style-type: none"> • Collaboration and coordination in setting priorities and funding programs that target root causes of crime is a prerequisite for success. 	<ul style="list-style-type: none"> • Negative impacts of social policy set by federal and provincial governments are often felt at the local level. • Responsibility for delivery and management of services to address social problems often falls to community agencies and municipalities, yet they do not have the authority to alter policies that contribute to local problems.
<p>Appropriate funding for municipal services</p>	<ul style="list-style-type: none"> • A number of initiatives are currently underway, however adequate, appropriate, and sustainable funding remains a challenge. 	<ul style="list-style-type: none"> • Municipalities have responsibility over various services but often lack the required resources. • This affects the capacity of municipal governments to diagnose, plan, deliver, and evaluate programs and sustain best practices.
<p>3. Keeping Focus Local</p> <p>Setting priorities at the local level</p>	<ul style="list-style-type: none"> • Local priority-setting will help keep communities engaged and informed. 	<ul style="list-style-type: none"> • Priorities of federal and provincial government funders may take precedent over priorities at the local level.
<p>Partnerships and public engagement</p>	<ul style="list-style-type: none"> • Strategies that engage multiple sectors and institutions and agencies (e.g., schools, health, social services, etc.) in prevention activities, increase community capacity, and engage youth in a meaningful way have a greater chance of sustainability in the long run. 	<ul style="list-style-type: none"> • Municipalities face challenges raising public awareness of crime prevention and community safety initiatives and available programs and communicating success stories. • Raising awareness of the roles other community agencies can play in crime prevention initiatives is also an ongoing challenge. • Linked to this is the need to educate the public on the costs relative to the benefits of preventing crime before it occurs.
<p>4. Data and Evaluation</p> <p>Effective use of data, knowledge and information</p>	<ul style="list-style-type: none"> • Using data and other information effectively to identify assets and challenges and establish shared goals and a framework for action. 	<ul style="list-style-type: none"> • Shortage of technical skills, resources, and capacity with respect to accessing relevant data for problem identification, planning, and evaluation. • Impediments to data sharing in many jurisdictions.
<p>Conducting program evaluations</p>	<ul style="list-style-type: none"> • Municipalities recognize that program evaluation is an important component of improving knowledge about what works best to respond to local problems and applying resources most effectively. 	<ul style="list-style-type: none"> • Municipalities face a lack of resources and technical expertise to conduct evaluations in a cost-effective and efficient way. • Impediments to accessing and sharing data and information affect the capacity to conduct evaluations.

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Guiding Principles

Based on an analysis of the information gathered through these consultations as well as the examination of municipally-based crime prevention initiatives at the international level, the Municipal Network has identified a set of guiding principles that are designed to enhance the capacity of municipalities to reduce crime and victimization and improve community safety. These guiding principles, articulated in Table 3 focus on all three orders of government and coordination among them.

These guiding principles are meant to serve as a framework for a blueprint on future actions. Next steps will require a full elaboration of each, since they cut across a number of jurisdictions which all have different mandates and responsibilities – a task that goes beyond the limits of this report. For example, the shape and governance structures of responsibility centres should be tailored to the needs of specific municipalities and should also be able to accommodate increased collaboration between municipalities, provinces, and the federal government.

In conclusion, this overview of crime prevention and community safety initiatives in Canadian municipalities, and the successes and challenges of doing this work, has identified areas where successes have been realised and where improvements are needed to get the biggest impact. A major challenge to implementing and sustaining coordinated initiatives identified in this review is the lack of coordination among all orders of government in setting priorities and funding programs that target root causes of crime. In federated states, where different orders of government have different responsibilities and spheres of jurisdiction, a fundamental requirement is for a clear articulation of the roles of each in order to avoid duplication and gaps in funding and services.

The Municipal Network, together with the Institute for the Prevention of Crime, outline these guiding principles for improving the capacity of governments, community agencies, the private sector, and residents of Canada to work collaboratively to reduce crime and victimization and improve community safety.

Table 3: Guiding principles for improving the capacity of municipalities to implement and sustain crime prevention and community safety initiatives

GUIDING PRINCIPLES		ACTIONS FOR:		
	MUNICIPALITIES	PROVINCIAL/TERRITORIAL GOVERNMENTS	FEDERAL GOVERNMENT	
Establish responsibility centres at all orders of government	Implement permanent local responsibility centres (where none currently exist) to coordinate crime prevention and community safety initiatives with other local priorities and services.	Develop permanent responsibility centres in each province and territory that would coordinate policies as well as foster networking and implementation of knowledge and best practices.	Establish an independent, national responsibility centre to provide direct support for program development and to act as a clearinghouse for disseminating tools and knowledge about what works to prevent crime.	
Address priorities at the local and community level	Develop community safety policies that reflect the commitment of leadership and coordination among all municipal departments and local agencies. Ensure that crime prevention and community safety are integrated within all municipal services and priorities, including social and recreational planning and police services.	Develop provincial crime prevention and community safety policies that reflect and recognize the key role of municipal and regional authorities and the importance of adapting programs to local needs.	Collaborate with provincial and municipal governments to ensure that policies, programs, and services that address the risk factors for crime are delivered in a coherent manner and are reflective of local needs.	
Effective use of knowledge and data	Use data, research and other information through a problem solving model to: <ul style="list-style-type: none"> • diagnose local crime and safety challenges and community assets; • develop an action plan that sets priorities and addresses risk factors through best practices; • implement the action plan; and • evaluate and monitor the process and impacts. 	Fund development and analysis at universities to assist municipalities in using data effectively to understand local crime and safety problems and appropriate targets for action. Develop diagnostic and evaluation tools and make them available to municipal governments and community organizations. Provide technical assistance on: a) how to use these tools; and, b) the delivery of effective programs.	Fund data collection tools required for safety diagnoses and indicators, such as victimization surveys, self-report surveys and geographic mapping of crime and social data. Fund demonstration projects and build the knowledge base through project evaluations. Funding needs to be sustainable and simplified.	
Sustained funding for targeted programs and networking	Ensure strong leadership and commitment at senior orders of government and create governance structures that will ensure sustainability during times of political and environmental change.	Provide financial support for the work of municipal governments in forging strong working partnerships and in coordinating and delivering programs directed at local needs.	In cooperation with the provinces and territories, provide financial support for municipal governments.	
Public engagement	Actively facilitate the formation of community partnerships and recognize the expertise of community organizations. Mobilize and enhance the capacity of communities to identify and respond to local problems by building on strengths and assets and addressing risk factors.	Fund workshops and conferences at the local level aimed at developing and improving partnerships and public engagement in crime prevention activities.	Work with other orders of government and the voluntary and private sectors to develop a national framework for inter-sectoral collaboration for crime prevention and community safety.	

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Appendix A

FRAMEWORK FOR MUNICIPAL CONSULTATIONS AND ANALYSIS

- 1. Past involvement of the municipality in crime prevention initiatives/programs**
 - Major initiatives or programs in past 20 years undertaken by the municipality in relation to community safety and crime prevention
 - Impact of those interventions and how was it measured
 - Lessons learned from past initiatives and programs
- 2. Current problems and challenges related to delinquency, violence and safety in the municipality**
 - Major crime and safety problems and challenges the municipality currently faces
 - Sources of information used to analyze the nature, impact and causes of these problems
 - Municipal departments that provide data and insight on those problems and challenges, apart from the police service
 - Access to information from external sources to help understand the nature of local crime challenges (census data, other data from federal or provincial ministries and agencies, schools, non-governmental organizations, business community, etc.)
- 3. Strategic importance of safety and crime prevention within the municipality**
 - Person or standing or ad hoc committee in charge of the safety and crime prevention portfolio at City Council or at the Executive Committee and their mandate
 - Advisory Committees in place with representatives from other institutions, community organizations and citizens
 - Prominence of community safety and crime prevention issues in the last municipal election and commitments made
 - Prominence of community safety and crime prevention in the strategic planning process of the municipality, including specific policies
 - Consideration given to the impact on safety of municipal activities and projects in the decision-making process
 - Existence of a responsibility centre for safety and crime prevention within the municipal administrative structure, and inter-departmental coordination processes
- 4. Current municipal safety and crime prevention initiatives and programs**
 - Main initiatives and programs currently in place in the municipality related to safety and crime prevention, such as:
 - Comprehensive/city-wide interventions
 - Thematically oriented initiatives, eg., focusing on youth, women, motor vehicle theft, etc.
 - Geographically-based programs

- How these initiatives and programs were designed; which departments are in charge of implementation
- External partners involved in the conception and delivery of these initiatives and programs
- Budget and resource allocation for these initiatives and programs; external sources of funding or expertise
- Methods for monitoring and measuring success of these initiatives programs
- Communication strategy for these initiatives and programs
- Involvement of citizens

5. Critical assessment and challenges for future

- Key ingredients for the success of municipal safety and crime prevention initiatives and programs
- Examples of best practices
- Ways to make best practices sustainable and replicated
- Development of an integrated global framework in relation to safety and crime prevention
- Elements needed to make municipal efforts more successful in the field of safety and crime prevention
- Major barriers or obstacles to the implementation of successful crime prevention at the municipal level

