

Primer on Municipal Crime

# PREVENTION



Federation of Canadian Municipalities



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# INTRODUCTION

*Personal safety is one of the most important factors in the quality of life of Canadians. While crime rates have declined in recent years, they remain far too high. All orders of government have an important role to play in preventing crime; this primer is intended to provide guidance for municipal governments that wish to improve their ability to keep their citizens safe. The primer describes the role of municipal crime prevention councils and outlines how these councils can systematically plan and implement programs to reduce crime and disorder.*

## The Cost of Crime in Canada

The most important cost of crime is the human cost of the pain, suffering and psychological damage resulting from victimization. However, the economic costs are also great. The National Crime Prevention Council (1996) has estimated that the cost of crime to Canadians is between \$35 billion and \$46 billion annually. The direct costs to the justice system are nearly \$10 billion; the rest represents the cost of medical care, property loss, community decay, and private security.

Crime has additional costs for municipalities and their residents. Property values decline in high-crime neighbourhoods, so municipalities lose tax revenue. Safe communities also have a competitive advantage in attracting new business and tourism, so a failure to reduce crime can reduce potential new sources of revenue and jobs.

The Urban Safety Program of the Winnipeg Development Agreement listed the success indicators for their programs, illustrating the benefits of crime reduction. These included:

- economic activity and growth in the area
- increased property values
- increased home ownership (as opposed to tenancy) and an increased number of housing units
- youth involved in community-enhancing activities
- reduction in absentee rates in schools
- reduction in crime rates
- increase in the number of residents, pedestrians and tourists
- a broad range of other urban safety issues addressed
- non-traditional partners involved.

## We Know Much About How to Prevent Crime

As you will read in this primer, we know a great deal about how to prevent crime; we can now implement these solutions. New approaches to social development, properly organized community responses, better environmental design, and improved police strategies can all reduce crime. One of the biggest improvements in our response to crime is that most people now realize that crime prevention is not just a job for the police – it must involve the entire community. Many agencies, groups, businesses and individuals are now collaborating to develop programs to make our municipalities safer. Communities have demonstrated that crime prevention activities that are based on an in-depth understanding of local problems, grounded in the neighbourhoods where the crime occurs, and helped by advice and assistance from all orders of government, will succeed.

Over the past two decades, Canadian communities have begun to move toward an organized approach to crime prevention. More and more people are involved in community safety. The federal government is supporting these community initiatives with leadership and funding through its *National Strategy on Community Safety and Crime Prevention*. Unfortunately, these local and national initiatives have had limited impact because communities are not equal in their ability to work together locally, and because not all communities have effective provincial and municipal organizations to coordinate and support local activity. FCM's *Crime Prevention Needs Assessment* (1997) described this situation.

#### ***FCM's Municipal Crime Prevention Needs Assessment (1997)***

In 1997, FCM conducted a needs assessment on municipal crime prevention in Canada. Researchers sent surveys to senior elected municipal official in the 60 largest Canadian communities and in 140 other randomly selected municipalities, to the police departments in each of those communities, to all First Nations tribal councils, and to members of the Federal/Provincial/Territorial Working Group on Community Safety and Crime Prevention. The overall response rate was 45 per cent.

Respondents said that members of their community ranked drug offenses as the most serious local crime and disorder problem, closely followed by break and enter, vandalism, alcohol abuse and family violence. Gang activity, prostitution, and graffiti were seen as the least

serious problems. This was similar to the respondents' own ranking of the five most serious local crime problems.

Respondents felt that very few of these problems were being addressed successfully. Of the five most serious problems, respondents thought their communities were having the most success with alcohol abuse (19.6 per cent) and the least with vandalism (9.3 per cent). The majority of respondents reported that their communities had some programs to address most of the issues, but felt that the success of these programs has been limited. Respondents from towns were only one-half as likely as rural and city respondents to report that problems were being addressed successfully. This difference was largely due to a lack of programs – town respondents were more likely than rural and city respondents to report that they had *no* programs to deal with specific problems.

This apparent lack of success shows the need for effective crime prevention programs. The fact that communities have addressed crime and disorder problems but have not solved them suggests that work remains to be done to properly plan, organize and deliver crime prevention services. This is particularly important because, when asked what changes could reduce crime, most respondents mentioned crime prevention programs, not economic, social, or demographic factors. Most respondents seem to feel that crime reduction will result from deliberate community action rather than as a byproduct of other social change.

Respondents identified a number of weaknesses in current crime prevention programming. Communities were consulted, but due to a lack of detailed, systematic needs assessments, the programs usually address symptoms rather than problems. Respondents also felt that targeting of programs could also be improved. While community interest is an important part of the decision about how to use crime prevention resources, municipalities should more carefully consider the actual level of need for the programs. In summary, the planning and implementation process could be improved.

These needs are reinforced by other answers in the survey. Respondents asked for significantly more information and resources to help them to set up crime prevention programs. Almost none were satisfied with their current knowledge and resources. For example, they want to know more about programs that have worked in other communities, about crime patterns, and about community demographics. They suggested that access to a network of Canadian crime prevention practitioners could be helpful, and they also saw a need for additional funding.

The respondents saw a major role for governments in crime prevention. Most felt that all orders of government should be involved in a variety of activities including legislating, funding, establishing crime prevention councils, training, providing an information clearinghouse, and organizing programs. Respondents saw funding as the responsibility of all orders of government. Legislation was seen as more a responsibility of federal and provincial governments,

though the majority of respondents also saw a role here for municipal governments. The federal government seemed best able to provide an information clearinghouse, while municipalities were clearly seen as the appropriate order of government for organizing prevention programs.

## The Municipal Role in Crime Prevention

Why should municipalities play a key role in crime prevention? Citizens look to municipal government for leadership on issues such as public safety. Also, municipal services such as policing, housing, recreation and public works are intimately related to public order, and these agencies must work with community members in programs designed to deal with crime and disorder. Finally, municipalities are the closest level of government to the citizen, so they are in the best position to work with local groups to establish effective community-based programs. The Federation of Canadian Municipalities has recently stated its new vision of municipal government:

*“The issues and concerns that affect the life of the community are becoming the basis of municipal planning and action. Although other governments are responsible for many of the policies that influence the quality of life, municipal government is in a unique position to assess the performance of these policies, to identify beneficial outcomes as well as problems, and to work with communities and other governments to develop solutions”*  
(Federation of Canadian Municipalities, 1999: 9).

This is why FCM is encouraging the development of municipal crime prevention councils as part of its involvement in the *National Strategy on Community Safety and Crime Prevention*. Municipal crime prevention councils can help to analyze local crime and disorder problems, and then to coordinate and facilitate the efforts of community groups to solve these problems.

## The Value of Municipal Crime Prevention Councils

Crime prevention efforts, without proper planning, are not likely to succeed (as you will read later in this primer). Community groups often do not have the expertise or resources to properly plan, implement or evaluate; they need government help. Municipal crime prevention councils can contribute the following:

### 1. Provide leadership and encouragement to community groups.

The success of crime prevention has been limited because prevention programs are rarely implemented in the areas that have the most serious problems. As a result, volunteers' efforts may be misdirected. For example, thousands of Neighbourhood Watch groups operate in Canadian neighbourhoods where break and enters rarely happen. Evaluations have shown that, in most cases, these Watch groups are redundant because residents of these communities already know each other and look out for each other. Yet other communities with serious crime problems have no programs because nobody has taken the initiative to start them, because it takes much more effort to imple-

ment programs in neighbourhoods that lack cohesion, and because those people may lack the resources needed to prepare existing services to respond to problems. Crime prevention councils can help to direct resources to areas with the greatest need.

### 2. Coordinate the activities of various agencies.

To be successful, crime prevention programs must be multidisciplinary, involving community members, law enforcement personnel, prosecutors, social service professionals, public health specialists, child welfare officials, victims' groups, youth groups, educational authorities, and representatives of a variety of government departments.

The existence of a recognized municipal crime prevention council helps these groups work with a common purpose and a common focus. This need was identified in a strategic planning meeting in Manitoba about how federal and provincial initiatives could better support community needs. The meeting involved a wide variety of municipal, community and government representatives. The group identified a variety of problems that stemmed from a lack of coordination in the area of crime prevention:

- fragmented services and a lack of organization at the municipal level (citizens want “one-stop shopping”);
- conflicting priorities, strategies, and philosophies among different orders of government, agencies and groups;

- a lack of communication and awareness between departments/agencies/and communities; community groups' lack of knowledge about funding programs;
- fragmentation of funding programs and their lack of link to a broad strategy;
- a need for local groups to work together, not competitively;
- a lack of education and communication, with different groups having unequal access to information and to the funding approval process; and
- problems getting cooperation from some agencies because of "turf protection" and competition.

Organizations that deal with crime exist in most communities, and with a crime prevention council to coordinate their activities they can be even more effective. For example, Quebec's local community service centres (Centres locaux de services communautaires or CLCSs) know their communities well and have expertise in solving local problems (Comite Intersectoriel sur la Securite dans les Milieux de Vie, 1999). Coordination at the municipal level ensures that these centres play an important role in crime prevention.

A crime prevention council can also guide community safety activities to take a long-term perspective. This means moving away from an uncoordinated focus on projects toward working for structural change. For example, the Regina Crime Prevention Commission worked with neighbourhood associations to conduct strategic planning exercises before undertaking crime prevention activities in those communities.

Another dimension of coordination is the reduction of duplication and overlap in crime prevention services and information. The Medicine Hat Crime Prevention Initiative, having studied activities in their community, found that different agencies were developing overlapping programs and that there was no way of determining the quality of information and programs. In addition to some of the obvious costs of this duplication, there were other consequences. For example, local schools were often asked to distribute information and implement programs without any means of assessing the utility of the programs (Medicine Hat Crime Prevention Initiative, 1999).

### **3. Ensure the early recognition of crime and disorder problems.**

Crime prevention efforts have often been handicapped by their failure to recognize problems before they become serious. For example, in the late 1990s, auto theft and arson increased dramatically in Winnipeg. Effective action was eventually taken, but only after the situation had reached crisis proportions. This was because nobody had a mandate to monitor problems, and those agencies that did recognize the problem, notably the police and the provincial automobile insurance company, did not have the mandate to develop the multi-faceted programs that could prevent these crimes.

The identification of crime problems is similar to the medical process of diagnosis: both involve the skilled analysis of data. Not only does the diagnosis require timely and thorough information about crime pat-

terns, it also requires a knowledge of the community context in which crime occurs. The need for early recognition of problems means that crime patterns must be constantly monitored so that new trends can be recognized and action taken. A group such as an active crime prevention council can best do this work.

### **4. Seek out best practices and ensure they are followed**

As you will read in Section 6, *What Works In Crime Prevention*, a great deal of research has been done on the effectiveness of different types of crime prevention programs. Unfortunately, the lessons of this research are rarely applied. Time and money are often wasted in programs that either have no reasonable possibility of success or that are inappropriate, either to the particular problem or to its community context. Municipal crime prevention councils can give people working at the neighbourhood level the latest information about what works in crime prevention. They can also help to ensure that money is not spent on programs that are unlikely to succeed. Because it is difficult for community volunteers to find out what programs best match their community's needs, they may simply fall back upon one of the standard programs, such as Neighbourhood Watch or Operation Identification, even though they may not be appropriate. It is much easier for a well-organized local crime prevention council, with links to other crime prevention organizations, to be aware of the most recent developments in crime prevention.

## 5. Provide training.

One of the weaknesses identified in the 1997 FCM survey was a lack of training. Almost all respondents said that crime prevention planners and practitioners needed more training, particularly in crime prevention and problem-solving techniques. All respondents wanted more information about programs that have worked in other communities.

Crime prevention is challenging and difficult, but its complexity is seldom recognized. When Australia developed its national crime prevention strategy, it identified the training that practitioners needed. Most of those in the field were skilled in community development but lacked such skills as problem analysis, crime mapping, and knowledge of prevention strategies. Local crime prevention councils can help to develop and coordinate training, ideally in cooperation with the federal and provincial governments. The need for training was recognized in the terms of reference of the Community Safety and Crime Prevention Council of Waterloo Region: "The Council will access federal, provincial and relevant organizations for appropriate training and development, including the exchange of new and innovative approaches to safer communities and crime prevention. In this respect the Council becomes the clearing house of data and information for local use."

## 6. Ensure that crime prevention programs are available for vulnerable groups.

Often the communities and groups that are most in need of help are those that are the least able to seek advice and/or funding. They may be too poorly organized to help themselves, or lack the knowledge of how to plan and implement programs. Municipal crime prevention councils can play a proactive role in recognizing these needs and providing assistance where it is needed. Related to this is the need for crime prevention strategies that recognize and reflect diversity. Programs should be culturally appropriate, include a gender analysis, and recognize other differences such as those of region, community size and population composition.

## 7. Ensure sustainability of programs.

Sustainability is a major problem of crime prevention programs. Funding is often available for only a limited period and volunteers can move away, lose interest or become burned out. A central coordinating body such as a municipal crime prevention council can play a vital role in providing the continuity that is essential to building sustainable programs.

## 8. Ensure accountability.

Evaluation is an important component of crime prevention programming and must be encouraged by crime prevention councils. There must be ways of ensuring that dollars go to effective community safety services. Programs should

### Box ONE

## The Role of a Municipal Crime Prevention Council

The Toronto Task Force on Public Safety (1998) developed a comprehensive and coordinated plan for the newly amalgamated City of Toronto. Their action plan was based on:

- consultation with the citizens of Toronto
- best practices in Toronto and other cities
- partnerships between the City of Toronto, other orders of government, the private sector, community organizations and citizens
- a "root-cause" approach that deals most effectively with the origins rather than the symptoms of problems.

These tasks are typical of well-organized crime prevention councils and show a recognition of the need for coordination, working with citizens, and discovering and developing best practices. Following its consultations with the community, the Task Force also recognized its role in ensuring that programs were monitored and evaluated.

Similarly, when the Regina Crime Prevention Commission looked at its detailed mandate (see Appendix 1), it decided to concentrate on four types of activity:

- educating the public about the characteristics and causes of crime, and the development of appropriate strategies to reduce its impact
- developing a community consensus by bringing together diverse parts of the community
- facilitating community cooperation and commitment to implement various strategies
- collecting and reporting data to measure progress and outcomes.

These examples, and others that will be used throughout this primer, show that municipalities that wish to establish crime prevention councils can learn from the experience of other communities.

demonstrate that they result in healthier communities and healthier families, reduced crime rates, an increased sense of safety, and greater community involvement.

## Municipal Crime Prevention Councils: The European Experience

### France

In Europe, where coordinated crime prevention efforts are more common than in North America, several countries have extensive experience with local crime prevention councils. For example, municipal crime prevention councils are at the heart of the French national strategy for dealing with problems of crime and the deterioration of inner-city neighbourhoods. This strategy was developed nearly 20 years ago, following significant increases in crime rates and several urban riots. The government estab-

lished the Conseil national de prévention de la délinquance (CNPD), which brought together national ministers and parliamentarians, mayors and others who represent the private and voluntary sectors. Below this is the Conseil Departemental, which is organized at the regional level and acts largely as an advisory body to the third-level organizations, The Conseil Communal de Prevention de la Delinquance (King, 1988).

By the late 1980s, there were over 500 of these third-level local crime prevention councils. Each is chaired by the mayor, who is joined on the council by representatives of a number of government and community organizations. Contract funding is provided to the councils. These contracts encourage a planned approach to prevention by requiring an analysis of a community's crime problems and a plan for dealing with these problems. According to Waller

(1989), most of the programs are funded through reallocation of local money rather than through new funds. These local councils are a vital link between the national government and the people who work at crime prevention in the community.

While evaluations of the French initiative are limited, Waller has gathered some data that indicate that the program may be reducing crime. National crime rates dropped substantially after the CNPD was established, and reductions were marginally greater in communities with local crime prevention councils.

### The United Kingdom

The British government has recently made a huge investment in community-based crime prevention. This policy is mandated by the 1998 *Crime and Disorder Act* (excerpts from the Act are in Appendix 2), which requires the police and municipal authorities throughout England and Wales to work with each other and with other agencies, such as health authorities and probation committees, to prevent crime. The Act also requires local authorities to incorporate crime and disorder matters into all municipal planning activities. To ensure that the Act is followed, the police and local municipal authorities are required to conduct and publish a community safety audit every three years, and to use the results of this audit to prioritize the problems identified. In addition, they are publish a prevention strategy addressing the priority problems, including objectives and targets; and to monitor and evaluate the prevention programs. Government audits will ensure that each local authority has done its work in this area.

This Act, though demanding, only establishes a process. The government has recognized that it is up to the communities themselves to identify priorities and to determine the best ways to address these problems.

## Box TWO

### A Crime and Disorder Audit

In response to the *Crime and Disorder Act*, British municipalities have conducted extensive problem analyses. These reports are well done and serve as excellent examples for other communities. Typical of this work is a report published by the London Borough of Hackney, which begins with an assessment of the community, including its population, its racial and ethnic structure, unemployment rates, and its economic level and prospects. It includes a coloured map showing the distribution of major crime in the borough, and a table comparing Hackney's crime rate with that of other parts of London. Following an overview of crime hot spots, the report presents a detailed analysis of each type of major crime. In addition to presenting information about rates and trends, the report reviews what is currently being done about each type of crime, presents an analysis of what the crime data mean, and suggests a method of reducing that type of crime. Finally, the report proposes priorities for addressing the community's crime and disorder problems.

The report was widely distributed in the borough, and community residents were surveyed regarding their own priorities. The report and the community response were used as the basis for the Hackney Crime and Disorder Reduction Strategy, which lists strategic priorities. For each priority problem, the strategy provides an objective, sets out a three-year crime reduction target, looks at short-term objectives that will help achieve the target reductions, and lists the cooperating partners who will work on these initiatives.

The *Hackney Crime and Disorder Audit*, and the resulting strategic plan, provide a good example of how a community can carry out sound and effective crime prevention planning. This primer will help your own municipality to accomplish this important task.

## ORGANIZING A COUNCIL

*Though most Canadian municipalities do not have formal crime prevention councils, some municipal leaders have decided to try this approach to the problems of crime and disorder.*

Local crime prevention councils have evolved in several ways. A 1999 survey of municipalities conducted for FCM found some differences in the development of councils in large and small communities. Many of the councils in small communities were committees that had been established as part of community policing initiatives, in order to provide a linkage between the police and the community. Port Hope, Ontario is a typical example. A community member attended a seminar hosted by the Ontario Provincial Police (OPP) that taught volunteers how to start community policing programs in their own communities. After the seminar, the community member advertised for volunteers, and the OPP assigned an officer to help organize a committee.

In many communities, the RCMP has recently organized restorative justice committees, many of which also deal with other justice issues. Among communities that responded to the FCM survey, the police had initiated over half the committees. While these police advisory committees are an essential component of community policing, they cannot fully perform the role of a municipal crime prevention council.

A small number of the councils that responded to the survey were initiated by groups such as the Chamber of Commerce (Surrey) and the YMCA (Beaconsfield, Quebec) as part of their contribution to community development. In the rest of this section, we will look at how some of the more comprehensive committees were established.

Some crime prevention councils were started by municipal governments to help deal with real or perceived increases in some types of crime. For example, one of the earliest crime prevention councils, Tandem Montreal, began in 1982 after an increase in break-ins. The program was based on a vision of providing local solutions to local problems. Following an evaluation of the program in 1987, the municipal administration decided to maintain the program, and since then has contracted with community groups to organize crime prevention activities throughout Montreal. In 1998-99, about ten organizations were working with the municipality (Bruneau, 1999).

Tandem Montreal helped provide the vision for the 1989 European and North American Conference on

Urban Safety and Crime Prevention in Montreal. FCM supported this conference, which was attended by a number of Canadian mayors and resulted in some of the most effective crime prevention councils in Canada. The final declaration of this conference was the "Agenda for Safer Cities," which can still serve as a guide for municipalities. Its main conclusions were:

- The community is the focal point of crime prevention. Government at all levels must nurture community-based anti-crime efforts.
- We must go beyond the criminal justice system response – police, courts, and corrections – if we are to prevent crime in our cities. Our response must be part of a long-range approach, yet responsive to immediate needs.
- Crime prevention must bring together those responsible for housing, social services, recreation, schools, policing and justice to tackle situations that breed crime.
- Elected officials at all levels must exert political leadership and assume responsibility for crime prevention. Without this, our belief in community, the

quality of life in our cities, and human rights can be threatened.

- Crime prevention must be supported by the whole society. Political leaders should encourage the development of solidarity of community members.

Regina's experience was typical of that of municipalities that responded to this initiative. Following the mayor's attendance at the conference, city council endorsed the conference's recommendations, sponsored a major conference of its own, and committed to developing a comprehensive urban safety strategy.

The local conference, held in April of 1990, led to the formation of a number of working groups. After these groups reported back to another community conference, a commitment was made to establish a Council on Urban Safety and Crime Prevention. This initiative ended in 1992 because of a lack of funding. However, over the next two years a series of efforts, including the Horner report, the FCM Standing Committee on Community Safety and Crime Prevention strategic plan, and the establishment of the National Crime Prevention Council during Phase I of the National Strategy on Community Safety and Crime Prevention, led to a renewed interest in crime prevention. In 1994, an Advisory Committee was formed and its work resulted in the formation of the Regina Crime Prevention Commission in 1995. The Commission, appointed by Regina City Council, reports to Council through the Executive Committee. The mayor chairs the 12-person Commission, and membership includes the chief of police and 10 community members.

## The Evolution of a Municipal Crime Prevention Council

Toronto's city council has placed a high priority on crime prevention. The evolution of Toronto's crime prevention council provides lessons that should be of interest to those who are trying to establish their own councils.

In response to public concerns about safety, particularly concerning violence against women, Toronto City Council established the Toronto Safe City Committee in 1989. The Committee's mandate was to prevent violence against women and other vulnerable groups. The committee, consisting of three city councillors and 20 representatives from community organizations, met monthly. Support, including one permanent staff person to coordinate the work, was provided by a secretariat within the Planning and Development Department of the city. Other staff were hired on a term and/or project-by-project basis, while existing staff from within the city carried out various tasks.

The Safe City Committee had three main functions:

- advocacy through the identification of issues relating to violence prevention and advising the city about policies and programs
- education and community development delivered through workshops and forums on safety issues and through displays, pamphlets, speaking engagements and general advice to the community
- identification of the sources of information and the linkage to information within the city and throughout the world on specific issues. The committee has a safety resource library, open to the public, on safer communities, anti-violence initiatives, workplace violence, sexual assault, issues of abuse, and safety issues relating to housing, transportation, and parks.

The committee was successful in influencing municipal government policy and in generating community development initiatives. The Safe City Committee is a good example of how a municipal crime prevention council can involve a wide range of groups in crime prevention. The Committee also provided the framework for a variety of programs. At the initiation of the Committee, the municipal government included the right to a safe city in Toronto's official plan. City council included crime prevention guidelines in the approval process for new building developments, passed several new security by-laws, encouraged a number of civic departments such as the parks department to develop security plans for their areas of responsibility, and developed a grants program to fund community-based prevention programs.

A major reason why the Toronto Safe City Committee was effective was its place as part of the structure of municipal government. There is ample evidence that crime prevention does not work if it is left to small, under-funded community groups or to agencies, such as the police, that do not focus solely on preventing crime. By integrating crime prevention into the normal operations of the municipality, Toronto councillors ensured that it would be approached systematically and that it would have the same claim on municipal resources as other quality-of-life initiatives. The Committee also provided the leadership and coordination that effective crime prevention needs, but at the same time ensured that solutions could be tailored to local problems and that communities within the municipality could develop their own solutions.

The structure of this committee was changed after the recent amalgamation of municipalities. In 1998, the council of the new City of Toronto set up a Task Force on Community Safety in order to develop a new comprehensive and coordinated community safety plan for the expanded municipality.

## Starting Your Municipal Crime Prevention Council

Once a community has decided to establish a municipal crime prevention council, the next question is how to begin to organize the council and what form the council should take. In their publication *Launching a Community Coalition for Crime Prevention and Safety* the Community Safety and Crime Prevention Council of Waterloo Region describes the steps to organizing a municipal crime prevention council:

- **Gain political support.** The municipality must approve the council and affirm its commitment to the work of the council. In Waterloo, this support is shown by the fact that the crime prevention council office is located in the office of the

chief executive officer for the region. Experience in other communities has shown that linkages with the mayor, council and other municipal officials are absolutely critical to the success of a crime prevention council.

- **Include the police as partners.** In Waterloo Region, the police were important partners but not the leaders of the Community Safety and Crime Prevention Council. The Waterloo Regional Council supported this approach by approving the participation of particular services, organizations, and groups; affirming that these groups needed to be represented by persons with decision-making powers; and advertising in local papers to recruit citizens to become part of the committee.

- **Obtain funding and staff support.** In larger municipalities, staff support is essential. Neither busy municipal officials nor citizen volunteers can provide the continuity that is necessary for the development and implementation of effective programming. It may not be feasible to have full-time support in smaller communities, but even there, some staff support is essential.

Portage la Prairie, a small municipality in Manitoba, found it valuable to hire a crime prevention coordinator to take on responsibility for volunteer coordination, administrative and police liaison, public relations, community training and education, and the Community Justice Forum. The City has now taken over the administration of many programs previously handled by the RCMP, including Neighbourhood Watch, Citizens on Patrol and Block Parents. The coordinator works closely with members of the Community Policing Committee and is able to act as a contact with the provincial minister of Justice and provincial members of the legislative assembly concerning crime prevention matters. As a result of these efforts, Portage la Prairie has established an impressive variety of prevention programs.

- **Prepare the ground for action.** In Waterloo Region, the first steps taken were to identify best practices in crime prevention, prepare terms of reference, and hire a coordinator.
- **Determine a mandate and terms of reference.** In order

to get your council operating, you will need to be concerned with issues such as the mandate of the council, terms of reference, strategic direction, and a job description for a coordinator. (You can find examples of these in Appendices Two to Five of this primer.)

- **Learn about the community and its problems.** A new crime prevention council needs some time to learn more about the community and its problems. In Britain, the new *Crime and Disorder Act* requires municipalities to begin by conducting a Crime and Disorder Audit. The London Metropolitan Police Service has provided advisory guidelines for such audits. The audits have a variety of functions:
  - identify local concerns about crime and disorder and its harmful consequences (including fear and restrictions in social and economic life)
  - measure the current risk of crime and harmful consequences, and detect emerging problems
  - provide for consultation (including managing public expectations of the local response to crime and disorder and of its likely impact)
  - assess needs and vulnerabilities of different areas in order to set priorities, objectives and targets. These may be hot spots (geographical areas within which there are multiple problems that cause a disproportionate level of public anxiety or use of resources), or different groups of people in com-

munities (e.g., the elderly, women, racial minorities, young people)

- identify local causes of crime and disorder, then place them in context to ensure that solutions selected are appropriate, well implemented and match up with best practice
- review and assess existing police, local authority and other agency policies and initiatives that contribute to crime and disorder prevention
- document current formal and informal preventative measures (e.g., those involving transport security schemes, shopping mall security, park wardens, street/market inspectors, estate caretakers, drug rehabilitation schemes, mediation and reparation schemes, after-school clubs, voluntary groups and organizations). Identify those people and agencies in the community who are best placed to intervene
- provide a baseline for the input, output and outcome measures needed to monitor and evaluate the impact of preventative action
- provide a focus for collaboration between agencies with different goals, responsibilities, priorities, time-scales and geographic coverage
- provide a common understanding of problems and priorities of partner agencies
- provide a factual basis for public participation in the process

- provide an opportunity to record achievements.

While this is a long list of functions, it serves to highlight the fact that the key to effective action is effective planning. Without a thorough knowledge of the community's strengths, weaknesses and problems, your council's chances of success will be limited. Guided by a sound planning process, you will be able to analyze your crime and disorder problems, assess what is being done to address these problem and what needs to be done. You can identify community partners to conduct the work, look for resources, and effectively implement programs tailored to your community's needs. In the rest of this primer, you will learn how to ensure that your crime prevention council does an effective job of improving community safety.

## Developing an Effective Crime Prevention Council

You must take steps to ensure that your crime prevention council operates effectively. Members will inevitably come from diverse backgrounds. This means that they will each bring different perspectives and different ways of expressing themselves. It can take a great deal of work to ensure that such a group can work together effectively.

The Waterloo Region Community Safety and Crime Prevention Council took great care to ensure that its members could work together effectively. Members were encouraged to discuss their organizational and community roles with the others. Each meeting had a team-building

element, and the Council held a successful team-building retreat. Members of Council were also sensitized to the differences in power and resources between different members.

## Rural and Urban Municipalities

FCM's 1997 survey of municipalities showed some differences between rural and urban respondents that need to be taken into account by local crime prevention councils. The most important is that respondents from towns are only half as likely as city respondents to report that problems are being addressed successfully. This difference was largely due to a lack of programs; town respondents were more likely than city respondents to report that they had no programs to deal with specific problems.

Why are towns less likely to have programs that address their crime problems? First, expertise is less likely to be available in small communities. Larger communities can draw upon a wide variety of knowledgeable resources, including universities, government agencies, police departments, and hundreds of community organizations. Second, funding is less likely to be available in the small communities. Large communities can more easily re-allocate funds from other areas to organize a council and to have staff to prepare applications for program funding. Small communities may have far less budget flexibility because of the small scale of their operations, and may not have expe-

rienced people with the background to prepare funding requests.

But size is not always a handicap. The 1997 survey showed that rural areas were more likely than towns to have programs that addressed their needs. However, the results did point to the need for local councils and other orders of government to make sure that expertise and resources are not just directed toward major population centres.

## Structure

There is no single model of an effective council on crime prevention. However, experience suggests that a crime prevention council must have a direct reporting relationship to the municipal council, have adequate staff and other resources, and have a membership that includes community members as well as members of the municipal council and representatives of agencies that have an interest in the problems of crime and disorder. A report by the government of Québec (Comité Intersectoriel sur la Sécurité dans les Milieux de Vie, 1999) stated that the municipal council must be directly involved through one of its standing committees in order to provide a link with the decision-makers.

## Funding

Ideally, your municipal crime prevention council will be funded in the same way as other municipal services. In some Canadian communities, the municipality provides funding for staff, office expenses,

and some projects. This core funding contributes a great deal to the success of a crime prevention council because it enables the council to devote its full attention to programming. There are, however, some successful councils that do not have continuing municipal funding. Some of these, including the Ottawa-Carleton Centre for Crime Prevention, are able to raise operating funds from private sources. Some possible sources of private funds are foundations, banks, insurance companies, shopping malls, and business associations. Some councils also raise funds from the community through bingo, lotteries or other events.

The National Crime Prevention Centre is an important potential source of funds for community groups. The Centre has four funding programs:

- The Community Mobilization Program
- The Crime Prevention Partnership Program
- The Crime Prevention Investment Fund
- The Business Action Program on Crime Prevention

You can find more information about these programs from the National Crime Prevention Centre or from their Web site at [www.crime-prevention.org/index.html](http://www.crime-prevention.org/index.html). The Centre will provide developmental assistance where possible in order to accommodate the needs of groups that may not have a great deal of experience with funding applications.

# PLANNING CRIME PREVENTION PROGRAMS

*The primary role of local crime prevention councils is to plan and coordinate their municipality's crime prevention programs. The experience of many communities has shown that this can be done only if these tasks are approached in a systematic fashion. In this section, we will look at the need for planning, then outline a planning model that will help your efforts to succeed.*

## The Need for a Planned Approach

The key to successful crime prevention is planning. To have any chance of reducing crime and fear of crime, strategies must be developed through a systematic planning process, beginning with a careful analysis of the problem. This means that you should approach your community's problems logically and systematically. Develop programs that address your community's needs, then evaluate those programs to make sure they are effective.

Careful planning has several benefits. First, limited resources can be directed toward the most serious problems. Second, the activities of different agencies can be coordinated. Third, it is easier to assess the results when you focus activities on carefully defined problems. See Figure 1<sup>1</sup> for a planning, implementation and evaluation model

that can be used to systematically identify problems, match solutions to those problems, and evaluate the results.<sup>1</sup>

**Step 1: Identifying and Describing the Community's Problems.** This is the research stage. Use crime statistics and community consultation to define crime problems in their community context, to establish priorities, and to describe the key aspects of these priority problems through detailed crime analysis. The result is a precise statement of the problem(s) you wish to address. You can analyze the problem(s) in three steps. First, describe a broad range of crime problems in sufficient detail that you can assess their relative seriousness. Second, set priorities among these problems. Third, analyze these priority problems in detail before you begin working on solutions.

**Product:** A statement that describes your problem in as much detail as possible.

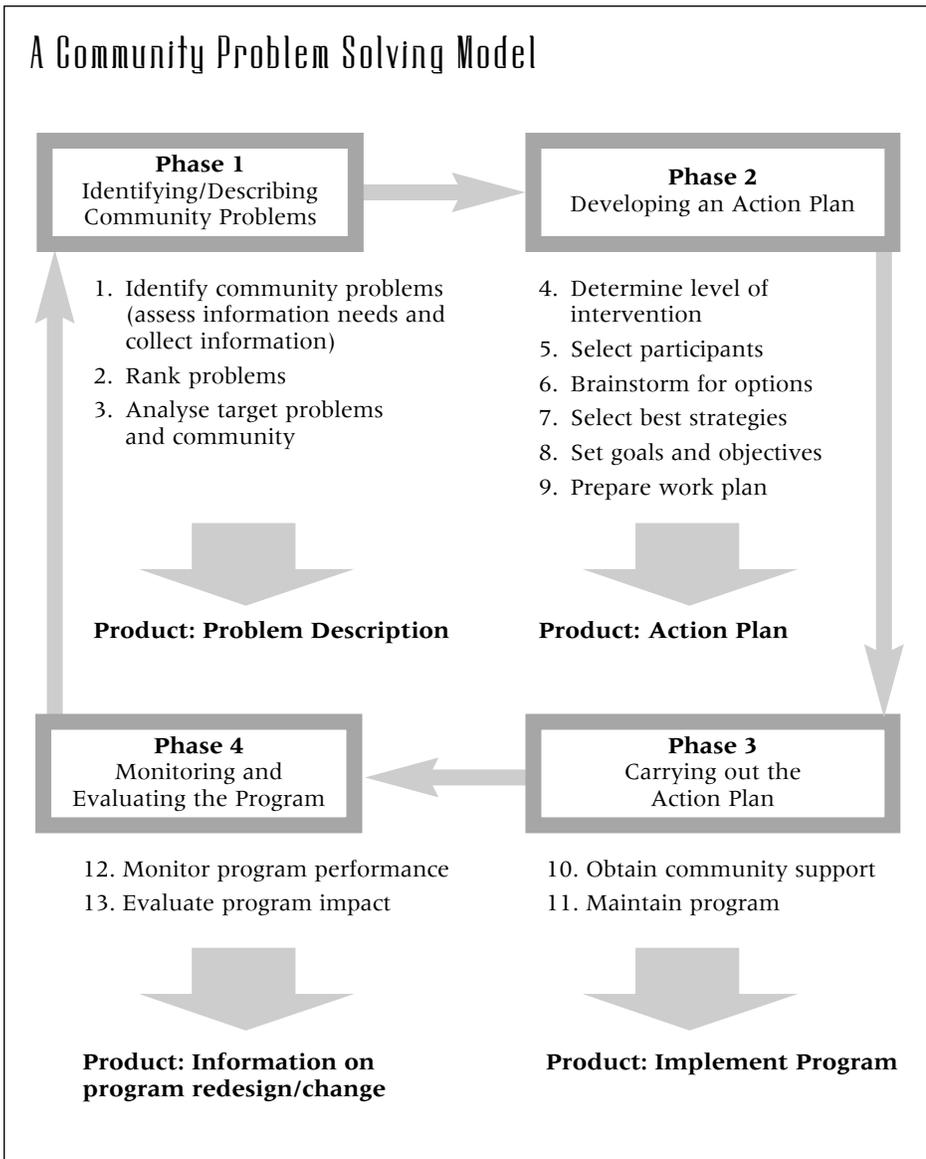
### **Step 2: Developing an Action Plan.**

This is the strategic planning stage. Your crime prevention council will develop a set of approaches most likely to be successful, including selecting potential participants, setting goals, establishing indicators of success, and choosing between alternate crime prevention strategies. You can choose from many different types of strategies. A program might involve any or all of five major types of strategies:

- social development (parenting skills, healing circles, school programs)
- community action (Neighbourhood Watch, citizen patrols)
- police action (foot or bicycle patrol, community offices, surveillance)

<sup>1</sup> For more details on this planning model, see *Building a Safer Canada: A Community-Based Crime Prevention Manual*. Ottawa: Department of Justice, 1996. A similar model is presented in *Sécurité dans les milieux de vie*. Quebec City: Comité Intersectoriel sur la Sécurité dans les Milieux de Vie, 1999.

## A Community Problem Solving Model



- situational techniques (exact fare systems, zoning, marking vehicle parts) physical design (target hardening, street layout).

Solutions should not be selected mechanically, but rather tailored to the specific problem that is being addressed. Off-the-shelf programs will not succeed unless they meet the needs of your community's specific situation.

Your strategy must also state precisely how the intervention will

achieve your intended goals, and take into account the concept of "dosage" – how much intervention will be necessary to achieve these results.

**Product:** An action plan detailing your strategy, along with a statement of goals and objectives and a detailed work plan.

### **Step 3:**

#### **Carrying out Your Action Plan.**

This is the action stage. Your council can help determine the roles that participants should play, obtain the

necessary support from agencies that should be involved, and decide how to maintain your program.

**Product:** An operational program.

### **Step 4:**

#### **Monitoring and Evaluating Your Program.**

This is the assessment stage. You must monitor each step of the implementation to ensure that it is being done correctly and on time. This is called process evaluation. And an impact evaluation will show whether conditions have changed because of the program. The degree of success of the initial strategy will help you decide what approach to use in subsequent attempts to resolve the same or similar problems. Impact evaluation also introduces an element of accountability into the process, since those involved know the results of their efforts will be measured.

**Product:** A program evaluation.

In your role as a member of a municipal crime prevention council, you may be directly involved in the program planning process. However, even if these tasks are done by other people – perhaps by local community groups – you must be familiar with the planning process in order to play the role of coordinator, advisor or funder. A new crime prevention council can make an immediate impact simply by ensuring that community programs are properly planned and implemented. The planning process must begin with a careful identification of the problem(s).

# PROBLEM IDENTIFICATION

*The first step in any crime prevention program is a diagnosis of the community's problems. You must understand the problems and the context in which these problems occur in order to prevent them. With detailed information on hand about a problem, it may be relatively easy to come up with solutions.*

*As in most activities, the more preparation you do, the more likely you are to succeed.*

A simple example illustrates this point. Consider two cities. In the first, the annual police report shows that the city had 1,100 robberies in the previous year, which is an increase of 15 per cent. Concerned about an increase in a serious crime, planners use this information to implement several generic robbery prevention programs throughout the city. However, because these programs are not targeted at any specific types of burglary, and can be implemented only superficially on a city-wide scale, they are not likely to have any impact.

Compare this with a city, equipped with an effective information management system that finds that over the past two months there have been 75 purse snatchings in the downtown area. Crime analysts determined that most of the victims were seniors who were waiting at bus stops near two large medical clinics. Most of the robberies occurred on weekdays between 3:30 and 4:30 in the afternoon. Sources suggest that suspects are students at a downtown high school.

You can see how much easier it would be to plan effective programs with the detailed information included in the second example. In the first case, planners would be grasping at straws to try to find a solution, but in the second example one could come up with a variety of possible prevention strategies precisely targeted at the problem.

## How to Analyze Your Community's Crime and Disorder Problems

There are several steps are required to analyze your community's crime and disorder problems. Below is a summary of these steps, followed by a detailed discussion of approaches.

### Summary:

#### Step 1

**Identify your community's problems.** To do this, you must find the appropriate sources of information and collect and analyze as much information as possible from these sources. The tasks in Step 1 are:

- Define your community (by geography or interest).
- Decide who should be involved in planning.
- Seek out sources of information.
- Measure the problems and their impact on the community.

#### Step 2

**Determine which problems are most important.** Using these data, you must next decide which problems to target, based on their importance to the community and their potential for reduction. The tasks in Step 2 are:

- List your community's crime and disorder problems.
- Prepare a priority-setting matrix.
- Determine your community's crime prevention priorities.

#### Step 3

**Analyze the target problems and their community context.** The more detail you can learn about the nature of the crime problems and the strengths and weaknesses of the community, the more likely you will be to develop successful prevention programs. The tasks in Step 3 are:

- Conduct a detailed crime analysis of your priority problem or problems.
- Conduct an analysis of the community, including its physical and social characteristics, in which your priority problem or problems occur.

You will now have a **problem statement** on which to base your subsequent design and implementation of prevention programs.

Detailed discussion of approaches:

## STEP 1: IDENTIFY YOUR COMMUNITY'S PROBLEMS

There are a many different sources of information about crime. Each of these has its weaknesses, so try to use as many different sources as possible.

### Official Agency Statistics

The most widely used source of crime prevention data is crime occurrence reports collected by the police. Crime prevention planners can use this source of information to deal proactively with crime by identifying trends as they develop. Local patterns can be monitored to determine when crime begins to exceed normal levels, and city-wide patterns can be compared in order to identify high-crime areas that can be targeted. Data from social service agencies can also be used.

### Consulting the Community

Community members are an important source of data about crime. In

addition to providing you with planning information, consultation with the community at this early stage will help to ensure their participation at the implementation stage. People are more likely to get involved in programs if their views have been considered in the planning process. Experience has shown that if you decide to implement programs without consulting those who will be affected, those programs will not likely succeed.

There are many reasons why official police crime statistics may not contain all the information needed to define a community's problems. Surveys that have asked people about their victimization have found that people report less than half of all crimes to the police. Therefore, victimization surveys are useful in providing a more complete picture of a community's crime problems. We also know that fear of crime can lead people to move out of a neighbourhood, or to isolate themselves from other community members. Moreover the level of fear does not always correspond to crime levels, so you may wish to ask people about their fear of crime and other types of disorder.

There are several ways of getting information from the community, including formal surveys, key-person interviews, public hearings, task forces, and commissions. Some useful information can also be gathered from the media and from organizations such as planning agencies, housing departments, social services agencies, schools, and education and public works departments.

### Community Safety Audit

Safety audits are becoming a popular planning tool. A safety audit is a visual inspection of part of a community. This can be done with a group of community members and can be a way of getting them involved in any resulting programs. The Winnipeg Safe City committee produced a booklet containing an audit checklist, which included:

- general impressions of the area
- lighting
- sightlines
- possible assault sites
- isolation: are other people around or within earshot?
- escape routes
- movement predictors
- nearby land uses
- signs
- overall design
- factors that make the place more, or less, human (graffiti, vandalism, abandonment)
- maintenance
- improvements needed.

The Toronto Task Force on Community Safety (1999) recently recommended that safety audits be conducted in every neighbourhood. They recommended that municipal staff be trained to help communities with the audits, that staff be directed to coordinate and implement recommendations arising from the audits, and that a safety audit guide be published and put online to be readily accessible. These recommendations give the municipality the responsibility for making changes, helping to avoid the common problem that safety audits often have little impact because they are con

ducted by groups that have no authority to make the suggested changes.

## STEP 2: DECIDE WHICH PROBLEMS ARE THE MOST IMPORTANT

We need to identify problems in order to **set priorities**. Resources are always too limited to deal with all the problems at once. Thus, part of the planning process must include setting priorities to guide subsequent planning and implementation. You might find it difficult to limit your activities to these priority problems, but failure to do so will spread your efforts so thinly that they will have little or no impact. Also, limited resources can be spent more wisely if you take care in setting priorities. For example, a recent evaluation of the British Safer Cities Programme found that it cost three times more to prevent burglaries in the lowest-risk areas than in the highest-risk areas. Thus, your investment will reap greater crime reduction if you select your priority areas carefully.

Setting priorities is not a simple mechanical task. For example, how does one weigh a violent offense with injuries, a poor response from the criminal justice system, and a low reduction potential against a property offense where community fear levels are high, property recoveries are being made, and the reduction potential is high? The only answer is that your planning team's experience and judgment, along with their knowledge of the community and its concerns, are required to make sound decisions. There is no simple way of setting

priorities. Because it is a subjective process, different people in different communities will choose different priorities. However, you must set priorities in order to have the necessary focus to implement effective programs.

## STEP 3: ANALYZE YOUR TARGET PROBLEMS AND YOUR COMMUNITY

The first stage of problem analysis was a broad and shallow audit of your community; this stage is a narrow and deep audit that will tell you more about crime patterns and the community so you can come up with sound solutions. This step involves two stages:

### Crime Analysis

To develop sound programs, you need as much information as possible about your target crimes. Consider, for example: target/victim characteristics, offender characteristics, time of the offenses, the role of alcohol and drugs, distinctive methods of committing crimes, location of the offenses, and any specific opportunity factors that might contribute to the offenses.

You might have already collected some of the information you need for a detailed analysis of your target crimes in the problem identification stage of your planning. However, normally you will have to do additional work to collect these data. In this process, rely upon police crime analysts and your own knowledge of the community. Although collecting and analyzing this information may require considerable time and effort, the results justify the

work. With clear priorities and a thorough problem description, you will greatly increase your chances of setting up a successful prevention program.

### Community Analysis

In addition to information about crime and disorder, planners need to gather information about the physical and social characteristics of their community. This is important both for understanding community problems and for planning solutions. Community information is particularly valuable in crime prevention through social development programs (see Section 6). Community assessment also points out the community assets and resources that will be vital to the success of prevention programs.

Statistics Canada provides information on many of the community characteristics in which you will be interested. Other sources include city planners, municipal boards, community surveys, and your own knowledge of the neighbourhood. Gather data on **physical characteristics** such as the type and condition of housing, neighbourhood condition, transportation patterns, population size and density, and the concentration and types of businesses and industries. You will also need to know about your community's **social characteristics**, including age, gender, socio-economic status, race and ethnicity, household composition, stability, youth activities, and neighbourhood communication patterns. An example of the community information that will be useful to you is shown in Figure 2: the measures and indicators that the Federation of

Table 1: ILLUSTRATION OF THE QUALITY OF LIFE (QOL) TEMPLATE: MEASURES AND INDICATORS

Human Resources	Affordability	Employment	Housing	Stress	Health	Safety	Participation
Population age groups	Cam1	Employment and unemployment rates	% renters paying 30% or more of income for rent	% of families with a lone parent	Infant mortality	Property crimes/ per 1,000 residents	Voting turnout
Population growth	Cam2	% of population temporary or self-employed	Median rental as % of median income	% of families that are low-income	Low birth weight	Violent crimes / per 1,000 residents	Charitable donations (\$) / per resident
Education levels	Family income changes	Long-term unemployment	Median income compared with median house cost	Teenage births per 1,000 residents	Premature mortality	Young offender charges / per 1,000 residents	Donations to United Way (\$) per resident
Migration: in-country and external	Public transportation: cost as % of minimum wage	% taxfilers receiving Employment Insurance or Social Assistance	Residential tax revenues per resident	Suicides per 1,000 residents	Work days lost because of illness, disability	Fear to walk in neighbourhood*	Daily newspaper circulation per 1,000 residents
Literacy	Government transfer income by source	Median wages by gender and age	% of houses needing major repair	Homelessness; * children in care;* crisis calls*	Hospital discharges	Unintended injuries per 1,000 residents	Recycling, kg per resident, per year
Labour force replacement ratio		Employment income as % all income	Real estate sales \$ per 1,000 residents	Personal and business bankruptcies			
Immigrant and visible minority population							

\*Reliable data for these indicators is not yet available

Source: FCM Quality of Life Reporting System, 1999.

Canadian Municipalities uses to assess quality of life. Using these measures, you can conduct a comprehensive analysis of your community that will enable you to plan and implement effective programs to deal with problems of crime and disorder.

## Problem Statement

At the end of the problem identification stage of the planning process, you will have a **problem statement** that will form the basis of all subsequent work. Your problem statement will include all the information that you have collected about the nature and extent of the problem you have targeted and about its community context. The work you put into this stage will pay off later in the planning process, because it is much easier to develop programs once you know the dimensions of the problem.

## A Community Needs Assessment

The Regina Crime Prevention Commission (1998) conducted a needs assessment of the North Central community, an inner-city neighbourhood with a violent crime rate about six times the city average. As part of this assessment, the Commission identified the following community trends:

- The largest age group in North Central is between 25 and 29 years old.
- The second largest age group is children aged zero to four years old
- The Regina neighbourhood with the largest proportion of Aboriginal residents is North Central.
- Almost 75 percent of the Aboriginal population in North Central is under the age of 30.
- A high number of elderly women live alone.
- Rates of rental accommodation versus home ownership are increasing.
- There are a high number of absentee landlords and vacant residential lots.

Awareness of these trends is invaluable in determining the types of programs that can improve community safety for North Central residents. A particular focus in Regina will be early intervention and prevention programming for Aboriginal children and youth, combined with community development activities.

# DEVELOPMENT OF AN ACTION PLAN

*Once you have identified a priority problem and defined the dimensions of the problem, the next task is to develop your action plan. In this stage, your planning group will develop a set of approaches that are likely to solve the problem you have defined, including selecting potential participants in your program, setting goals, establishing indicators of success, and choosing between alternative strategies. The product of this stage will be an **action plan** detailing the strategy you will use.*

## Choosing the Level of Intervention

You must decide who is in the best position to help deal with the priority problems that you have identified. Programs may operate at national, provincial, city or town, neighbourhood, block, group or individual levels. For example, break and enters can be reduced through a variety of strategies, including changing national or provincial building codes, implementing the homebuilders' Shield of Confidence program, establishing Neighborhood Watch groups, increasing home security, improving educational and employment opportunities for youth, and increasing police patrols. The level of intervention you choose will depend on the nature of your community's problem and on the time and available resources.

## Selecting Participants

Once you have determined the level of intervention, you need to identify potential participants in the program planning and implementation phases of your project. Some will already have been involved in the earlier stages of the process. If a steering or planning committee was established to deal with problem identification, members of this committee may form part of the group that will be responsible for the remainder of the program.

Your crime prevention council will provide some continuity of involvement in a variety of programs. However, for each individual problem or project, you will need to involve a coalition of those that have an interest in the problem and are able to help to resolve it. These coalitions will be fluid – different people may be involved at different times, and participation may shift as a project moves in new directions.

When you are considering participants, remember agencies that are not specifically in the business of crime prevention but that provide programs that affect crime. These include schools, youth groups, women's groups, anti-poverty organizations, and so on. Remember that crime prevention is a progression from healthy communities to healthy families and ultimately healthy individuals. This view of crime prevention illustrates the need for broad participation in the partnerships that must be a part of any crime prevention council.

## The Role of Community Leaders

A crime prevention council is a means by which civic and community leaders can help their communities reduce crime and disorder. Some of these leaders will serve on your crime prevention council; try to involve others in specific projects and programs. A study conducted in the U.S. by the National League of Cities documented the role of

leaders in communities that had been successful in reducing crime rates (National Crime Prevention Council, 1999). Leaders play a number of roles in these communities:

- They model the spirit of civility, cooperation, and openness to change that sets a tone for public discourse and problem solving.
- They use the power of their office to convey messages about the vital importance of crime prevention, community-building tasks, and widespread civic participation.
- They help shape processes and programs that engage communities in problem solving and shaping solutions.
- They use team-building skills to build trust and communication and resolve conflicts.

Leadership is important, but municipal leaders cannot do the job by themselves. A group, such as a local crime prevention council, is needed to translate the ideas of the community and of community leaders into action that leads to the reduction of crime and disorder in the municipality.

## Setting Goals and Objectives

To guide program implementation and to provide a basis for evaluation, you must establish goals and objectives. For the purposes of this primer, **goals** are the final aim of a project (e.g., to reduce the incidence of break and enters in our community by 10 per cent by December 2002); **objectives** are the program targets that must be met to achieve the goals (e.g., to organize 75 per

cent of the houses on each block in Neighbourhood Watch by June 1, 2001). It is important that the targets for results and dates be realistic: it is better for the morale of participants, most of whom will be volunteers, to exceed modest goals than to fall short of more ambitious ones.

Goals have several purposes. They provide a basis for allocating resources to your priority problems, they provide clarity and focus to the program, and they are a means of monitoring progress. Your goal statement should be as simple and clear, yet state specific crime reduction targets. Without these, you will have no way of knowing how successful your efforts have been. Goals should be **SMART**: **S**pecific and precisely defined, **M**easurable, **A**chievable and **R**ealistic, with a **T**ime-frame attached.

Unfortunately, crime prevention councils often define their successes in terms of process rather than results. For example, one Canadian municipality lists its yearly goals as: To increase public awareness of the Crime Prevention Office by means of encouraging citizens to become actively involved in preventive policing programs; to create opportunities to allow interested citizens to help prevent crime; to increase public awareness of the program through the Crime Prevention Office and the media; and to establish an ongoing relationship where the city, police and citizens can come together to promote public safety in the city.

While these are all positive aims, they are organizational matters that have nothing directly to do with preventing crime. Contrast them with some of the goals stated in the strategic plan for crime prevention in Hackney, England, which includes:

- reducing youth crime
- increasing the numbers of those referred to services to reduce drug and alcohol misuse
- decreasing reported street robbery of 25 per cent over three years
- reducing by 25 per cent reported burglaries
- increasing by 75 per cent, over three years, the reporting of domestic violence and improving services to the victims
- ensuring there is effective reporting of incidents of racial and non-racial harassment and intimidation across the borough and that a comprehensive range of crime prevention services are in place to tackle these offences.

The specific targets in the Hackney plan make it much easier to evaluate the success of crime prevention efforts and to keep implementation efforts moving. Just as businesses set profit targets to keep their activities on track and to form the basis for judgments about their success, so should crime prevention planners pay attention to whether or not their programs actually prevent crime.

## Selecting Strategies

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Earlier, we noted that programs such as Neighbourhood Watch and Operation Identification are often implemented with little or no planning. While these may be effective in some cases, the best way to reduce crime is to select prevention strategies that fit the problem and the community.

The next section will provide you with some of the latest information about what works in crime prevention. Once you have chosen the strategies, you need specific objectives and an action plan to connect these strategies to the goal. Then, you will need a work plan to guide the implementation process.

# WHAT WORKS IN CRIME PREVENTION

*There are thousands of different ways of trying to prevent crime; it is impossible to list them all. The important questions to ask about each of them are, “Does it work? Under what circumstances?” Those who plan carefully and select programs that best suit their own community’s unique circumstances can be confident that their efforts will be productive.*

However, be careful when you select strategies. Programs that work in one context will not necessarily work in another. Also, some programs have specific qualities that make them successful. Later in this section, you will read about the successful Perry Preschool program. The triumph of this early childhood education program might lead one to assume that any early childhood education will have a positive impact on subsequent crime and delinquency, but this is not the case; other preschool programs have not been nearly as successful.

## Factors in Crime

To understand the various types of crime prevention strategies, you should realize that there are three factors in every crime:

- a motivated offender
- a suitable target
- lack of guardianship.

If one of these factors can be changed, a crime can be prevented. Most of the crime prevention

strategies that you are familiar with involve increasing guardianship and making targets less suitable or accessible to offenders. However, the only way to permanently reduce crime is to reduce the number of motivated offenders. In this section, you will learn about these types of programs:

- social development programs
- community programs
- police programs
- situational prevention and crime prevention through environmental design.

## What to Do with These Strategies

The wide range of crime prevention strategies can make it difficult to decide which to use to address your community’s priority problems.

Before reading about some of the programs that have been used, consider how you can select the strategies that will have the best chance of addressing your community’s crime and disorder problems.

**Brainstorm Strategies.** In developing your own programs, it is important that solutions not be selected mechanically but tailored to your community’s specific problem. Beginning with your problem statement, your planning group should consider a number of different possible solutions from each of the categories: community programs, police programs, social development programs, situational programs (including legal/administrative changes), and environmental design changes. As a result, the planning group will consider a broad range of solutions rather than a limited list of traditional programs.

First, list all the strategies you can think of in each of these categories. After eliminating those that are not practical or address the problem, you can assess the remainder, using criteria such as:

- How would the strategy address the problem?
- What is the potential for success?
- What will the strategy cost?
- Where will you get the funds?

- What difficulties do you anticipate with the strategy? Will anybody oppose it?
- How long would it take to implement the strategy?

Following these guidelines, you can choose effective and affordable programs that truly target your priority problems.

## CRIME PREVENTION STRATEGIES: SOCIAL DEVELOPMENT PROGRAMS

The Federation of Canadian Municipalities and the National Crime Prevention Centre are strong advocates of crime prevention through social development. This approach recognizes that effective crime prevention involves building and sustaining relationships in community settings. Social development programs aim to create safer communities by addressing the factors that lead individuals to commit crimes. For example, improved school programs and increased job opportunities may reduce the motivation of youth to get involved in delinquency.

### The Need to Develop Programs for Youth

While other types of crime prevention programs try to prevent crime by reducing the attractiveness and/or improving the guardianship of potential targets, social development programs seek to reduce the number of motivated offenders or to provide support to reduce the risk of victimization. Most are directed toward vulnerable and high-risk children and youth. We know that about 5 per cent of adolescents

## Box FIVE

### Developing Strategies

The Edmonton Safer Cities Office decided to address the issue of public intoxication in two communities (Bubel and Dozois, 1999). This is a good example of the work needed to select, and assess the value of, prevention strategies. A consulting company researched different strategies that might be used. Using academic databases and Internet Web sites, they first looked for information about the causes of public intoxication. They concluded that the prevention program would have to address five interrelated factors. They also looked for strategies to deal with each of these factors:

- Physical factors: if people do not have stable housing where they can drink, they will drink outside. Programs that addressed this factor included wet shelters, transitional housing, and permanent tolerant housing.
- Psychosocial factors, such as addiction and poverty: community outreach workers and culturally based treatment programs addressed these.
- Legal/enforcement factors: ineffectual enforcement, such as issuing fines that will not be paid, weakens any attempt to use policy to curb public intoxication. These factors are addressed by community patrols, zones of tolerance, and policy-based approaches to control access and availability (for example, controlling the density of liquor stores).
- Health/safety factors: the use of non-beverage alcohol and intoxicants has an impact on the health and stability of street drinkers, which in turn affects other areas, such as housing and poverty. These factors are addressed by strategies such as the banning of Chinese cooking wines and other non-beverage alcohol, safety audits, cleanup and beautification.
- Economic factors: poverty contributes to the downward spiral of addiction and homelessness, which in turn increase public intoxication and panhandling. No specific strategies addressed economic needs, though many of the programs in other categories touch upon issues of poverty.

The consultants gathered detailed information about these programs by interviewing people who were familiar with the programs. Six case studies, in Toronto, Winnipeg and Vancouver, were studied intensively. They also conducted interviews with people who were public drinkers and organized focus groups with local residents, with social agencies, and with business and cultural groups.

The consultants determined that because the causal factors were all interrelated, **comprehensive** strategies had the highest likelihood of success. Based on this work, they were able to recommend a well-researched course of action to the City.

commit over 50 per cent of all juvenile offenses, so if programs can help even a small proportion of potential high rate offenders, crime will be significantly reduced.

Among the social factors correlated with high rate offending are poor child-rearing and supervision, anti-social parents and siblings, low family income, and school failure (Farrington, 1987). Thus, children and youth who do not achieve in school and who come from homes where parents do not care for them, where parents themselves may have problems with drugs and crime, and where parents are poor and unemployed are the most likely to be potential offenders and to be at risk of negative outcomes such as drug use, depression, and suicide. Social development programs are intended to change these risk factors.

While social development programs show great potential, evidence concerning their effectiveness is limited. In this section, we will look at several different types of programs. While the lack of evaluation research means that many of our conclusions are speculative, the importance of trying to deal with crime and delinquency at its source justifies the efforts that are being made in this direction.

### **Schooling**

School adjustment and school success are related to delinquency. A particularly promising area of intervention is that of preschool programs for children who are at risk of delinquency. One of the few programs that has undergone a long-term evaluation is the Perry Preschool Project, which involved 123 poor minority children in

Michigan. At ages 3 and 4, the children attended a preschool with an active learning curriculum five mornings a week; teachers visited the children's homes once a week. The program ran for 30 weeks each year. A control group did not receive these services. The program was intended to reduce the impact of the children's impoverished backgrounds on their later school success.

The most recent follow-up of the project (Schweinhart et al., 1993) looked at the participants at age 27. Only one fifth as many program group members as controls had been arrested five or more times (7 per cent versus 35 percent), and only one third as many were ever arrested for drug dealing (7 per cent versus 25 percent). The program group had higher incomes, was more likely to own their own homes, and was less likely to have been on welfare. They had greater educational achievement and lower rates of illiteracy. Program group members were more likely to have had stable marriages, and females had lower rates of out-of-wedlock births. The costs of the program were more than recovered through reduced welfare costs and increased earnings of the graduates. Schweinhart et al. estimate that every dollar invested in the program saved \$7. Designers of the program strongly suggest that the intervention must be made while the children are young, and must be thorough enough to overcome the range of disadvantages that the participants face.

Tremblay and Craig (1995) reviewed the results of 13 prevention experi-

ments with delinquency outcomes (including the Perry Preschool study). While most were school or day care based, many also involved intervention with parents outside the school setting. Half the programs demonstrated a decrease in delinquency. Tremblay and Craig found that pre-adolescent programs were the most successful. Also, the most intensive interventions were the most successful, because the longest programs, and those that involved parents as well as teachers, were the most likely to result in improved behaviour.

### **Parenting**

A great deal of research shows that family relationships play a role in delinquency causation. Thus, effective parental training would seem to be a promising way of reducing crime. Particularly worthwhile are programs that improve prenatal and perinatal parenting.

Although delinquency was not used as an outcome measure, several programs have changed parental behaviour in a manner that may well reduce the child's delinquency in later years. For example, Olds et al. (1986) studied the effect of a home visit program in Rochester, New York. Nurses made home visits every two weeks to a treatment group of mothers who had one or more of the following problems: young age, single-parent status, or low socio-economic status. Families were randomly assigned to treatment or control groups. One treatment group received prenatal care home visits and postnatal transportation for care; a second treatment group received biweekly visits until the child was two years of age. A

follow-up after nearly four years demonstrated that the home visits had affected a wide range of outcomes. The visited mothers were less likely to punish their children, had fewer hospital emergency visits, and had fewer episodes of child maltreatment than the control mothers. They also had better employment records and fewer subsequent pregnancies.

Similarly, Hawaii's Healthy Start program, involving home visits by community mentors, has dramatically reduced rates of child abuse and other problems. Both of these programs have the potential to reduce delinquency and crime because children have received better levels of care. While a long-term follow-up is necessary to determine the impact on delinquency, the risk of implementing such programs is low. The costs are relatively modest, the short-term effect is healthier (and presumably happier) children, and the potential for significant long-term payback is high.

Gerald Patterson and his colleagues at the Oregon Learning Center conducted early work on improving parenting skills for parents of older children. Based on his experiences treating several hundred families of antisocial children, and on detailed observation of interaction patterns within these families, Patterson (1980) concluded that the key to changing the behaviour of troublesome children was to teach their parents how to discipline them. This process consisted of teaching parents to 1) monitor the child's behaviour, 2) recognize deviance,

and 3) respond to the deviant behaviour.

In a properly functioning family, parents understand this process and the system is activated by the bonds of affection and caring that exist between the parent and the child. The key is not simply punishment: it was found that many parents of problem children punished them more often and more harshly than did the parents of non-problem children. However, the parents of problem children did not know how to punish their children, and punishment actually made things worse.

Working with the families of pre-adolescent problem children, Patterson developed a program in which parents were taught to shape their children's behaviour by using nonphysical punishments, by rewarding good conduct, and by interacting more positively as a family. The results suggest that the program has potential. One evaluation showed that the program significantly reduced stealing. Although the treatment effects persisted for six months, stealing rates climbed to pretreatment levels after one year (Moore et al., 1979). This finding suggests that parental retraining may be necessary.

Patterson's methods were tested among French-speaking Montreal youth by Tremblay et al. (1992). The most disruptive kindergarten pupils in 53 low-income Montreal schools were randomly assigned to a treatment group, a no-contact control group, and an attention-control group. When the boys were

entering their second year of elementary school, parents were given an average of 15 parenting training sessions; the boys participated in social skills training, in school, in small groups of prosocial peers.

The program was evaluated when the boys were 15 years of age. The treated boys showed less self-reported delinquency from ages 10 to 15. However, there were no significant differences between treatment and control groups in charges under the Young Offenders Act, though the number of charges in both groups was very low (8 per cent). Other positive effects including better school adjustment and a reduction in disruptive school behaviour also disappeared over time. This study also suggests that ongoing or repeated training may be needed in order to maintain program effects.

Another approach to family issues suggests that some family problems may be caused outside the family and may be amenable to change if support programs are provided. For example, Harriet Wilson (1980) concluded that poor supervision on the part of parents is a result of chronic stress, unemployment, disabilities and poverty. Thus, the laxness of parents who do not properly supervise their children may itself be the result of the parents' social situation. If this is the case, the answers to these problems lie in first strengthening the family economically. Measures to accomplish this include employment and upgrading training for those who are unemployed or underemployed, and provision of adequate day care and flexible work schedules for

parents. And programs that simply offer contacts outside the home can help to break down the isolation, which is often a problem for poor single parents. Economic problems may also be alleviated if provinces more aggressively pursue maintenance and child support orders against non-paying husbands.

## CRIME PREVENTION STRATEGIES: COMMUNITY PROGRAMS

### **Neighbourhood Watch**

Neighbourhood Watch programs are probably the most common community based crime prevention measure in North America and involve millions of households. Surprisingly, a major review of crime prevention programs conducted for the U.S. Congress ([www.preventingcrime.org](http://www.preventingcrime.org)) concluded: "One of the most consistent findings in the literature is also the least well-known to policymakers and the public. The oldest and best-known community policing program, Neighbourhood Watch, is ineffective at preventing crime." In fact, this conclusion is not quite correct.

How did the review reach the conclusion it did, and why is the conclusion wrong? Consider one of the evaluations the Congressional researchers used to conclude that Neighbourhood Watch does not work. The lessons learned from this failed program are important for the work of your crime prevention council.

### **London:**

#### **An Unsuccessful Program**

Trevor Bennett (1988) evaluated two Neighbourhood Watch programs in London. He found that the programs had no impact on property crime rates, on the public's rate of reporting crime, or on police success in solving property offenses. Bennett concluded these results were due to a lack of involvement by community members. Other than attending the initial meeting and displaying a Neighbourhood Watch sticker, most residents did not actively participate in the program. Less than half the residents said that they had ever looked for anything suspicious, and less than 10 per cent had actually reported something suspicious to the police during the past year. The programs also involved property marking and home security surveys, but only a small minority of residents had marked their property or had the survey conducted.

It is possible that this program did not reduce crime because it was never properly implemented, nor were the other unsuccessful Watch programs, with participation rates of only 15 to 20 per cent, discussed in the Congressional assessment. Programs with such low participation rates cannot accomplish much more than to move crime from one house in a neighbourhood to another.

These program failures reflect the unfortunate fact that Neighbourhood Watch can be difficult to implement, particularly in high-crime neighbourhoods. Residents in such areas are often fearful, wary of strangers, and reluctant to get involved with

community programs. The Toronto residents who had to post a notice on their door saying they did not sell drugs, in order to avoid being awakened at all hours of the night, were unlikely to greatly trust their immediate neighbours. Residents of high-crime neighbourhoods are also affected by other social problems, including poverty, poor housing, unemployment and addiction, which would make participation in Neighbourhood Watch less effective than in communities where small amounts of crime are the major social concern. Even in communities less troubled by crime and other social problems, Neighbourhood Watch programs are largely ineffective because they are not properly organized or maintained. However, this does not mean that they cannot work – several other studies have shown much more positive results.

### **Kirkholt:**

#### **An Example of Successful Crime Prevention**

In contrast to the London programs, a prevention program in Kirkholt, England (Forrester et al., 1988; Pease, 1991) greatly reduced burglaries. This program is significant, because it shows how following the planning model outlined in this primer can help you to reduce crime. The Kirkholt program also illustrates how you can use social development programs along with more traditional crime prevention techniques, and shows how much effort is required to establish and maintain programs that will actually reduce crime. These efforts are often beyond the capability of troubled neighbourhoods, so an organization, such as a municipal crime

prevention council, is vital to success, particularly in the early stages of program planning and implementation.

Kirkholt, a public housing area, had twice the burglary rate of neighbouring public housing projects. Crime analysts found several patterns that were crucial to planning an effective prevention program. Once a home had been victimized, the probability of a second burglary was over four times as high as the chance of a first burglary elsewhere in the project. This led to a focus on repeat victimization. The methods of entry used suggested that household security had to be upgraded. Planners identified points of vulnerability and provided upgraded security. During implementation, project staff continued to track methods of entry in order to counter thieves' changes in practices. The burglars' most common target was money in electricity and gas prepayment meters. As part of the prevention program, the utilities agreed to provide more secure meters to the victims.

The establishment of a "cocoon" Neighbourhood Watch program to prevent repeat victimization was the most important innovation in Kirkholt. The program created numerous pockets or cocoons of supportive neighbours around recent burglary victims. Each of these neighbours was specifically asked to report anything suspicious near the victimized home, and participants received a home security upgrade.

The program had dramatic results. Within five months, the rate of

burglary fell by 60 per cent. Repeat victimization, which the program specifically targeted, almost disappeared. Building on this success, planners broadened the program to include several new components. Recognizing the need for longer-term measures to deal with the underlying causes of crime in Kirkholt, planners introduced several social development strategies, such as a school-based prevention program and a savings and loan program for the low-income residents. Support groups were set up to help rehabilitate offenders, and the operation of the program was turned over to a community group made up of local residents.

After three years of operation, burglary rates have dropped by 75 per cent – far greater than the decline reported in the rest of the community. This successful program illustrates the importance of careful planning, innovative strategy development, continuous implementation monitoring, and impact evaluation.

Despite the dramatic reduction in crime, the Kirkholt project didn't count as a success for Neighbourhood Watch in the Congressional assessment because evaluators couldn't separate the impact of the Watch component from the other program activities. The ability of Neighbourhood Watch to reduce crime was also shown in carefully evaluated programs in Seattle (Lindsay and McGillis, 1986), Winnipeg (Roy, 1985), and Thunder Bay (Worrell, 1983). However, it is true that Watch programs are rarely properly planned and implemented, and the Congressional evaluation is

undoubtedly correct in concluding that most have little or no impact on crime.

### **Operation Identification**

In property marking, another popular community strategy, residents mark their possessions so that items can be traced if stolen. Participants are usually issued window decals that alert a potential burglar that items have been marked for identification. Identification programs exist for many settings, including homes, commercial establishments, cottages, marinas and construction sites.

The program is based on the assumption that burglars will perceive a greater risk of being caught if they are in possession of marked items. Second, marked items will be more difficult to fence and will thus be perceived as less desirable targets. And once police have recovered goods, they can be more easily identified and returned to the owner.

Several successful programs have involved property marking. A program in Portage la Prairie, Manitoba (Jones, 1982) was targeted at residential and commercial burglaries and thefts. The evaluation found that after the first year, commercial break and enters declined by 70 per cent, and residential break and enters by almost 50 per cent. While commercial break and enters continued to decline in the second and third years, residential burglaries increased during this period, though they remained below initial levels. A further indication of the program's success appeared in an analysis of crime reports, which showed that in the third year of the program,

81 per cent of residential break and enters, and 78 per cent of commercial break and enters, occurred at premises *not* participating in the program.

The impact of this program cannot be solely attributed to the property marking program. Police patrols had also been intensified, and a high priority was placed on burglary investigations.

A property marking program was more recently evaluated in three isolated villages in South Wales (Laycock, 1985, 1991). A great deal of effort was devoted to ensuring a high participation rate. Teams of police officers visited all the residences in the area, and also did several follow-ups in person and by mail. The overall participation rate was 72 per cent, which is much greater than in most property marking programs.

The program resulted in a 40 percent reduction in burglaries in participating villages. Burglaries declined by 62 per cent among residents who participated in the program, but increased very slightly in non-participating households. The second year showed a further reduction to a level that was almost 50 per cent below the original level of burglaries.

Property marking has also proven successful in non-residential contexts (branding of cattle, and automobile licence plates, early forms of Operation Identification, have both been successful in recovering stolen property). For example, a comprehensive program involving grain

elevator operators and farmers in rural areas around Portage la Prairie led to dramatic reductions in farm chemical theft. The RCMP applied the same idea in a part of the Maritimes to deal with the problem of Christmas tree thefts from tree farms. This program, which involved placing metal tags on trees prior to cutting season, saved about \$1.5 million in its first year.

Despite these successes, most identification programs have little impact on crime rates. In most cases, participation rates are so low (typically below 5 per cent) that the program is ineffective. With such low participation rates, burglars who are deterred by marked property will simply move on to neighbouring residences.

## CRIME PREVENTION STRATEGIES: POLICE PROGRAMS

Our conception of the proper role of the police in crime prevention has changed dramatically over the past 20 years. Prior to the 1970s, the community was content to leave law enforcement to the police. Practices such as preventive patrol and rapid response to calls were viewed as the best way to reduce crime. This view changed for two reasons: research that questioned the effectiveness of police strategies, and the recognition that the community must play a greater role in dealing with crime.

Initially, community involvement was limited to the establishment of community relations units and to the inclusion in training courses of sensitizing material dealing with

racial and ethnic minorities. While these programs were a start, they were not very successful because they did not address the underlying issue of the relationships between line officers and the community. Many community relations programs also involved “doing something to” the community rather than “working with” the community in any meaningful sense. Instead, it was necessary to fundamentally change the way in which the police are trained and organized, and in the strategies and tactics they use. This is the intent of community policing.

### **Community Policing in Flint, Michigan**

The Flint, Michigan community-policing project represents a combination of earlier experiments with foot patrol and mini-stations (Trojanowicz et al., 1983; Trojanowicz and Bucqueroux, 1990). The Flint Police Department put foot patrol officers in 14 neighbourhoods, located in local offices (many in schools) where they were accessible to the community. While the officers were called foot patrol officers, their mandate was not just to walk the streets hoping to deter crime through their presence, but rather to focus on crime prevention and the provision of services to community residents. As Trojanowicz described the role of community officers, “Because foot patrol officers make face-to-face contact with the public, they are able to act as community organizers, dispute mediators, service brokers, and links between the community and local social service agencies” (1986:177).

The program achieved many of its goals. Between 1978 and 1981, crime rates in the community policing project area declined by 8.7 per cent, while they increased in the rest of the city. The real impact of the program may have been greater, as crime rates for the first two years of the program were around 20 per cent lower in the program areas.

Calls for service also declined dramatically as a result of the project, apparently because people took minor complaints to their community officer rather than phoning the police station. Citizen surveys indicated that residents felt foot patrol had reduced crime in their areas and they felt safer as a result. While this program was eventually terminated because of a lack of resources, in many respects it was highly successful and has been a model for a number of other programs, including one in Edmonton.

### **Edmonton Neighbourhood Foot Patrol**

In 1987, the Edmonton Police Service implemented the Neighbourhood Foot Patrol Program in 21 high-crime neighbourhood beat areas. A neighbourhood constable in each area worked out of a storefront office staffed by volunteers. Their duties did not just include preventive work; they were also assigned to respond to calls within their foot patrol areas. Constables were trained in problem solving, and were encouraged to work with the community in identifying and solving local problems. Some of the strategies were very successful. For example, one constable encountered a problem with the availability of Chinese cooking wine, which

had an alcohol content of 38 per cent but was not regulated by the Alberta Liquor Control Board. The constable worked at the issue until his efforts to have the product regulated succeeded.

The Edmonton program was successful (Hornick et al., 1989). Fourteen of the 21 beats had fewer repeat addresses, and the number of repeat calls per address declined significantly. Members of the public who had contact with the police had higher levels of satisfaction with the foot patrol officers than with motor patrol officers.

Many other Canadian cities have implemented community-policing programs. Unfortunately, evaluations of these programs have not yet been completed, so their impact on crime is not known. However, it does seem clear from the research that a cooperative effort between the police and the community offers the best hope for a reduction in crime.

## **CRIME PREVENTION STRATEGIES: SITUATIONAL PREVENTION AND CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN**

**Situational prevention** of crime is directed at two of the three elements that are necessary components of a crime: improving the guardianship of potential targets and making these targets less attractive to potential criminals. Situational prevention simply means reducing opportunities for crime, or to use a more formal definition of one of its major proponents: “situational prevention

seeks to reduce opportunities for specific categories of crime by increasing the associated risks and difficulties and reducing the rewards” (Clarke, 1995: 91). Examples that municipal officials will be familiar with are the reduction in robberies when city transit systems implemented an exact change system, and the increase in parking revenues when cities installed slug-free parking meters.

While the terms “Crime Prevention Through Environmental Design” (CPTED) and “defensible space” are better known in the field of crime prevention than the term “situational prevention,” they can be considered part of the situational approach. Ronald Clarke has noted that both the CPTED and defensible space approaches are “more narrowly focused on the design of buildings and places, whereas situational prevention seeks to reduce opportunities for crime in all behavioural contexts.” Thus, it represents a broadening of the approach.

### **Situational Crime Prevention**

Clarke has developed 12 categories of situational crime prevention techniques. Figure 2 presents these categories, along with examples of strategies that have been used in each category. Most of the strategies suggested by Clarke have been evaluated and found effective in the specific circumstances in which they have been applied. This primer will look at one example of the approach as an illustration of how effective it can be. Many other evaluations are described by Clarke (1992, 1995).

# THE TWELVE TECHNIQUES OF SITUATIONAL PREVENTION

## INCREASING THE EFFORT

## INCREASING THE RISKS

## REDUCING THE REWARDS

### *Target Hardening*

Steering locks  
Bandit screens  
Slug rejector device  
Vandal-proofing  
Toughened glass  
Tamper-proof seals

### *Entry/Exit Screening*

Border searches  
Baggage screening  
Automatic ticket gates  
Merchandise tags  
Library tags  
EPOS

### *Target Removal*

Removable car radio  
Exact change fares  
Cash reduction  
Remove coin meters  
Phonecard  
Pay by cheque

### *Access Control*

Locked gates  
Fenced yards  
Parking lot barriers  
Entry phones  
ID badges  
PIN numbers

### *Formal Surveillance*

Police patrols  
Security guards  
Informant hotlines  
Burglar alarms  
Red light cameras  
Curfew decals

### *Identifying Property*

Cattle branding  
Property marking  
Vehicle licencing  
Vehicle parts marking  
PIN for car radios

### *Deflecting Offenders*

Bus stop placement  
Tavern location  
Street closures  
Graffiti board  
Litter bins  
Spittoons

### *Surveillance by Employees*

Bus conductors  
Park attendants  
Concierges  
Pay phone location  
Incentive schemes  
CCTV systems

### *Removing Inducements*

“Weapons effect”  
Graffiti cleaning  
Rapid repair  
Plywood road signs  
Gender-neutral phone lists  
Park car off street

### *Controlling Facilitators*

Spray-can sales  
Gun control  
Credit card photo  
Ignition interlock  
Server intervention  
Caller-ID

### *Natural Surveillance*

Pruning hedges  
“Eyes on the street”  
Lighting bank interiors  
Street lighting  
Defensible space  
Neighbourhood Watch

### *Rule Setting*

Drug-free school zone  
Public park regulations  
Customs declaration  
Income tax returns  
Hotel registration  
Library check-out

Source: Clarke, 1992:13

The situational approach is illustrated by the success of the New York City Transit Authority in dealing with the problem of graffiti on subway cars (Sloan-Howitt and Kelling, 1990). Graffiti was pervasive on the subway; riders feared for their safety because of this obvious sign of disorder. Crime on the subways was high and ridership began to decline. Traditional methods of dealing with the problem failed. Arresting graffiti vandals was futile because the justice system did not treat the offense seriously. Target hardening did not work because the subway system

was too large to protect and graffiti-resistant paints did not work.

The solution that the Transit Authority implemented was the “Clean Car Program.” Once cars were cleaned and put into the program, they would never again be left with graffiti on them. Police were assigned to ride these cars, and they were stored in specially protected yards. Any graffiti was immediately cleaned. As the number of clean cars grew, the police rode them randomly and switched cars frequently. Vandals were immediately arrested and repeat

offenders were dealt with aggressively. By 1989, the entire system was graffiti-free.

Like other methods of crime prevention, situational prevention must be based on detailed planning and analysis. The dynamics of each problem are unique and solutions must be based on factors surrounding the offense, such as those discussed in Section Four of this primer. These factors will help municipalities to understand the problem, as well as to provide the parameters within which the solution must be found.

## Crime Prevention Through Environmental Design

The use of physical and environmental design to control crime is not new. Fences, locks and surveillance have always been used to protect people and property. These simple measures have rarely been evaluated, though it does seem obvious that security improvements will reduce the likelihood of crime.

### Defensible Space

While environmental design programs initially emphasized hardening targets to make them more resistant to criminals, the concept has evolved into sophisticated efforts at creating **defensible space**: design that encourages people to exert control over their physical environment. Though early evaluations of this approach did not show positive results, planners persevered because the approach was more compatible with community development than was using target-hardening methods that turned households into fortresses isolated from their neighbours. Finally, after decades of work by people such as architect Oscar Newman, environmental design proponents recognized that design changes were not enough – these changes had to be integrated into broader programs. This integration is exemplified by Newman's latest project in Dayton, Ohio (Newman, 1992).

Crime rates had risen during the 1980s in the Dayton, Ohio community of Five Oaks. The formerly middle-class neighbourhood had become a favourite commercial location for drug dealers and

prostitutes. Oscar Newman and a planning team worked in consultation with the community and with civic officials. Using street closures and other design changes, they divided the area into 10 mini-neighbourhoods. In each, three to six streets could be entered only through one portal. Iron gates that could be unlocked for emergency access blocked the other entrances. Pedestrian access was not affected. Internal streets were redesigned into culs-de-sac. The changes were intended to make access more difficult for criminals, and to encourage residents to make more use of the area. Other elements involved police cooperation with the community, aggressive action against the prostitutes and dealers, better enforcement of building code regulations (because many houses had been illegally converted to multi-family rental units), and a program to encourage residents to own their own homes.

The impact of these changes was dramatic. Over a one-year period, violent crime dropped by 50 per cent, non-violent crime dropped by 24 per cent, traffic accidents dropped by 40 per cent, and house prices increased by 15 per cent. Residents liked the changes and reported that resident involvement had increased. The program shows the importance of changing the physical environment as part of a crime reduction strategy.

### Closed Circuit Television (CCTV)

The use of closed circuit television as a means of preventing crime is becoming more popular in Canada. Extensive use of CCTV began in Britain, where it has become a major

crime prevention tool. While the use of CCTV raises serious privacy concerns, there is strong evidence that it reduces crime. For example, CCTV has reduced car crime in several British communities. The most dramatic results were in a parking facility in Hull, where damage to vehicles dropped by 45 per cent, theft of vehicle by 89 per cent, and theft from vehicle by 76 per cent (Tilley, 1993).

Many British communities have now established town-centre CCTV networks. Shaftoe and Osborn (1996) evaluated the network in King's Lynn, a town of 33,000 people in the east of England. When initial experience using video cameras on a housing estate led to dramatic reductions in crime, the program was extended to other parts of the town, including the central shopping area and car parks. Sixty video cameras are used, sending signals to a control room where they are monitored on 14 split-screen television sets. Movable cameras with a zoom capability are monitored 24 hours a day, seven days a week. The largest impact has been on auto theft and theft from cars in the central business areas. These incidents dropped from 207 in the year prior to CCTV installation to only 10 the year after.

Given the success of CCTV, we can expect to see its use continue to increase. Several cities, including Sudbury and Regina, are using CCTV, but its popularity has been limited by the fact that many citizens object to being under constant surveillance. These objections may be reduced by the new technology of "smart cameras," which record

partial images that can be put together if needed for evidence.

In this primer, we have been able to only touch on some elements of CPTED. In order to see how CPTED principles might be applied to your community, you can look into some of the technical work that has been done in this field. Most police departments have people with extensive CPTED training, and in many communities they can provide you with slide presentations using local examples of effective and ineffective design. The photographs and illustrations in the City of Edmonton's *Design Guide for a Safer City* show the potential of CPTED. The results of the Edmonton work are summarized in a design

checklist that can easily be applied to other communities.

## THE NEED FOR A COORDINATED CRIME PREVENTION EFFORT

As you saw in Box 5, *Developing Strategies*, unless your problem is a simple one, you should not rely on a single strategy but rather aim to reduce crime through a diverse range of approaches. There are two reasons for this.

- Neighbourhoods that have high crime rates have a broad range of needs. The other things that are taking place in the community will almost always swamp a single strategy. In the U.S.,

many municipalities have adopted an approach called "Weed and Seed," which means using programs such as police-based strategies to get rid of immediate problems in order to prepare the community for longer-term solutions.

- Different strategies operate over different time frames. The concerns of senior citizens that are afraid to go outside after dark are not going to be addressed by a prenatal program that will take over a decade to have an impact on crime. On the other hand, crime will always be a problem if we rely on short-term solutions but ignore the fact that social conditions keep producing a large supply of motivated offenders. Thus, communities should use a combination of strategies that have both short-term and long-term outcomes.

If several strategies are used, these activities will have to be coordinated by a central agency. This important role can only be played by an organization such as a local crime prevention council. Structures must be put in place that provide encouragement, resources and information to local groups responsible for the planning and implementing programs. The two following examples illustrate the need to coordinate the efforts of a wide variety of agencies. While neither involved a local crime prevention council, they show the potential of establishing such a body with a mandate to recognize problems and implement solutions on an ongoing basis, rather than relying on groups that are set up to deal with crises.

### Box SIX

## Legislating CPTED

As a result of the work of a Task Force on Designing a Safer Edmonton, City Council passed an amendment to its land use by-law in order to encourage recognition of CPTED and safer cities guidelines in new development and redevelopment. The amendment directed that:

The Development Officer shall encourage the inclusion of design elements that readily allow for casual surveillance, particularly for commercial, industrial and multi-unit residential uses. These elements may include, but are not limited to, large window areas, high quality interior and exterior lighting, physical layout which reduces the vulnerability of pedestrians (avoiding long public corridor spaces, stairwells, or other "movement predictors"), the placement and use of landscaping which limits areas of concealment, and the location of parking areas close to building access points. The Development Officer shall advise applicants of accepted urban design guidelines, such as "Crime Prevention Through Environmental Design" (CPTED) criteria in the layout and design of buildings and associated parking and loading areas, yards and landscaped areas, to promote a safe and well-lit physical environment.

The Edmonton General Municipal Plan also includes CPTED principles.

### **Cooperation in Calgary: Coping with Child Prostitution**

Many Canadian cities are troubled by the problem of child prostitution. Most of the young girls and boys involved in prostitution have run away from abusive homes and are selling themselves to survive on the streets. Many are involved in drugs and some have been exploited by pimps who actively recruit troubled youth into the sex trade. Our prostitution laws make it difficult for the police to deal with the problem, and few men are ever arrested for engaging in sex with child prostitutes.

Front-line agencies in Calgary recognized that a problem as complex as child prostitution requires the coordinated efforts of many agencies (Teichroeb, 1995). Social agencies and community groups have established support programs for troubled children. The goal of these programs is to get girls and boys out of prostitution and to help them choose positive lifestyles. A shelter has been set up for prostitutes, an alternative school has been established for high-risk girls, and professionals and volunteers have begun a street outreach program. Support is given to parents who are trying to get their children off the streets, and the planning group is addressing the legal and political issues concerning the problem. A program called "High Heels and Teddy Bears" was developed to educate all those involved about the nature and causes of child prostitution.

According to the Calgary police, this program led to a 25 per cent reduction in child prostitution over the previous year. This result shows

the merits of a coordinated approach involving many segments of the community. One agency acting alone could not have had this much impact.

### **The Oasis Project**

A program in Fort Lauderdale, Florida addressed the problem of a high crime neighbourhood with a high rate of drug use (Lindsey et al., 1985). The Fort Lauderdale Housing Authority wanted to bring about change in the sections of the city with the poorest housing, highest crime rates, highest unemployment, and lowest income. The Housing Authority joined with the police to develop a program to revitalize these areas. These two agencies had already devoted substantial resources to slum neighbourhoods, but without much effect. The police would make a large number of arrests, but criminals would soon be released and back on the streets in their old communities. Housing officials would make improvements, but these improvements were usually short-lived. This cycle of ineffectiveness left law-abiding residents of the community living in substandard housing and at the mercy of the criminals who controlled the streets.

Using what Lindsey calls the "Oasis Technique," police and housing officials work as a team in locations where crime and housing problems are clearly related and where a core of citizens are prepared to support the program. While the police applied pressure on law violators, housing officials upgraded housing and made other physical improvements. Citizen involvement was also important to the success of the

program. In addition to traditional prevention programs, such as Crime Watch and Crime Stoppers, citizens were involved in many ways. For example, regular meetings were held involving community residents, police, the Housing Authority, the City Department of Community Affairs, NAACP, the local business association, code enforcement personnel, landlords and property owners. These meetings were intended both to identify problems and to suggest solutions.

The tactics used in the Oasis Technique are very broad, and not limited to traditional methods for dealing with the problem of crime. By attacking the problem in several different ways, small areas are revitalized. The program was successful: analysis of police calls for service showed that crime rates in the Oasis areas had declined and were substantially lower than in other similar areas of the city.

Both the Calgary and Fort Lauderdale initiatives provide examples of a multi-faceted approach to crime prevention. Those who developed these programs have realized that difficult problems do not have simple solutions, and that the coordinated work of many different people and agencies are required to do anything about the problems of drugs and serious crime. Municipal crime prevention councils are an ideal group to plan and coordinate these activities.

# CARRYING OUT YOUR ACTION PLAN

*The result of the planning process will be the implementation of a public safety/crime prevention program. This section of the primer suggests how to obtain community support to establish and maintain the program.*

## Obtaining Community Support

The vast majority of crime prevention programs depend on volunteer support, so planners must find ways to involve them. Normally, this is done through personal contact. For example, organizers go door to door to recruit participants in Neighborhood Watch, and pharmacists contact their colleagues and their professional organizations to establish a program to prevent prescription fraud.

An effective communications strategy can help develop support for your program. A variety of communications media can publicize the program. These include free public service announcements on television and radio; information enclosed with utility bills; posters in workplaces, schools, playgrounds, housing projects, and apartments; and articles in community newsletters. Many cities have volunteer bureaus that maintain lists of potential

recruits and volunteer organizations that may help you to contact their members.

## Keeping it Going: Program Maintenance

Because preventing crime is not easy, it is important that you sustain your prevention activities over a long period. This means that you should plan maintenance strategies before starting your program. For example, monitoring program activities is an important part of a maintenance strategy.

And you will need to keep the volunteers involved. This can be done in many ways. An effective training program can help retain volunteers by educating them about the project goals and by giving them the expertise to make their work more productive and enjoyable. Volunteers should be given meaningful tasks that require a realistic level of commitment. Well-planned programs

retain their volunteers, since their efforts are directed to achieving clearly defined goals, and their progress is visible. Newsletters, awards dinners, and other forms of recognition all help to maintain volunteer support.

# MONITORING AND EVALUATION

*Though evaluation is the final stage in the planning model, you should plan your evaluation before your program begins. This way, you can monitor the program from the beginning, collecting the information you will need to evaluate the program's impact. Without sufficient data about the implementation of each component of your program, you will not know the reasons for its success or failure.*

## Monitor Implementation

Monitoring each step of the program to see whether it has been properly implemented can reveal why a program succeeds or fails. Early in the planning process, you established goals and set objectives. These objectives are targets that you must meet as you carry out the program. In the work plan, you specified the times by which these targets are to be achieved. Monitoring tells you how you are doing, and may guide you to make changes during implementation if necessary.

Careful monitoring helps to ensure that each step has been done properly. For example, a youth recreation program will not be effective unless young people actually participate in the recreational activities. Therefore, those organizing such a program should ensure that the programs are attractive and accessible to at-risk children and youth. Along with providing data to staff, you may also use the data you collect to provide information to program participants. Keeping them informed about the progress being made can be a good motivational tool.

## Measure Impact

A properly designed evaluation serves two important functions:

- First, it will show whether things have changed in the community because of the program. The evaluation should show the reasons for the success or failure of part or all of a program, its effectiveness compared with other activities, and any intended or unintended side effects. Evaluation is crucial to the development of sound public safety/crime prevention programs because it allows planners to learn from successes and failures.
- Second, the information an evaluation provides is useful in justifying crime prevention activities. Evaluation is vital to the continued operation of any crime prevention program. While you may be able to get funds and personnel in the short term to get a project going, funding agencies, supporting organizations and the community rarely support projects indefinitely unless they see the effectiveness of those projects.

## Use Your Crime Analysis Data

Your impact evaluation will show if your program has made a difference to the community. To measure the impact of a crime prevention program, you need a standard against which to compare the post-program measures. Your basis of comparison is the data that you collected to identify and describe your community's crime problems. Compare the police crime statistics, community surveys, and other data you collected before establishing your program with similar data collected after the program has operated for a period of time. Be careful when choosing the time interval between program implementation and evaluation. If impact evaluations are done too soon, the program will not have had a chance to show any effect. If done too late, the effects may have begun to diminish.

## Use Broad Indicators of Success

Obviously, you will be most concerned about your program's impact on crime and fear of crime. However, you can also look for other indicators to measure impact. These may

include increased property values, higher levels of community interaction, better school attendance, and more job opportunities for young people.

## Conclusion

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The establishment of crime prevention councils in more Canadian communities would be a valuable step in making inroads against crime and disorder. However, these councils will be effective only if those involved follow a sound planning and implementation process. Nigel Whiskin, the Chief Executive of Britain's Crime Concern and one of the world's best-known crime prevention practitioners, expressed this in a speech at the Community Safety Diagnosis Conference in Ottawa:

We will only create societies where people, regardless of age, race or gender can go about their lives in safety and free from the threat of crime when we learn how to tailor our responses to actual problems, learn with pride from the success of others and enlist the active support of local people.

A great challenge because, at the end of the day, whilst crime reduction may have moved to the centre stage, whilst lines of statutory responsibility may have been drawn, the truth is that crime prevention remains a marginal concern for most agencies involved and a truly core activity for very few of us.

Initiatives taken under the National Strategy on Community Safety and Crime Prevention have brought new life to crime prevention in Canada. Communities now have the knowledge and support required to take real steps to reduce crime and to improve public safety. If municipal governments take advantage of this opportunity by taking a planned and coordinated approach to crime prevention, they can make a major contribution to improving the quality of life in their communities. The first step that should be taken is to establish well-organized and well-supported local crime prevention councils to provide the leadership, planning, and coordination that is so vital to the success of community crime prevention efforts. Many municipalities have already taken this step, and the successful councils discussed in this primer provide excellent guidance for those who wish to follow their lead.

## MANDATE / TERMS OF REFERENCE

### Sample Regina Crime Prevention Commission

The Regina Crime Prevention Commission was established by City Council in 1995. The role of the commission is to coordinate and articulate a comprehensive strategy for crime prevention that integrates law enforcement, reduces opportunities for crime, and alleviates root causes of crime through social development. The mandate of the commission is to:

- a) initiate and participate in bringing information and understanding to Regina residents on crime prevention and justice related issues;
- b) initiate and facilitate co-operative teams to address various aspects of crime and crime prevention;
- c) encourage all Regina residents to become more actively involved in crime prevention and safety issues;
- d) acknowledge the action and activities of individual groups who are actively involved in crime prevention;
- e) work towards developing community consensus on appropriate strategies for crime prevention and safety issues;
- f) advise residents and organizations of strategy and actions which they could implement to deter crime;
- g) facilitate the cooperation among individuals and groups to join the created strategies and programs to reduce crime;
- h) provide a focus for the many localized actions and programs which are currently in place but operate in isolation and with little recognition; and
- i) explore the advantages of developing a process at the community level for mediation of conflicts and other means of alternative dispute resolutions to achieve crime prevention and promote harmony among citizens.

# EXCERPTS FROM CRIME AND DISORDER ACT, 1998

5. – (1) Subject to the provisions of this section, the functions conferred by section 6 below shall be exercisable in relation to each local government area by the responsible authorities, that is to say –
- (a) the council for the area and, where the area is a district and the council is not a unitary authority, the council for the county which includes the district; and
  - (b) every chief officer of police any part of whose police area lies within the area.
- (2) In exercising those functions, the responsible authorities shall act in co-operation with the following persons and bodies, namely –
- (a) every police authority any part of whose police area lies within the area;
  - (b) every probation committee or health authority any part of whose area lies within the area; and
  - (c) every person or body of a description which is for the time being prescribed by order of the Secretary of State under this subsection; and it shall be the duty of those persons and bodies to co-operate in the exercise by the responsible authorities of those functions.
- (3) The responsible authorities shall also invite the participation in their exercise of those functions of at least one person or body of each description which is for the time being prescribed by order of the Secretary of State under this subsection.
- (4) In this section and sections 6 and 7 below “local government area” means –
- (a) in relation to England, each district or London borough, the City of London, the Isle of Wight and the Isles of Scilly;
  - (b) in relation to Wales, each county or county borough.
- Formulation and implementation of strategies.
6. – (1) The responsible authorities for a local government area shall, in accordance with the provisions of section 5 above and this section, formulate and implement, for each relevant period, a strategy for the reduction of crime and disorder in the area.
- (2) Before formulating a strategy, the responsible authorities shall carry out a review of the levels and patterns of crime and disorder–
- (a) in the area (taking due account of the knowledge and experience of persons in the area);
  - (b) prepare an analysis of the results of that review;
  - (c) publish in the area a report of that analysis; and
  - (d) obtain the views on that report of persons or bodies in the area including those of a description prescribed by order under section 5(3) above, whether by holding public meetings or otherwise.
- (3) In formulating a strategy, the responsible authorities shall have regard to the analysis prepared under subsection (2)(b) above and the views obtained under subsection (2)(d) above.
- (4) A strategy shall include –
- (a) objectives to be pursued by the responsible authorities, by co-operating persons or bodies or, under agreements with the responsible authorities, by other persons or bodies; and

(b) long-term and short-term performance targets for measuring the extent to which such objectives are achieved.

- (5) After formulating a strategy, the responsible authorities shall publish in the area a document which includes details of –
- (a) co-operating persons and bodies;
  - (b) the review carried out under subsection (2)(a) above;
  - (c) the report published under subsection (2)(c) above; and
  - (d) the strategy, including in particular:
    - (i) the objectives mentioned in subsection (4)(a) above and, in each case, the authorities, persons or bodies by whom they are to be pursued; and
    - (ii) the performance targets mentioned in subsection (4)(b) above.
- (6) While implementing a strategy, the responsible authorities shall keep it under review with a view to monitoring its effectiveness and making any changes to it that appear necessary or expedient.

## HOW TO FIND WHAT WORKS IN CRIME PREVENTION

*Preventing Crime: What Works, What Doesn't, What's Promising*

The comprehensive National Institute of Justice report on crime prevention is available at:

**[www.preventingcrime.org](http://www.preventingcrime.org)**

*Crime Prevention Digest 1997: Successes, Benefits and Directions from Seven Countries*

From the Montreal-based International Centre for the Prevention of Crime is available at:

**[www.crime-prevention-intl.org](http://www.crime-prevention-intl.org)**

*Building a Safer Canada: A Community-based Crime Prevention Model*

This manual describing the crime prevention model discussed in this Primer is available on the Web site of the National Crime Prevention Centre, which lists a variety of reports and many examples of best practices:

**[www.crime-prevention.org/ncpc/index-en.htm](http://www.crime-prevention.org/ncpc/index-en.htm)**

*Building a Safer Society: Crime Prevention in Residential Environments*

is available from Canada Mortgage and Housing Corporation (CMHC), but is not on the Internet.

Another interesting crime prevention Web site is:

**[www.fightcrime.org](http://www.fightcrime.org)**

# MANDATE AND STRATEGIC DIRECTIONS

## **Sample**

Waterloo Region Community Safety and Crime Prevention Council

## **Mission**

To work together with all people in seeking to build a safe, crime-free community in which to work, live and grow.

## **Mandate**

To write a comprehensive and dynamic Safety and Crime Prevention Plan to be implemented within the Region of Waterloo and to assist its implementation. The plan must be the result of grass-roots government, goal-oriented planning partnerships.

## **Strategic Directions and Goals**

Community Ownership and Interaction

- to promote the attitude and belief that crime prevention is each person's responsibility
- to ensure that the philosophy and operating structure of the council is determined by the community

- to establish and maintain comprehensive methods of consulting and interacting with the community
- to ensure that the priorities for the Council programs, task forces and activities are determined by the community

## Research and Planning

- to establish a crime prevention profile for the region
- to develop and provide a greater understanding of the criminal justice system and its response to crime
- to establish a "web of support" which identifies and maintains liaison and partnership with existing agencies and programs

## Crime Prevention Projects

- to encourage and promote creativity and innovation towards crime prevention
- to establish implementable and measurable projects for both the short-term and the long-term

# CRIME PREVENTION COORDINATOR TERMS OF REFERENCE

## **Sample**

Employer: City of Portage la Prairie  
Position: Crime Prevention  
Coordinator  
Supervisor: City Manager

## **Summary of Functions**

Under the general direction of the City Manager, the incumbent is responsible for carrying out administrative duties of the City's Crime Prevention Program.

## **Task and Description**

1. Provides information, education, and increased awareness for all organizations, groups, businesses, government bodies and community agents in the area of crime prevention, intervention and resolution.
2. Promotes crime prevention programs, such as Neighbourhood Watch, Citizens on Patrol and Block Parent programs, makes presentations as required and maintains a database of program participants.
3. Provides support services to Family Group Conferencing facilitators and maintains records accordingly.
4. Works closely with the RCMP in the operation of crime prevention programs.

5. Researches issues and literature on crime prevention and makes recommendations to the Community Policing Committee.
6. Monitors and reports the progress of the Crime Prevention Program and its service delivery.
7. Provides administrative and clerical support to the Community Policing Committee.
8. Maintains a file system for the Crime Prevention Program.

## **Required to Operate Equipment Such As:**

Photo-copier, computer, laser printer, calculator, typewriter, facsimile machine

## **Variance of Hours**

There is a requirement to work a portion of the regular hours on weekends and nights.

## **Education and Experience**

High School Grade 12 graduation or equivalent experience, over one year, up to and including two years

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