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DEVELOPING CRIME PREVENTION ACTIVITIES
IN NATIVE COMMUNITIES

A MANUAL

1987-10

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DEVELOPING CRIME PREVENTION ACTIVITIES
IN NATIVE COMMUNITIES

A MANUAL

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This manual was prepared under contract for Planning and Development Group, Ministry of the Solicitor General. It is made available as submitted to the Ministry. The views expressed are those of the author and are not necessarily those of the Ministry of the Solicitor General.

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/DEVELOPING CRIME PREVENTION ACTIVITIES
IN NATIVE COMMUNITIES :

A MANUAL /

G.S. Clark and Associates Ltd.
Ottawa

January 1987

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I INTRODUCTION

1. The Purpose of this Manual

No crime prevention program can succeed without the support and input of a community. For years social service agencies have tried with limited success to apply outside solutions to local community problems. The time has come for Native communities to take control in developing crime prevention activities that meet their unique needs.

This manual has two aims:

- * to provide community groups with possible initial steps and organizational frameworks for developing community crime prevention activities
- * to provide practical information on how to proceed.

A coordinated community effort is extremely important. Local volunteers should play a major role in all aspects of crime prevention activities, and fundraising can be a community effort. Crime prevention activities need not be expensive to be effective, and community control of funding decreases dependence on outside interests. The success of a community's crime prevention activities will depend on how well the community can pull together.

This manual is intended for the use of all Native communities in

Canada. The terminology and examples provided refer mainly to reserve communities, but most points also apply to Metis and Inuit communities.

2. How To Use the Manual

The manual should not be seen as the final authority on crime prevention activities in Native communities. Each community has individual needs and realities that a general manual cannot possibly address. The intent, therefore, is to provide communities with possible options that they may use, adapt, or reject in developing their own crime prevention activities. The manual can even be used simply as a reference source for literature or for information on other Native groups involved in crime prevention activities.

In presenting possible options to communities for crime prevention activities, the manual will concentrate on five major phases in the developmental process:

- * creating a structure for crime prevention activities

- * identifying problems and needs
- * designing crime prevention activities and organizing personnel
- * starting up
- * carrying on.

II A STRUCTURE FOR CRIME PREVENTION ACTIVITIES

1. Creating a Structure to Organize Crime Prevention

Before the major phases can be started, a structure should be established to organize and direct the work. Without a structure in place, it would be difficult to know who is responsible for doing the work and who makes decisions about the kind of program to be developed. Without a structure, there would be no sense of community organization and the efforts of individuals would soon come to a stop.

Experience has shown that a committee is often more effective than a one-person effort. Outlined below are four possible options that communities may consider in establishing crime prevention committees. Regardless of which option is chosen, all committees must be accountable to the community. The way this is done will depend on factors unique to each community.

Committees on reserves could be directly accountable to a Board of Directors appointed from the community by Band Council; or directly accountable to the people through general meetings. Committees in urban settings could be accountable to a Board of Directors of an organization such as a Friendship Centre or another Native agency. Regardless of how they are set up, the accountability procedures must ensure the effective operation of the committee in the best interests of the community. Accountability of the committee will also help to ensure the support and participation of the people.

The four committee options are as follows:

- . a committee composed of social service workers from outside the community, including police
- . a committee composed of social service workers currently working in the community, including Band police
- . a committee composed of Chief and Council
- . a committee composed of a combination of the above groups.

Each of the options has certain advantages and disadvantages. While outside experts often have had much experience in crime prevention, they represent different agencies and may become involved in jurisdictional conflicts. As well, outside

expertise often makes it hard for community members to get involved.

Social service workers in the community have expertise and know the community, but are usually overburdened with work already. Similarly, Chief and Council usually have little time to spare, and may have the added disadvantage of a lack of technical expertise.

A combination of outside experts, community social service workers and representatives of band council may be the best solution for a crime prevention committee. While it runs the risk of getting too large, it would involve the people with the required expertise from both inside and outside the community. The fourth option -- the combination option -- appears to be the best. The remainder of the manual will operate on this assumption and will refer to the committee as the **Community Crime Prevention Committee (CCPC)**.

In keeping with this community controlled approach, in the reserve context Band Councils should take the initiative in approaching and appointing individuals to the CCPC or to a Board of Directors. In addition, it should be the Band Council's responsibility to provide the CCPC (or its governing Board) with a mandate.

2. Role of the Community Crime Prevention Committee

The CCPC would have the responsibility of taking the initial steps in addressing the four subsequent phases involved in developing crime prevention activities. Two-way communication between the CCPC and a coordinator, and between the CCPC and the community must be ongoing throughout the developmental process, particularly in the first two phases (outlined below).

It will be important for the person coordinating the effort to know the CCPC members well in order to be able to communicate freely, and to know how individual members can help in the work.

Phase 1: Identifying Problems and Needs

The CCPC should establish the terms of reference for the process of problem identification and needs assessment in the community. Some of the factors to be considered in creating terms of reference include:

- * establishing a timeframe (deadline) for the conclusion of problem identification and needs assessment research
 - * identifying a budget
 - * identifying the approach and guidelines for methodology
 - * identifying and appointing personnel to conduct the research.
- (Parts 3 and 4 of the manual provide specific information on how this preliminary research may be conducted.)

Phase 2: Designing Activities and Organizing Personnel

The CCPC should also be responsible for overseeing the development of the crime prevention activities. These responsibilities will include:

- * designing goals, objectives, and priorities for the crime prevention activities
- * planning and clearly defining roles and responsibilities for the CCPC, workers and volunteers; supplying clear job descriptions where necessary
- * planning the lines of communication among the CCPC, workers and volunteers
- * planning for ongoing monitoring of the crime prevention activities and personnel
- * developing periodic evaluation procedures to ensure that the activities are progressing in the direction set by the CCPC.
- * establishing a budget for the creation and operation of the activities
- * securing funds for the operation and development of the activities, if necessary

(Parts 5 and 6 provide more specific information on how to design and implement crime prevention activities.)

Phase 3: Starting Up

In the initial stages the crime prevention activities and personnel will require close monitoring by the CCPC. This is

the period of "growing pains" for any program, and firm direction from the CCPC can make this stage easier.

Phase 4: Carrying On

After the start-up period has finished and the crime prevention activities are operating to the satisfaction of the CCPC, the Committee has two options:

- * slowing down its active work and meeting on a more infrequent basis, or
- * disbanding in favour of the Band Council.

In either case the workers and the volunteers will continue the actual running of the crime prevention activities, remaining ultimately accountable to the Band Council. When necessary, the CCPC or the Band Council should offer specific guidance to keep the crime prevention activities on track with goals and objectives.

III IDENTIFYING THE PROBLEM

1. Why Do a Needs Assessment?

In order to ensure that crime prevention activities will be built on a strong foundation and will be successful, organizers should know the characteristics of the criminal problems they

are trying to prevent. To identify these characteristics, a thorough needs assessment should be conducted which asks, among other questions:

- * what types of criminal problems are the most prevalent in a community? (e.g., vandalism, break and enter, assault)
- * who is involved in the criminal activities? (e.g., by age, sex, type of activity)
- * why do offenders commit criminal activities, i.e., the contributing factors? (e.g., the influence of alcohol or drugs, an unstable family background, boredom)
- * when do different types of criminal activities take place? (e.g., certain hours of the day, seasons, community events)
- * where in the community do most of the criminal activities occur? (e.g., in the case of vandalism does the problem center on the local school, public buildings, or private homes?)
- * what criminal activities do community members feel are priorities for crime prevention? (e.g., break and enter may be the most common criminal activity, but community members may want prevention activities focused on sexual assault).

Only when the types and characteristics of criminal activities have been identified, can strategies be developed to prevent those crimes.

2. How to do a Needs Assessment

A needs assessment is basically a survey of certain community members, as well as an investigation of other relevant sources such as police records. The information collected will help to guide the planning of crime prevention activities. But in order to get useful information, the right questions have to be asked and the right sources have to be tapped.

Designing a Survey

The first question is: Where is the relevant information? The most likely sources are these:

<u>Source</u>	<u>Type of Information</u>
* police (Band constables, RCMP, provincial)	* who commits crimes * what crimes * when and where * why are crimes committed
* social service workers and other workers in the community	* causes of criminal activities * how to plan crime prevention activities
* victims of crime	* ideas regarding the source of problems * ideas regarding how to deal with problems

- * agency records (e.g., police, parole officer)
- * a random sample of community members (teenagers and adults)
- * number of crimes
- * types of crime
- * where, when are crimes committed
- * ideas regarding the source of problems
- * ideas regarding how to deal with problems
- * priorities

Researchers must go to the information sources with a set of questions that will bring out the needed information. For example, when interviewing a teenager, it is necessary to raise questions that relate to a teenager's life, such as after-school activities.

In order to ensure that the right questions are asked of the right respondent groups, researchers should design a series of questions -- a questionnaire -- that can be used in interviews. The questionnaire will ensure that the same questions are asked of all the respondents in each kind of respondent group (e.g., teenagers, randomly selected community members). This will allow all the answers for each group to be tallied and compared.

Random selection of teenagers and adults in the community can be

done from the Band list, or its equivalent in Inuit or Metis communities. A sample size of 20 percent of the total community population should be adequate for getting reliable information.

There is one more important point here. Much of the information that will be collected through interviews will be very sensitive. Therefore, those in charge of the research and those doing the interviewing must be absolutely sure that the responses are kept in the strictest confidence. Guarantees and safeguards should be established in order to ensure this.

Training and Coordinating Researchers

Researchers will be required to do the interviewing of respondents and review other information sources such as police records. Local people have the advantage as researchers in that (a) they are known by the community and are therefore likely to be more trusted than outsiders, (b) they can speak the community's language, and (c) they can do the work as volunteers (especially if funding is a problem).

Researchers must be trained as to the reasons for doing the research (so they can explain those reasons to respondents), what information is needed, how to conduct interviews, and how to go through files, where deemed appropriate.

It is also necessary for researchers to be coordinated in order to avoid overlaps in interviewing and to ensure that the research is done as quickly and efficiently as possible. Researchers should also be monitored throughout the research to check that they are collecting the right information from the right sources.

The training and coordination of researchers should be the responsibility of one person on the CCPC -- most likely the Coordinator.

Handling the Data

Completed questionnaires should be returned to a central place each day and kept locked up. Again, this should be the responsibility of the coordinator.

The information collected on the questionnaires must be compiled; that is, the responses for each question must be analyzed so that the CCPC can get a good grasp of what the community is saying. For example, when all the questionnaires have been answered by the sample of community members, it may be found that many people think a youth wilderness camp would help to prevent crime. This could be a significant factor in the planning of crime prevention activities.

Along with the monitoring of researchers, it is necessary to maintain a high level of quality control. For example, each questionnaire should be checked (probably by the coordinator) as to its completeness and legibility. Every answer is important and worth checking.

Making Sense of the Information

If the right questions are being asked in the research, then the responses will provide information that can be used in planning crime prevention activities. For example, if it is discovered that 80 percent of break-and-enters are committed by teenagers between the hours of 6 and 11 at night, then it is clear that an evening activity program for teenagers should probably be considered. Similarly, if a high proportion of elders indicate that they would be willing to work with youth on a volunteer basis, then the CCPC should seriously consider building on this opportunity.

The information gained through research (interviews and document review) will not exactly provide the answers because there are other factors that must be considered in developing crime prevention activities (e.g., the cost). However, the information can provide good ideas and sound guidance for the CCPC. As well, the research exercise will help to ensure that the community's attitudes are being heard -- a most important

factor in community-based planning.

In summary, a needs assessment will provide the information base required for making wise decisions in planning crime prevention activities. Given the importance and the sensitivity of the information, however, the research must be done effectively and the information must be kept secure and confidential.

Together with the needs assessment, the CCPC should undertake an assessment of existing community resources. What existing programs and services could be used to help in crime prevention? Both assessments should be done as part of the same process since, in many cases, it will be the same people supplying the answers to both sets of questions. Assessing existing community resources is described below.

1V ASSESSING EXISTING COMMUNITY RESOURCES

1. Why Assess Existing Community Resources

As the problems are being identified through a needs assessment, the CCPC can assess the community resources already in place for dealing with the problems. This is important for two reasons:

* it identifies important community resources that crime

prevention activities can build on or incorporate with,
* it identifies gaps in the existing community resources that require new resources and activities for successful crime prevention.

2. How to Assess Existing Community Resources

Identifying Relevant Existing Community Resources

Questions that may be asked in determining the relevancy of a community resource to crime prevention include:

- * does the community resource deal with the target groups identified in the needs assessment? (e.g., if youth are a target group, a Band recreation program might be relevant)
- * does the community resource deal with an issue that is a contributing factor to crime? (e.g., NADAP counsellors and their efforts to reduce alcohol and drug abuse)
- * does the community resource deal with people who have been or could become engaged in criminal activities? (e.g., probation officers, local police, social service workers).

Determining the Potential of Relevant Community Resources

Once the relevant community resources have been identified, three approaches might be used in investigating the potential of these resources for crime prevention.

The first approach involves examining the written information on relevant community resources such as files, records, reports, and previous evaluations. Besides identifying the aspects of community resources that are involved in or could be adapted to crime prevention activities, these examinations should judge the success of these resources in dealing with problem areas in the past.

The second approach centers around the people representing the relevant community resources (e.g., social service workers, police, NADAP counsellors, probation officers, etc.).

Interviewing these individuals is probably the fastest method of identifying exactly what resources a community service agency or program has to offer for crime prevention. As well, these professionals and para-professionals are sources of expertise that should not be overlooked when developing crime prevention activities. Although many of these individuals already have heavy workloads, they may be willing to apply their expertise to crime prevention on an advisory basis.

The final approach consists of conducting surveys of community members to determine their perceptions of the usefulness of the relevant community resources. If community members mistrust an existing resource or if they feel that it is ineffective in addressing their community needs, it may be unwise to risk

developing crime prevention activities by incorporating or building on these resources.

The results of these assessments should identify exactly which components of existing community resources crime prevention activities can utilize. These assessments may also identify potential human, financial, and material resources that may be used in later stages of developing crime prevention activities. For example, the CCPC may find that NADAP counsellors and the local police have the capability to give public workshops on matters related to crime prevention, yet they have never been approached by Band Council to present these workshops. In such cases the CCPC may wish to take advantage of these resources by organizing and presenting the workshops to the community in general, or to specific target groups (e.g., school children).

If the assessment of existing community resources reveals that gaps in services exist for crime prevention, then the CCPC may consider (a) getting information on how to deal with the gaps, and (b) creating activities and programs that will fill the gaps. Part V of this manual gives some examples of the kinds of crime prevention activities that have been tried so far. Part VI discusses ways to set up activities.

V TYPES OF CRIME PREVENTION ACTIVITIES

Once the target groups and the contributing causes of crime have been identified, and after the existing resources have been assessed, the designing of crime prevention activities can begin. It should be kept in mind that the more comprehensive the approach, the more likely the chance for success.

Organizers therefore should direct some prevention activities to the community as a whole, and not just to the specific target groups (e.g., youth).

Examples of crime prevention activities are given below.

Although each Native community has its own unique needs and conditions, some of these activities may be adapted easily.

1. Crime Prevention Activities for Target Groups

The purpose of designing crime prevention activities for target groups is to reduce the contributing factors that lead to crime. Although those factors may vary with each community, some are common to all target groups. Abuse of alcohol and drugs, lack of self-esteem, lack of good role models, feelings of alienation, feelings of being caught between two cultures without belonging to either -- these factors are almost universal in their applicability. Any crime prevention

activities intended for target groups should incorporate ways to address such problems.

The following activities are possibilities that communities may wish to consider, particularly for youth.

*** Community work projects**

In these activities, target group youth are hired to work on projects that will benefit the community. With a good supervisory staff and even minimal programming, benefits to target group youth may include: increased employment skills, improved self-esteem, the influence of positive role models, and improved interpersonal skills from working in groups.

Example:

The Skeena Youth Work Incentive Programme was established in Terrace, B.C. in 1978 to meet the needs of youth in conflict with the law. One aspect of the program involved the repairing and upgrading of a local 28-acre farm as a "public wilderness camp". The young people involved were between the ages of fifteen and seventeen, and each had at least one conviction.

During the work on the farm, the youth were taught the necessary skills to do the project (e.g., blue-print reading), "survival" mathematic and literary skills, wood working and stained glass

techniques, and job finding skills. Counselling was provided on an informal basis. This particular aspect of the program ran for 18 months, and was generally considered a success by the organizers and the community.

*** Wilderness experience activities**

Wilderness experience activities can range from an afternoon of fishing to month long camping and canoeing expeditions. Almost all wilderness experience activities incorporate a degree of physical challenge in their programs, and many activities operate on a background of cultural learning. The basic premise underlying all of these experiences is that the wilderness is a place for healing, a place where youth can sort out their problems away from the demands of community life.

The possibilities for designing wilderness experience activities are innumerable, depending as much on a community's natural resources as its human resources. One advantage of wilderness activities for rural communities is that the expertise for teaching outdoor skills can usually be found within the community (e.g., hunters, trappers).

The potential benefits of combined wilderness/cultural activities may include: increased self-esteem, improved interpersonal skills, increased cultural awareness and

identification, the influence of positive role models, and increased options for the constructive use of leisure time.

Example:

The Rediscovery Programme operated in the Queen Charlotte Islands from 1978 to 1982, dealt with youth between the ages of ten and eighteen at risk or in conflict with the law.

The summer program consisted of two phases: one and two week camping trips, and two week sea kayaking expeditions. The one week camping trips were developed for youth aged ten to eleven years. The first few days were spent in base camp learning wilderness survival skills and participating in workshops (forest ecology, marine biology, Haida history, and food gathering). When the youth were "trail fit", they went on an overnight camping trip, encouraged by the activity leaders to camp "solo".

The two week camping trips for older youth were almost identical in content, except that after the first few days in base camp, the youth participated in a week long hike. The two week sea kayaking expeditions were intended for older youth, involving one hundred and eighty kilometers of paddling along a historical route of abandoned Haida villages. For a number of reasons, the sea kayaking trips were offered less frequently than the camping

expeditions.

Throughout these sessions community elders played important roles in increasing the cultural awareness of the youth.

Although the success of the Rediscovery Programme was difficult to measure objectively, the program had a popular reputation within the community. Most participants, counsellors and community members felt that it was beneficial.

*** Cultural and craft activities**

These activities are inexpensive to operate and the expertise can usually be found within the community. Possible activities for target groups are limited only by the imagination of the organizers, and may cover everything from campfire talks on Native history by elders to workshops on the art of soap stone carving.

The potential benefits of cultural and craft activities may include: increased self-esteem, increased cultural awareness and identification, the influence of positive role models, and more constructive options for the use of leisure time.

Example:

This sample of cultural and craft activities comes from a

Wilderness Alternatives Society pilot project operated in Teslin from 1981-1982. The project was intended to reduce crime and was aimed at all the youth of the community.

<u>Activity</u>	<u>Total Participation</u>	<u>Age Range</u>
Native Art (6 hours/week over 10 weeks)	8	11-14
Bone Carving (6 hours/ week over 10 weeks)	12	16-20
Snowshoe Construction Course (Winter 1981)	5	12-16
Sewing Classes (Spring 1982)	8	8-14

*** Weekly or Bi-Monthly Meeting Nights**

These activities for target groups may include films, talks by elders, games and craft activities. Periodic meetings give target group youth an opportunity for entertainment, as well as providing them with a constructive way to use their leisure time. These meetings may also give young people an opportunity to voice some of their concerns and frustrations.

The potential benefits of these meetings depend upon the activities organized, but they will be similar in many ways to the effects of the cultural and craft activities for target

group youth.

*** Afterschool Recreation Activities**

These activities will probably be similar in content and effect to the two programs mentioned above. If vandalism is a problem during the afternoons and evenings in a community, afterschool recreational activities (e.g., sports) can be one of the most effective ways of reducing the problem.

*** Educating Youth on the Criminal Justice System**

These awareness activities operate on the philosophy that if young people understand the criminal justice system better, and if they understand the consequences of becoming involved in the system, they will be less likely to become involved. Such activities may be conducted within the school environment or organized in separate meetings. The individual rights of the youth in the criminal justice system should be stressed.

Example:

Project C.H.A.N.G.E. operated in Alberta in 1982 with the following three goals:

- (a) to increase awareness among Indian people of the criminal justice system and the related consequences,
- (b) to reduce the number of first offenders among Indian young people,

(c) to reduce the proportion of Indian people in the prison system.

The sessions consisted of native inmates and ex-inmates telling of their life experiences in and out of prison, and of their related problems like alcohol and drug abuse. By presenting these negative experiences, organizers hoped to warn young people about participating in criminal activities.

*** Educating Youth on Alcohol and Drug Abuse**

Nationally, the majority of crimes committed by Natives involve alcohol or drugs. Unfortunately, the problem of alcohol and drug abuse often starts in fairly early years. In this regard, NADAP counsellors are the local experts and any crime prevention program should involve them.

*** Reserve Crisis Intervention Programs**

Crisis intervention teams can have a number of functions with several good results. First, they can respond to crisis situations and call in the police or medical assistance, if required. Second, they can patrol the reserve at night to ensure that young people are not out getting into trouble. Third, by patrolling at night team members act as a deterrent to break-and-enter and other crimes. Fourth, if an individual is absent from work, the team can check to make sure that he/she is

alright, and can ensure that a replacement fills in at work for the absent person.

Example:

The Grassy Narrows Crisis Intervention Centre performs the functions mentioned above on an eight-hour shift from 8:00 pm to 4:00 am and occasionally during the day. Team members patrol in pairs, checking schools, stores, etc. every half hour and enforcing a 10:00 pm curfew on young people. The original team members were trained off the reserve but workers are now trained on-reserve by the Centre. Since the Centre has been in operation, crime rates and suicide rates have fallen significantly at Grassy Narrows.

*** Urban Prevention Programs for Youth**

Thousands of Native young people live in cities and towns across the country. They have problems that are somewhat different from young people in rural and isolated communities, in particular, conflict between cultural expectations, acceptance of stereotyping, differences in lifestyle, and nonacceptance by urban society. Unfortunately, they cannot benefit as easily as the youth in rural communities from wilderness activities. Special prevention programs are therefore required, usually based on recreational activities with a view to helping young people use their time constructively.

Example:

The Neyunan (Youth Group) Project operated in Edmonton by the Native Counselling Services of Alberta aimed to "provide services to Native children in conflict with the law and bordering on juvenile delinquency." The program operated on the basis of counselling by elders and other Native people (on drug and alcohol abuse, on how to manage being poor, on personal development, and on court appearances), encouraging youth to stay in school, encouraging family cohesiveness, running sports/recreational activities, and providing a healthy environment for sharing problems with other Native young people.

The Neyunan Program was considered to be successful and although it ended in 1983, certain components have been carried on in other programs.

*** Urban Patrol Programs**

Some urban programs are aimed very directly at preventing hardship and crime. They rely on community members to take shifts in patrolling the community, especially after dark, to assist people who are in a distress situation due to intoxication, lack of accommodation or other circumstances. The process can help to identify people who need assistance so that they can be directed to other programs designed to help them (e.g., the Neyunan-type program).

Example:

The Kenora Native Street Patrol is an award winning program currently administered by the Ne-Chee Friendship Centre and funded by the Ministry of Social Services of Ontario. Like all successful crime prevention programs, it relies to a large extent on the time and effort of community members. Its success is also due to the fact that project workers patrol out-of-the-way areas of the city not normally covered by the police. As well, the workers operate in a non-threatening manner and speak their Indian language.

2. Crime Prevention Activities for the Community

The more comprehensive the approach to crime prevention activities, the greater the chances for success. The following possibilities are aimed at community-wide prevention.

*** Public Awareness Activities**

The aim of these activities is to address a community's attitude to criminal behaviour. Traditionally in Native communities, families and extended families controlled antisocial actions by individuals through a variety of informal techniques (e.g., the use of shame). While the traditional process continues to varying degrees in different communities, the responsibility for

this control has also been assumed by the criminal justice system. Unfortunately, however, the formal system has produced few positive results.

Public awareness activities could attempt to turn the responsibility for preventing criminal behaviour back to the community. Although this objective is difficult to achieve, efforts can be made to make community members aware of the great loss of a community's human resources each year through incarceration. If the community's awareness of the extent and impacts of the problem can be raised, some of the attitudes that allow criminal activities to occur may change as well.

The extent of problems arising from criminal activity is often greater than people realize. Child and family service workers often find that people who commit crimes such as child abuse were themselves abused as children; or that women who are abused by their husbands sometimes take out their frustrations on their children. In other words, one person committing a crime can cause other people to do the same. For this reason, crime prevention and awareness programs that are geared to all community members will be the most effective.

For example, a community might want to consider establishing a counselling group for men who abuse their wives, as has been

done by Mental Health Services in Whitehorse. Along with such a program, perhaps there could be a program for women on how to deal with the problem in the home setting.

Another aspect of community awareness concerns the extent of communication among people about the community's problems. If people do not talk about problems, then they are unlikely to be addressed and solved. For this reason, it has been suggested to the Native Counselling Services of Alberta by its constituents that "family nights" should be encouraged in communities. This suggestion derives from the fact that parents often feel guilty about their childrens' difficulties. Organized meetings could give parents a chance to voice their concerns and to share their frustrations with others who have similar problems. These meetings might even provide some solutions for approaching the problem that crime prevention organizers may overlook. A related benefit could be the opportunity to recruit interested parents as volunteers for other crime prevention programs in the community.

VI SETTING UP NEW CRIME PREVENTION ACTIVITIES

1. Setting Goals and Objectives

A goal can be defined as a desired end result (e.g., reducing crime among young people). An objective is a measurable indicator of progress being made towards the goal (e.g., more young people spending time in organized activities). An activity is an action that will help to achieve the objective (e.g., establishing a wilderness camp in 1987).

Goals and objectives are important because they provide a direction for crime prevention activities. This is essential for uniting the efforts of the participants, as well as for providing a framework for monitoring the success of the activities.

The CCPC should base the goals and objectives on the specific needs of the community identified by the needs assessment, the identification of target groups, and the assessment of existing community resources. Utilizing the information base will ensure that the goals and objectives of a crime prevention strategy are realistic and directed to the real needs and aspirations of the community.

2. Organizing Resources for Crime Prevention Activities

(a) Human Resources

Staff

Depending upon the extent of the crime prevention activities planned, the CCPC may hire staff to perform the actual operations of the activities. If staff are hired, the CCPC should draft clear job descriptions in order to avoid future confusion and possible conflict in the running of the activities. These job descriptions should also identify lines of authority and accountability.

Below are positions for which the CCPC may consider employing individuals.

Community Coordinator

While a Community Coordinator may be a good idea for some Bands, it should be recognized that funds to support a full-time position may not be available. Further, communities must not allow the presence of a coordinator to detract from the cooperative efforts of community members. A community coordinator might best be seen as a facilitator whose job is to assist community members in their cooperative efforts to prevent crime.

As an alternative to a full-time, paid coordinator, communities may want to assign the responsibility to one or two Band Councillors on a part-time basis. Another possibility is to maintain the CCPC as a functioning body with responsibility for coordinating the prevention activities being carried out by Band members.

If a community chooses to appoint a crime prevention coordinator, that individual must meet certain standards. First, he/she must possess good communication skills. Second, he/she must know the CCPC members and the local social service workers in order to work with these groups effectively.

Duties of a community coordinator may include:

- * organizing and coordinating crime prevention activities
- * monitoring the workers and volunteers in crime prevention activities
- * coordinating the logistics (e.g., space for meetings, ordering supplies for wilderness experience activities, arranging transportation for activity participants if necessary, etc.)
- * managing the finances of crime prevention activities
- * providing detailed reports on the problems, progress, and proposals for improvement of activities to the CCPC and/or Band Council
- * keeping the community informed of the progress of crime

prevention activities.

The community coordinator should be accountable to the C.C.P.C. (or to Band Council if the CCPC has dissolved).

Resource Workers

These workers should possess the skills necessary to run an activity (e.g., outdoor skills for wilderness experience activities). The duties of resource staff will depend upon the specific prevention activities, but they may include:

- * leading and supervising crime prevention activities (e.g., teaching a group wood working skills)
- * maintaining accurate records on the participants, if necessary
- * providing informal and formal counselling of participants, if qualified.

Some of these resource positions may also be filled by volunteers.

Volunteers

Using volunteers means direct community involvement and helps to minimize the cost of operating activities. Crime prevention activities will require both occasional and regular volunteers for their operation.

Occasional volunteers are used for specific events that require extra assistance (e.g., fundraising activities like dances), and

for special services in the operation of activities (e.g., a talk by an elder on cultural history). Regular volunteers, on the other hand, make a commitment to share their experience and skills over specific periods of time (e.g., a seamstress may make a commitment to teach sewing skills over a period of ten weeks).

If volunteers do not possess all the necessary skills to teach or to lead an activity, some training may be required. This situation might arise, for example, in a one week wilderness camping trip for "hard core" youth led by a local outdoorsperson. The individual should possess the necessary outdoor skills for the activity, but he or she may not have the counselling skills required for meeting the needs of the participants. This problem might be solved either by teaching the volunteer basic counselling skills, or by adding a skilled volunteer to the trip.

If input from the community was encouraged early in the development of crime prevention activities, interested volunteers should be easy to find. When recruiting volunteers, organizers may approach individuals directly or they may announce the need for volunteers at public meetings or by community television, radio or newsletter.

Once a core of volunteers has been established, organizers should attempt to keep the morale and enthusiasm of the volunteers high. This might be done by arranging informal gatherings where volunteers can share common frustrations and achievements, by publicly recognizing outstanding contributions, and by keeping volunteers aware of the progress of prevention activities

Other Human Resources

Professionals and para-professionals in the community should be encouraged to provide their input on an advisory basis. Their expertise and knowledge will be invaluable to activity organizers.

Elders are another important source of knowledge and experience that should not be overlooked. Their insight and participation will make crime prevention activities more comprehensive and effective.

(b) Material Resources

Obtaining material resources for crime prevention activities does not have to involve great expenditures of money. Schools, local businesses, and community service groups may be willing to provide physical space for crime prevention activities at little

or no cost to the program. These groups may also donate free legal advice, accounting services, office supplies and other necessary materials if they believe in the value of the prevention activities for the community.

Even the tools and equipment required for the operation of crime prevention activities (e.g., outdoor equipment for camping) may be borrowed or rented from existing Band programs or other local groups at a fraction of the cost of purchasing new equipment. With proper planning and effective public relations skills, the cost of obtaining the material resources for crime prevention activities can be kept to a minimum.

3. Involving the Community

Crime prevention activities need the input and the support of a community to be effective. Efforts should be made from the beginning to involve the community in all stages of organizing and implementing crime prevention activities, from providing input into the developing of activities to working as volunteers in their actual operation.

Depending upon the size and background of a community, making the community aware of intended crime prevention activities may be simple or complex. Public meetings are one of the most

effective methods of reaching the majority of people in a community quickly, and they have the additional advantage of allowing immediate feedback on plans and ideas for crime prevention activities.

Community radio, television and newsletters are effective ways to inform people during the process of planning crime prevention activities. These media can also be used to ask for ideas and reactions, to request volunteer help, and to pass on the crime prevention message to all community members.

Community involvement will give credibility to the prevention activities, and community members may be more inclined to think of the activities as "their own" instead of just another social service program applied from the outside. With this identification comes the responsibility to make the activities work.

4. Evaluating and Monitoring Crime Prevention Activities

Proper evaluation procedures for crime prevention techniques are critical for many reasons:

- * they allow organizers to monitor the success of their activities

- * they allow organizers to identify and to improve on the ineffective aspects of the activities
- * they demonstrate to the community and to potential funders the effectiveness of the activities.

Evaluation procedures should be designed for crime prevention activities in the initial planning stages. Unfortunately, accurate evaluation procedures are difficult to design because of the many uncontrollable variables in a community. However, organizers can retain some control over the validity of their evaluations by designing their procedures to be as clear, as objective and as consistent as possible.

Evaluations will be easier to conduct if regular and consistent record-keeping takes place as the crime prevention activities are ongoing. For example, volunteers could keep records of their activities, their contacts, the results of their work, and any other relevant information. Taken individually, these records will show the change of behaviour in a participant over the course of the activities; taken collectively, the records will indicate the actual success of the activities in meeting their objectives.

When an evaluation is conducted during prevention activities, good records will indicate to researchers which aspects of the

activities are succeeding and which aspects require new approaches. If no form of program monitoring like this is periodically completed, activity organizers will be unable to direct or redirect their resources to meet the program objectives.

Follow-up evaluations provide the final word on the success of a crime prevention activity in cases where the activity has a limited life-span. Ideally, these final surveys should be conducted three to nine months after the crime prevention activity has been completed. Although the factors to be considered when evaluating a crime prevention activity will depend mainly upon the unique objectives of the program, some factors that might be considered include:

- * the current status of activity participants
- * the overall increase or decrease in the target crimes in the community during and since the prevention activities took place
- * the number of participants involved in criminal activities during and since the prevention activities began.

Preparations should be made during the developing stages of crime prevention activities to establish how and when the evaluations will be conducted. Without this guidance, activity organizers will have difficulty in accurately monitoring the

success of their crime prevention activities both during and after their operations.

5. Budgeting and Financial Management

Most communities have financial management structures in place for dealing with their many ongoing programs and operations. Band Council and the CCPC will have to decide early in the developmental process if the finances of the crime prevention program will be combined in the same financial system as the other programs, or if they will be managed separately. It is likely that for reasons of ease and accountability, most communities will choose the former strategy.

VII POSSIBLE SOURCES OF ASSISTANCE

1. Funding Sources

Communities should bear in mind that the cost of starting and running crime prevention activities need not be high, particularly if they are well organized and volunteers contribute significantly. However, some funding may be required. Finding out where to get funds and how to approach

the funding sources is an important step. One of the best ways to proceed is to contact other communities (Native and non-Native) that have established crime prevention programs.

Government departments, including the Ministry of the Solicitor General of Canada, are not able to fund crime prevention programs in these years of fiscal restraint. In that light, the idea of community-generated activities is even more significant.

If a community decides that some funds are essential to developing crime prevention activities, there are two main types of potential sources:

- * charitable, non-profit organizations
- * government departments and agencies (federal and provincial).

A partial list of these sources is provided in Appendix II.

2. Proposal Development

All possible funders will require a proposal on which to base their decisions as to whether to fund a community and, if so, for how much. Proposals can only be drafted after serious thought has been given to the direction that the community wants to take in its crime prevention, and after community members have indicated that they will work together to prevent crime.

Funders want real assurances that the proposers are serious about their intentions and that the proposed activities have a good chance of success.

Proposals should be based on as much factual information as possible and should include the following sections:

- * introduction
- * description of the community
- * some information on the nature and extent of crime in the community (although a full needs assessment may not be done until later)
- * goals and objectives of crime prevention activities
- * proposed activities
- * existing community resources to be tapped
- * personnel, including volunteers and elders
- * ways the entire community will be informed and involved
- * monitoring strategies
- * financial management
- * accountability to the community
- * accountability to the funder, if appropriate
- * required budget.

Community groups may wish to make their proposal in person to potential funders. While this tends to be expensive (travel, etc.), it can also be effective. If this route is taken,

however, it is still essential to provide the funder with a written proposal.

APPENDIX I

REFERENCE MATERIAL

The following list of publications should be of some help, although it is not complete. Checking with the Regional Offices of the Ministry of the Solicitor General of Canada, with provincial Ministries of the Solicitor General, and with police forces should provide more information.

Alberta, Ministry of the Solicitor General. 1983. Crime Prevention Programs in Alberta. Edmonton: Computer and Research Services Division.

Canada, Ministry of the Solicitor General. 1984. Working Together to Prevent Crime. Ottawa: Ministry of Supply and Services.

Canada, Treasury Board (Comptroller General). 1981. Principles for the Evaluation of Programs. Ottawa: Ministry of Supply and Services.

Canadian Association in Support of Native Peoples. 1977. A Guide to Fund Raising for Native Groups.

Kupfer, George and Lorraine Kupfer. 1983. Neyunan Review (Native Counselling Services of Alberta Native Youth Project). Edmonton: Ministry of the Solicitor General of Alberta.

Lazore, Melissa. 1984. A Guide to Youth Crime Prevention Projects in Native Communities. Ottawa: Ministry of the Solicitor General.

Mitzak, M. 1984. Fundraising Ideas for Non-Profit Crime Prevention Groups. Ottawa: Ministry of the Solicitor General.

Nelms-Matzke, Joyce. 1982. Redicoverly Programme: A Review.

Nelms-Matzke, Joyce. 1982. Skeena Youth Work Incentive Programme: A Review. Ottawa: Ministry of the Solicitor General.

Rawlins, Vic 1979. Media Promotion Manual. Ottawa: Ministry of the Solicitor General.

Staples, Linsay. 1984. Wilderness Alternatives Demonstration Project: Final Report. Whitehorse.

Teschner, Douglass P. and John J. Wolter (eds.). 1984. Wilderness Challenge: Outdoor Education Alternatives for Youth in Need. Connecticut: The Institute of Experiential Studies.

APPENDIX 2

POSSIBLE FUNDING AND INFORMATION SOURCES

Readers are referred to a comprehensive document to be published by the Ministry of the Solicitor General of Canada entitled An Inventory of Foundations for Aboriginal Criminal Justice Projects. The following is a partial list of possible funding sources taken from a draft version of the Inventory.

Donner Canadian Foundation
P.O. Box 122
Toronto Dominion Centre
Toronto, Ontario
M5K 1H1

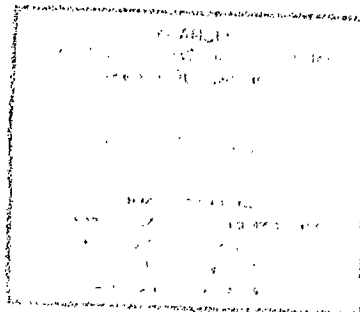
The Gladys and Merrill Muttart Foundation
9919 - 105 Street
Suite 530
Edmonton, Alberta
T5K 1B1

The Georgina Foundation
1 Royal Orchard Boulevard
Suite 304
Thornhill, Ontario
L3T 3G1

Nelson Arhtur Hyland Foundation
45 St. Clair Avenue West
Suite 601
Toronto, Ontario
M4V 1K9

The Kathleen M. Richardson Foundation
30th Floor
Richardson Building
1 Lombard Place
Winnipeg, Manitoba
R3B 0Y1

Our Lady of the Prairies Foundation
620 Spadina Crescent
East Saskatoon, Saskatchewan
S7K 3G9





Crestview Foundation
999 Eighth Street, South West
Suite 770
Calgary, Alberta
T2R 1J5

Clifford E. Lee Foundation
10065 Jasper Avenue
Suite 1812
Edmonton, Alberta
T5J 3B1

The Samuel and Saidye Bronfman
Family Foundation
1430 Peel Street
Montreal, Quebec
H3A 1S9

Information sources include the following:

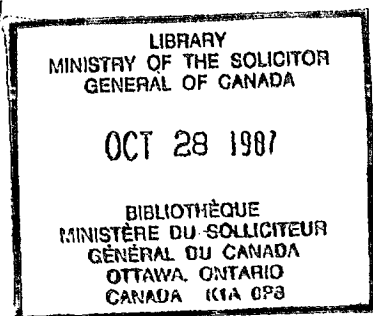
Ministry of the Solicitor General of Canada
340 Laurier Avenue West
Ottawa, Ontario
K1A 0P8

Department of Justice of Canada
Kent and Wellington Streets
Ottawa, Ontario
K1A 0H8

Regional Offices of the Ministry of the Solicitor General of
Canada and the Department of Justice of Canada.

Departments of the provincial Solicitors General and Attorneys
General.

Police Forces: RCMP and provincial forces.



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08-02-88		
90-11-19		
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91-10-17		
92-2-24		

E G.S. Clark and Associates
98 Ltd.
.C87 Developing crime preven-
G8 tion activities in native
1987 communities : a manual.
c.2

