



Town Council Meeting

May 17, 2022

6:30 p.m.

Council Chambers
Town Hall
359 Main Street, Wolfville

Agenda

Call to Order

1. Approval of Agenda

2. Approval of Minutes

- a. Town Council Meeting, April 19, 2022

3. Presentations:

- a. Annual Address: Dr. Peter Ricketts, President, Acadia University
- b. Sadie MacLear, President, Acadia Student Union

4. Comments from the Mayor

- a. Proclamation – Year of the Garden 2022
- b. Proclamation – May 17 - International Day Against Homophobia and Transphobia
- c. Proclamation - May 29 - June 4, Access Awareness Week

5. Public Input / Question Period

PLEASE NOTE:

- Public Participation is limited to 30 minutes
- Each Person is limited to 3 minutes and may return to speak once, for 1 minute, if time permits within the total 30-minute period
- Questions or comments are to be directed to the Chair



- Comments and questions that relate to personnel, current or potential litigation issues, or planning issues for which a public hearing has already occurred, but no decision has been made by Council, will not be answered.

6. Motions/Recommendations from Committee of the Whole, May 3, 2022

- a. RFD 013-2022 Community Video Camera Policy
- b. RFD 032-2022: Temporary Borrowings Resolutions – 2022/23 Capital Program
- c. RFD 020-2022 Vending Bylaw Update
- d. RFD 009-2022 Virtual Meetings

7. New Business

- a. RFD 030-2022 Parks & Open Space Master Plan – Terms of Reference

8. Correspondence:

- a. A_Stieger_An Invitation
- b. A_Stieger_ATTACHMENT 3_2012-WontYouBeMyNeighbour-Report
- c. A_Stieger_ATTACHMENT 4_Roots-of-Crime_2017
- d. A_Stieger_ATTACHMENT 5_national institute of justice_what works what doesnt
- e. A_Stieger_info sessions
- f. A_Stiger_ATTACHMENT 1_2010-VP-BEST_PRACTICES_GUIDE
- g. A_Stiger_ATTACHMENT_2_WCPC0658-Report-ConversationsOfSubstance-web
- h. C_Seth_Surveillance Camera Pilot Project
- i. C_Vibert_Cameras
- j. D_Daniels_Community Video Camera Policy
- k. D_Ebata_10 Year Valley Tourism Strategy
- l. E_Mills_Video Surveillance Project
- m.F_Lussing_Security cameras
- n. G_Bissix_Surveillance Cameras in Residential Areas
- o. G_Buckel_Surveillance Camera Inquiry



- p. J_Decaire_Town surveillance incl. Mayor's Response
- q. L_Carson_Surveillance Cameras
- r. M_Crowtz_Video Cameras
- s. M_Grandberg_Video Camera Pilot Letter
- t. N_Alexander_Video surveillance
- u. N_McQueen_Attachment_May 3rd COW Meeting - video surveillance comments
- v. N_McQueen_Comments for the May 3rd COW meeting - discussion of the proposed video surveillance project
- w. N_Weekes_Video Surveillance in Wolfville
- x. O_Schwartz_Surveillance of Private Residence
- y. S_Anderson_Surveillance
- z. S_Beaton_Thoughts on the Video Camera Pilot
- aa. S_Schneider_ATTACHMENT_crime prevention bio
- ab. S_Schneider_Security cameras in public spaces
- ac. W_Booth_Video Camera Pilot
- ad. W_Graham_Regarding Wolfville's Community video camerapilot project (1)
- ae. W_Graham_Regarding Wolfville's Community video camera pilot project (2) incl. Response from Mayor Donovan

9. Adjournment of Meeting



YEAR OF THE GARDEN 2022

PROCLAMATION

WHEREAS 2022 marks the centennial of Canada's ornamental horticulture sector on the occasion of the 100th Anniversary of the Canadian Nursery Landscape Association; and

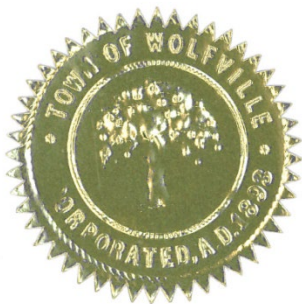
WHEREAS WHEREAS gardens and gardening have greatly help us face the challenges of the COVID pandemic and make it possible to view the recovery with optimism; and

WHEREAS Canadians across the country will be invited to commemorate Canada's garden heritage, celebrate today's vibrant garden culture and create legacies for a sustainable future; and

WHEREAS the Year of the Garden 2022 will engage Canadians with: our garden culture and history; the importance of public and private gardens and our urban landscapes; the health, well-being benefits of gardening; the values and aesthetic benefits of gardens; the positive environmental impact of gardens; as well as the important contribution of horticulture professionals to our garden culture, our quality of life and the economy of Canada; and

WHEREAS the Year of the Garden 2022 will be an opportunity for new and seasoned garden and gardening enthusiasts, families, schools, and tourists alike, to go out into their own garden, visit a public garden, and urban park or garden centre, participate in a garden activity or even a festival to stimulate and increase their garden and gardening passion.

NOW THEREFORE I, Mayor Donovan, of the Town of Wolfville, do hereby proclaim 2022 as Canada's Year of the Garden and that going forward the Saturday before Father's Day (June 19, 2022) be Canada's National Garden Day as a legacy of the Year of the Garden 2022



Mayor Donovan



INTERNATIONAL DAY AGAINST HOMOPHOBIA AND TRANSPHOBIA

MAY 17, 2022

PROCLAMATION

WHEREAS the Canadian Charter of Human Rights and Freedoms recognizes that no one can be discriminated against on the basis of sexual orientation or gender identity or expression; and

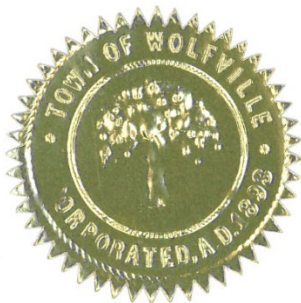
WHEREAS The Town of Wolfville is a society open to everyone, including lesbian, gay, bisexual and trans people (LGBTQ+) and to all other people who identify with sexual diversity and the multiplicity of gender identities and expressions; and

WHEREAS despite recent efforts towards greater inclusion of LGBT people, homophobia and transphobia are still present in society.

WHEREAS May 17th is the International Day Against Homophobia and Transphobia, is celebrated as such in many countries and is the result of a Quebec-based initiative promoted by Fondation Émergence starting in 2003; and

WHEREAS there is reason to support the efforts of Fondation Émergence in holding this day.

NOW THEREFORE I, Mayor Donovan, of the Town of Wolfville, do hereby proclaim May 17 INTERNATIONAL DAY AGAINST HOMOPHOBIA AND TRANSPHOBIA and to recognize this day as such.



Mayor Donovan



**Access Awareness Week
May 29 – June 4, 2022**

PROCLAMATION

- WHEREAS** the week of May 29th – June 4th, 2022, is recognized as Access Awareness Week; and
- WHEREAS** Access Awareness Week aims to celebrate achievements made both by and for persons with disabilities in the areas of accessibility, transportation, housing, employment, recreation, education and communication; and
- WHEREAS** this is the 35th year that this public awareness initiative has taken place in Nova Scotia; and
- WHEREAS** Access Awareness Week promotes the inclusion of all Nova Scotians with disabilities as full citizens within our communities; and
- WHEREAS** through public awareness, community partnerships and education, this campaign aims to foster an environment of equal participation for persons with disabilities within the Town of Wolfville.
- NOW THEREFORE** I, Mayor Donovan, of the Town of Wolfville, do hereby proclaim May 29-June 4, 2022, ACCESS AWARENESS WEEK and to recognize this week as such.

Dated at The Town of Wolfville, Nova Scotia

This May 17, 2022



Mayor Donovan

REQUEST FOR DECISION 013-2022

Title: Community Video Camera Pilot Project
Date: 2022-05-03 (Updated 2022-05-17)
Department: Office of the CAO



SUMMARY

Community Video Camera Pilot Project

As discussed at the December Committee of the Whole meeting, the Town is proposing a video camera pilot project as one of many layers of responses to on-going reports of property damage to Town and private property and to on-going nuisance party by-law infractions. This pilot is intended to be a two-year pilot project, with a full evaluation and determination of long-term requirements at the end of the two years. **Please note that since the COW meeting on May 3rd, staff have followed up and a one-year pilot option is now available. Details are updated in the Financial Section of this RFD.**

Property damage includes the on-going removal of street blades/signs and traffic signs, which pose on-going safety risks to both residents and visitors. Residents have also reported an increase in property damage including damage to cars, theft of patio furniture, business signs and on-going vandalism.

Last summer and fall, as part of the “Good Neighbours Make Great Neighbourhoods Pilot,” messaging placed in a close to campus neighbourhood established community expectations. As Council is aware, this crime prevention through environmental design pilot was not successful and the property damage and calls for enforcement have continued.

An Information Report (IR 008-2021) came to Committee of the Whole in December, which outlined the steps staff would take to mobilize this project including drafting a policy for Council’s consideration, undertaking communications with property owners and the development of draft signage.

The attached draft policy outlines how the video footage at the 11 proposed locations will be collected, stored, and how it can be accessed in cases of alleged criminal activity. The policy also speaks to signage and the disposal of footage.

The draft policy was created after reviewing the policies used by other Towns and Municipalities in the region and with local RCMP. The Town’s legal team has also reviewed the policy.

As outlined in the policy, **the cameras will not be used for monitoring**. Footage will only be viewed if there is a report of a crime or a report outlining the violation of a by-law.

For Council awareness, an estimated 30 – 50 street blades have been replaced at a cost of approximately \$12,000 in the past year.

DRAFT MOTION:

That Council approve the attached Community Video Camera Policy (215-004).

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Title: Community Video Camera Pilot Project
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1) CAO COMMENTS

The CAO supports the recommendations of staff. The installation of video cameras in key locations is intended to be one tool in a multi-faceted approach to address negative behavioural concerns in several key areas within the Town of Wolfville.

Staff have attempted to address the concerns that have been expressed through the consultation process over the past few weeks in the draft policy that has been presented. Should Council wish for additional information or further consultation prior to determining whether to support the draft policy, either as drafted or with amendments, this item could be carried over to a future Committee of the Whole meeting to allow for this additional information gathering.

Since December, and as discussed during the 2022-23 Operations Plan and Budget process, the pilot is now for a two-year period (initially was projected to be for 6 months however the supplier adjusted the pilot term) and an additional camera has been added to Main Street in the downtown core from the original map. At the December meeting there was a suggestion that an additional camera on Westwood may be appropriate and there has been a further request from a member of the public for an additional camera to be installed on Balcolm/Main. Council can provide direction should they feel additional cameras beyond the proposed eleven locations be warranted, either at these locations or in alternative locations.

2) LEGISLATIVE AUTHORITY

- Municipal Government Act - <https://nslegislature.ca/sites/default/files/legc/statutes/municipal%20government.pdf>
- Nova Scotia FOIPOP - <https://nslegislature.ca/sites/default/files/legc/statutes/freedom%20of%20information%20and%20protection%20of%20privacy.pdf>
- OIPC Nova Scotia Video Surveillance Guidelines - [https://oipc.novascotia.ca/sites/default/files/publications/Video%20Surveillance%20Guidelines%20\(16%20March%202017\).pdf](https://oipc.novascotia.ca/sites/default/files/publications/Video%20Surveillance%20Guidelines%20(16%20March%202017).pdf)

3) STAFF RECOMMENDATION

That Council approve the motion as presented.

4) REFERENCES AND ATTACHMENTS

- IR 008-2021 Video Camera Pilot (December 7th, 2021, COW)
- **Privacy Impact Assessment (Note, this is still in draft form and will be finalized pending any feedback from Council and senior staff)**
- Map of video camera proposed locations

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- Part 20 – Freedom of Information and Protection of Privacy, of the Municipal Government Act
- Form 1 – Application for Access to a Record
- Bible Hill Security Camera Policy - <https://www.biblehill.ca/policies/447-security-camera-policy/file>
- Lunenburg Video Surveillance Policy-
https://www.modl.ca/index.php?option=com_docman&view=download&alias=6756-modl-policy-089-video-surveillance-2020-11-24&category_slug=policies&Itemid=1070
- Municipal Government Act -
<https://nslegislature.ca/sites/default/files/legc/statutes/municipal%20government.pdf>
- Nova Scotia FOIPOP -
<https://nslegislature.ca/sites/default/files/legc/statutes/freedom%20of%20information%20and%20protection%20of%20privacy.pdf>
- OIPC Nova Scotia Video Surveillance Guidelines -
[https://oipc.novascotia.ca/sites/default/files/publications/Video%20Surveillance%20Guidelines%20\(16%20March%202017\).pdf](https://oipc.novascotia.ca/sites/default/files/publications/Video%20Surveillance%20Guidelines%20(16%20March%202017).pdf)

5) DISCUSSION

At the December COW meeting staff committed to operationalizing the pilot project by:

- 1) Undertaking community consultation and addressing any concerns, where possible, prior to the start of the pilot;
- 2) Bringing back a Video Camera Policy for Council's consideration; and
- 3) Finalizing a signage plan for all video camera locations.

Purpose of Project

Staff feel that video cameras can do two main things.

- (1) **that the cameras can act as a behavioural speed bump.** A bit of stimulus in the moment to make someone stop - before they steal a street sign or key a car; and
- (2) **that the cameras can help with accountability.** If you ignore the behavioural speed bump and go ahead and steal a sign you will be on video and then, we hope, there will be accountability.

It is important to note that this initiative is one of many that are proposed to attempt to address some of the behavioural concerns within Town. The video cameras represent one option the Town can try to support other community-based efforts through our partnerships with Acadia, ASU, RCMP and the Good Neighbours Group. The pilot will be evaluated at the end of the two years and if not successful, the Town will continue to try other initiatives to attempt to alleviate the concerns that have been expressed.

During our engagement sessions we had some valuable suggestions on things we can try including:

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1. Communicate with everyone - especially with people you don't know and especially in person and not just on social media.
2. Make people feel welcome.
3. Remember to keep it social when it comes to alcohol (and drugs) and if you are not keeping it social - invite your friends to help you stay out of harm's way.
4. Use empathy.

There are also other, Town-led ways residents can get involved and help with this situation. The Town is currently working with community partners and stakeholders on an alcohol strategy for our community. We are also in the first stages of a policing review, and we will need community input and involvement in this process. If people are interested in getting involved, www.wolfvilleblooms.ca is the place to start. Project information is posted there.

It is also important to note that Town staff have also been working on and reviewing land use matters like single room occupancies, business licensing for landlords and increasing fire and life safety inspections of local properties. Compliance staff have also been granted Special Constable status and can issue summary offence tickets under the Town's Nuisance Party By-law.

Community Consultation

The proposed community video camera pilot project has been brought to the Community Harmony (Teams) group, to the Alcohol Harms Reduction/Community Alcohol Strategy Working Group, to the Good Neighbours Group (based in the project area), business owners have been engaged in dialogue and our partners at the ASU and Acadia received advance notification and were engaged in dialogue regarding the proposed pilot. These partners were also asked to help communicate this proposal through their networks.

On April 11, a direct mail notification was sent to property owners in the project neighbourhood and project information was published on the Town website and shared through social media (Twitter and Facebook). These notifications included an invitation to attend one of two virtual engagement sessions where questions could be asked and where staff would listen and document feedback. The sessions were hosted on April 20 at 2pm and April 25 at 6:30pm.

The project has been featured on Wolfville Blooms, again, allowing for questions and feedback and the press has taken an interest, with coverage on major networks, like CBC and Global News. Emails and phone calls have also come to staff, with questions and comments.

Below are a few of the common concerns/feedback we have received:

- Concerns about facial recognition
 - o This is not a feature on the current proposed video cameras.
- Distrust in the RCMP

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- Do we have commitment from the RCMP that the potential evidence will be used to open an investigation?
 - Bias in policing
- How do we know if this will be successful?
 - Since this is a pilot project, we will not know if it is successful until the two-year term is complete.
- Reactionary / problem will not be solved with cameras
 - Cameras are not the solution but could play a part in getting there. It could take many different solutions to aid this issue.
- Acadia and local businesses use surveillance/security cameras
 - Why is there not equal concern about Acadia using security/surveillance cameras?
 - Acadia's policy allows for covert use of cameras
- Something needs to be done – last straw with residents
 - Some residents who have been living in Wolfville for a number of years, have been dealing with these matters for a long time. Some feel that this pilot is picking at the remaining straws in hopes that it'll work.

For the full report, please see Attachment B.

Video Camera Policy

The drafted Policy is compiled from research done around other municipalities and their video camera policies, such as Bible Hill and Lunenburg. It outlines the intended usage of the cameras, their locations, who would have access, and their retention period. A few key points this Policy outlines is:

- **Privacy:** These cameras are **not** actively monitored, only viewed upon a report of an alleged crime or violation. The locations of the proposed video cameras are determined by previous safety and/or security concerns. The camera system shall, to the extent possible, be focused on the location as having safety or security concerns.
- **Signage:** If this policy is adopted, where a camera system is permanently installed on Town Property, there will be signage posted in a conspicuous area in proximity to the system, advising that the area is being captured by video cameras.
- **Authorization:** Viewing of camera footage shall only be performed by the authorized personnel by the CAO to operate surveillance equipment and access live or recorded material.
- **Third-Party Access:** Third parties may request access to digital recordings by submitting an application pursuant to Part XX, Freedom of Information and Protection of Privacy, of the MGA

The draft policy has been reviewed by legal.

Changes to Draft Policy

After receiving feedback over the past few weeks, the following changes have been made to the draft policy

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- Additional process detail around how information will be shared with the RCMP and Acadia
- The definition of “Third-party” has been added to the draft policy
- Amendment made to clarify Acadia University will be provided access to a copy of digital recordings, as long as there is an agreement in place regarding confidentiality of said recordings and following an investigation of potential breaches of its Student Code of Conduct or other similar codes or rules.
- Consistent language around unlawful behaviour rather than criminal behaviour

Pilot Program Evaluation

- Has there been a measurable reduction in the removal/damage of street blades?
- Has there been a measurable reduction in the removal/damage of road safety signs?
- Has there been a measurable reduction in SOTs issued under the nuisance party by-law?
- Has there been a measurable increase in charges laid based on the provision of video footage?
- Has there been a measurable increase in community livability as reported by residents?

Surveying will happen with residents at the start of the project, at the mid-way point and at the conclusion to measure community livability.

Privacy Impact Assessment

In consultation with Carmen Stuart, the Executive Director, and Chief Privacy Officer for Nova Scotia, we have finalized our Privacy Impact Assessment and worked through the steps in accordance with her recommendation, also outlined in the **Video Surveillance Guidelines**. This has been attached for Councils information with some key highlights below.

Step 1: Decide whether video surveillance is right for you:

1. Is the video surveillance demonstrably necessary to meet a specific need?

To deter unlawful activity, to better prosecute when unlawful acts occur and to respond to the on-going safety hazard created by a loss of street blades and road safety signage, we believe that video camera are worth trying in the specific project area.

The Town of Wolfville has a long history with issues of vandalism, out of control parties and property damage. With roughly half our population being under the age of 24, there is a certain amount of understanding and tolerance of the party behaviours that are well known to Town and Gown communities.

Unfortunately, over the past number of years, the reports of these unlawful acts have increased, and residents have repeatedly challenged the Town and the RCMP to do more to protect their neighbourhoods and their property. In addition to this, there has been an increase in the frequency of

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street blade and road safety sign theft. In the past year, as an example, the Town of Wolfville has spent approximately \$12,000 to replace street blades.

While the Town has added compliance staff to deter these unlawful acts, the majority of incidents occur from Thursday through Sunday, from 11pm to 6am and compliance staff are not able to be on every street, preventing the unwanted behaviours, all the time. The removal of street and road safety signs is a safety issue that impacts everyone, from volunteer firefighters not making it to a call because a street is un-signed, to cars not stopping at an intersection because the stop sign, and pole have been removed.

Staff believe that cameras will act as a deterrent and when an unlawful act is committed, the footage will help with enforcement. In Wolfville, enforcement of our nuisance party by-law has been successful with repeat offences as a rarity.

For the past 2 years (2020-2022 to date), we have compiled the data in relation to complaints of Nuisance Parties or violations regarding our Minimum Property Standards bylaw, all within the pilot area.

<u>2020</u>	<u>2022 (to date)</u>
31.4% of MSB violations	50% of MSB violations
88.9% of NPOs	80% of NPOs
 <u>2021</u>	 <u>All together</u>
24.1% of MSB violations	30% of MSB violations
76.9% of NPOs	78.9% of NPOs

This information is collected from the Town’s resources. This does not include statistics from the RCMP.

2. Is there a less privacy invasive way of achieving the same end?

The acts of vandalism and property damage occur late night or early morning, and not at a time when our compliance staff are doing their patrols, so it does seem that privacy provides and opportunity for these actions.

Last summer, the Town tried a crime prevention through environmental design approach to combatting the issue. It was not successful. We are also working on a community alcohol strategy and on numerous other ideas to tackle this on-going issue.

The Town has also hosted weekly meetings with partner groups to share information and problem solve these on-going concerns, with no reduction in unlawful acts.

3. Is the video surveillance likely to be effective in meeting the identified need?

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We believe that the vide cameras will act as a deterrent and when that fails, that it will provide evidence to be used for enforcement. If this is not showing a measurable impact during the two-year pilot project, the cameras will be reevaluated.

4. Is the loss of privacy created by the surveillance proportional to the need?

The on-going removal of street blades and road safety signs create enough of a safety risk that the proposed surveillance seems to be a reasonable response. The footage will also provide evidence to be used in the laying of charges under the Town’s nuisance party by-law.

Signage

As noted, signage would be placed in proximity to where a permanent video camera is installed. Below is an example of what the sign would look like.

Legal has been consulted and made recommendations to add the reasons why, and a contact number.

The proposed cameras would be installed on our previous existing street-light fixtures. By doing this, the video cameras would be very difficult to reach, so theft or vandalism should not be a concern.



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6) FINANCIAL IMPLICATIONS

- Staff have received a final proposal from LED Roadway Lighting and cameras will cost \$72/month/device/location. (Originally \$80/month/device but offered a 10% discount)
- In the past, due to vandalism and theft, the Town has replaced many street signs, and blades. This totaled approximately \$12,000 in less than one year.
- Within the two-year term, once the 4K cameras are available from Livable Cities, we will be eligible for the upgrade with free installation.
- This project will be supported by the CAO's budget
- We have consulted with LED Roadway Lighting who would be the provider of the cameras for the 2-year term. At the end of the pilot, there is possibility to change providers if desired.
- **Based on feedback over the past 2 weeks, we have reached out to Liveable Cities, and they have agreed to offer a 1-year term should Council wish to pursue a shorter pilot term. If Council decided to end the pilot before the end of the year, we would still be responsible for the costs of the full term.**

7) REFERENCES TO COUNCIL STRATEGIC PLAN AND TOWN REPORTS

- Economic Prosperity – Crime prevention is important to our business community. Recently, there have been reports of vandalism to our local businesses in Wolfville.
- Social Equity – Everyone who chooses to live in Wolfville has the right to a livable and safe community. With the theft of street blades, this put our residents in danger of not receiving emergency care due to First Responders not being able to find civic addresses.
- Community Wellness – A calm, livable neighbourhood, free from crime, will increase wellbeing of Wolfville's residents.

8) COMMUNICATION REQUIREMENTS

If the Policy is approved and the pilot project launches, we will continue to update the community through all regular communication channels, including our website, social media, and through the electronic newsletter. Signs will be posted by the actual cameras.

Based on direction from Council, staff will communicate next steps, key decisions, make policy available and continue to receive input.

9) ALTERNATIVES

Council can amend or not approve the attached policy.

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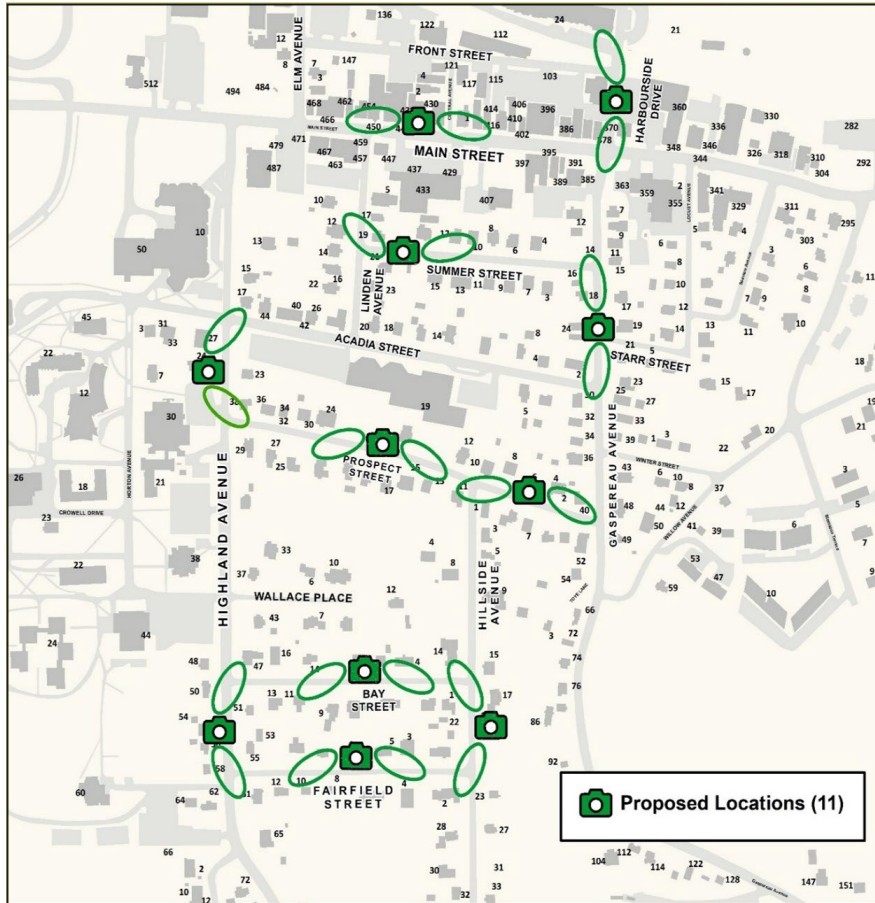
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Appendix A – PROPOSED CAMERA LOCATIONS



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Appendix B – WHAT WE HEARD SUMMARY

Staff have pulled the following thematic comments from all engagement and communications received. These are presented in no specific order.

1. Privacy concerns

- Concern over the monitoring of public spaces
- Intrusion into public life
- People mention this feels targeted towards students
- “I understand it’s just going to be pointed toward the sidewalks and streets sides, but that’s still an invasion of privacy.”

2. What kind of message does this send/ how does this impact Wolfville’s reputation?

- Not a welcoming approach to incoming students or other potential residents
- Seems to be targeted at off campus students

3. Facial Recognition

- Concerns raised about facial recognition

Staff note: These cameras will not have this feature and would require legal input and policy review in order to incorporate it.

4. RCMP Distrust/ impact to equity/ impact to racialized populations

- Do we have a commitment from RCMP that they will use the footage to do an investigation?
- Targeting the Black community or any cultural group
- Bias in policing
- “Why more policing and not communications?”
- People have felt in the past, when there was video camera evidence of a crime being committed, the police did not do the proper investigation and this resulted in no fines being given, and no one being held accountable.
- How will the Town ensure these cameras are not used in a way that furthers the over-policing of low-income folks? Security systems such as cameras tend to disproportionately harm low-income people.
- “Never in my community development education or professional work has greater policing been discussed as a solution for community development and in fact has been discussed as causing more problems.”

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5. How do we know if this is successful?

- Many questions raised about whether this will be successful and how we will measure or evaluate the results

Staff note: Since this is a pilot project, we will not know if it is successful until the two-year term is complete. If this policy is passed and adopted, at the end of two years, we will view the number of charges laid, criminal activity, vandalism, theft, and costs of repairing town property.

6. Root causes

- Alcohol is part of the problem
- “If people feel a sense of ownership over a space, they are more likely to protect it, this includes the homes that they rent.”
- If students are treated like outsiders, they will act out
- “If they are old enough to be on their own, attending university, living on their own, they should know the difference between right and wrong. Not vandalizing people property or urinating on people’s lawns.”
- Male trauma is the root cause
- You need to examine the root cause

7. Fit with the policing review

- “Why is this decision being made before the policing review? I believe it should be made after.”

8. Will this make the situation worse

- Many comments suggest a belief that greater policing or surveillance would cause the situation to be worse.

9. Community building is underway

- “We host neighbourhood BBQs so that students and residents can get to know each other.”

10. Why are the cameras only being proposed for “low-income areas”

- “A lot of them are pointed towards predominately low-income areas and I’m concerned about what narratives this is setting for us as a community.”
- “Right now, this looks like we are continuing the policing of low-income areas, which we know across the board as increased equity issues.”
- Long-time residents in the project neighbourhood suggest they are not living in a low-income neighbourhood

11. Reactionary / problem will not be solved with cameras

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Date: 2022-05-03 (Updated 2022-05-17)

Department: Office of the CAO



- People feel this is a reaction to a problem, and not a solution
- It would take many different solutions to aid this problem
- Cameras will not be the solution, but they could play a part in getting there

12. Acadia and local businesses use surveillance/security cameras

- Why is there not equal concern about Acadia using security/surveillance cameras
- Acadia's policy allows for covert use of cameras
- Positive feedback from business owners regarding use of security cameras
- Request from local businesses and collectives for the use of security cameras

13. Scope creep

- "Cameras have been known to be subject to 'scope creep', they get installed for one reason, and then over the years what the footage can get used for, it starts to get watered down and broaden, and that is related for potential misuse and abuse. "
- RCMP trust issues noted

14. Something needs to be done – last straw with residents

- Some residents who have been living in Wolfville for a number of years, have been dealing with these matters for a long time. Some feel that this pilot is picking at the remaining straws in hopes that it'll work.
- "If this doesn't go forward, what is next?"
- Traumatic for residents and students (younger residents) to have to live with the impacts of crime and vandalism
- Residents outside of proposed project area also want cameras on their streets

15. How do we help residents connect?

- Suggestions were made by guests at the virtual session that there need to be more Town and Acadia events, where both come together so new/current students and permanent residents/people in the town get the chance to connect
- More outreach, open engagement with the residents and students living on and off campus
- Be welcoming
- Use empathy

16. Hours of operation for cameras

- If these cameras had to be put up, why not make the hours of operations when the most activity happens? From 11:00PM - 06:00AM?
- This would be ineffective for "party weekends" or event weekends where there is activity starting in the morning and lasting all day

17. Lower the drinking age

REQUEST FOR DECISION 013-2022

Title: Community Video Camera Pilot Project

Date: 2022-05-03 (Updated 2022-05-17)

Department: Office of the CAO



- If the drinking age was lowered, it would allow for a large population of students (mainly first years) the ability to go to the local pubs and bars with friends. Since they cannot, they are limited to house parties

18. General project feedback

- Acknowledgement that there is an issue, and it impacts some more than others
- Agreement that something needs to be done, but the approach of surveillance/policing is not correct
- “The cameras will NOT help me with my issues – noise, fireworks, and an excess of cars on rental properties – but if they help my Neighbours save tax dollars, I support them. After all, one thing many of the speakers failed to note is that it is we, the permanent residents, who pay the taxes.”
- Don’t want to need video cameras, but if it’ll help the situation, then they are willing to give it a try
- People understand the damage and vandalism, theft, or aggression that has been shown in the past, and no one agrees that it is acceptable. If video cameras are the next step in resolving these issues, then why not give it a chance.
- “Postpone the decision until the Town has done more work, and especially until the Town finishes the policing review.”
- Need more consultation over the summer with professionals/experts
- “I wanna live in a place where everybody respects each other.”
- Students, part-time residents, permanent residents, all would like to be treated with respect
- These cameras captured after the crime has been committed, it does not relate to the root causes as to why they are happening
- These cameras could be used for more than just a deterrent for vandalism, theft, and other crimes. Used for Town Bylaw infractions such as Winter Parking Ban, Property Minimum Standards, and in worst case, Motor vehicle accidents, hit and runs, etc.
- Audio could be helpful, to capture the verbal assault or loud noises



POLICY

Community Video Camera Policy

Community Video Camera Policy	
Policy Number: 215-004	Supersedes Policy Number: Not Applicable
Effective Date: 2022-XX-XX	Approved by Council Motion Number:

1.0 Purpose

Providing procedures for the effective management of video surveillance by the Town, so that employees, members of the public, and Town property are safer and more secure. This includes preventing and deterring crime, identifying suspects, and gathering evidence, while minimizing privacy intrusion. Cameras are not actively monitored, only viewed upon report of a crime or violation.

2.0 Scope

This Policy applies to all those within the Town of Wolfville, citizens and employees, who live, visit, or are passing through the pilot area

For the purpose of this Policy, the Towns property includes all streets and public places within the pilot area.

3.0 References

- Part 20 – Freedom of Information and Protection of Privacy, of the Municipal Government Act
- Part 20 - Freedom of Information and Protection of Privacy, of the Municipal Government Act Form 1 – Application for Access to a Record



POLICY

4.0 Review of Policy

5.0 Definitions

- 5.1 **“authorized personnel”** means the personnel authorized by the CAO to operate surveillance equipment and access live or recorded material.
- 5.2 **“camera system or system”** means security camera equipment, including cameras, monitors, and associated control and storage equipment that allow for remote viewing of images and/or audio captured within the field of vision of the cameras.
- 5.3 **“CAO”** means the Chief Administrative Officer of the Town of Wolfville.
- 5.4 **“contractor”** means a corporate entity or an individual performing work on behalf of the Town under contract.
- 5.5 **“digital recordings”** means the images, data, and associated records created and retained because of the Town’s use of a camera system.
- 5.6 **“employee”** means any person categorized as permanent, term, full-time, part-time, casual, contract, seasonal, temporary, or student worker in the employ of the Town, as well as volunteers.
- 5.7 **“MGA”** means the Municipal Government Act.
- 5.8 **“personal information”** has the same meaning as defined in Part XX of the MGA.
- 5.9 **“secure”** means to copy a portion of digital recording to an external storage device such as a hard drive or flash drive.
- 5.10 **“third party”** means any person or organization other than Town staff who are authorized pursuant to this Policy to review digital recordings, RCMP and other law enforcement agencies and personnel, and Acadia University.
- 5.11 **“Town”** means the Town of Wolfville.
- 5.12 **“Town property”** means any real property owned or leased, and operated directly by the Town, including buildings, parks, and recreational facilities.

6.0 Installation

- 6.1 The decision to install a camera system or systems in the Town of Wolfville shall be made by Council.
- 6.2 When considering the installation of a camera system, the following criteria shall be considered and documented by the CAO or delegate.
 - 6.2.1 The existence of demonstrated and **significant concerns regarding safety, security and/or loss of or damage to property** at the location, or at similar locations to the location, where placement of the camera system is being



POLICY

- proposed.
- 6.2.2 What measures, other than the installation of a camera system, are available to addresses identified **concerns regarding safety, security and/or loss of or damage to property.**
- 6.3 Signage
- 6.3.1 Where a camera system is permanently installed on Town Property, the CAO or delegate shall post signage in a conspicuous place in proximity to the system, advising that the area is being recorded by a surveillance system.
- 6.3.2 Notwithstanding paragraph 6.3.1, if a sign cannot physically be posted in a conspicuous place in proximity to the camera system, it shall be posted in the general vicinity.
- 6.3.3 Where several camera systems are placed in a location, it shall be sufficient to display a single sign in a conspicuous place at or near the entry point advising those entering the location that it is being recorded by a camera system.
- 6.4 A camera system shall, to the extent possible, be focused on the location identified as having **concerns regarding safety, security and/or loss of or damage to property.**
- 6.5 Camera systems may operate at any time in a twenty-four-hour period.
- 6.6 The CAO shall maintain an inventory of all camera systems under control of the Town.

7 Use of Digital Recordings

- 7.1 Digital recordings obtained through a camera system may be used by the Town to:
- 7.1.1 Enhance the safety and security of employees, contractors and members of the public who are on Town property
- 7.1.2 Safeguard Town property and other assets
- 7.1.3 Detect and deter **unlawful activity** by providing law enforcement agencies **and Acadia University** with evidence related to possible unlawful activities
- 7.1.4 Undertake internal investigations, as authorized by the CAO or delegate.
- 7.2 The CAO or delegate may secure digital recordings from an identified time and location for any of the purposed set out in paragraph 7.1.
- 7.3 **Upon a report or discovering evidence of an unlawful activity, or upon the request of the RCMP or other law enforcement agency or of Acadia University, the CAO or other authorized personnel may review digital recordings that may contain**



POLICY

evidence related to possible unlawful activity. If a digital recording contains such evidence, the Town may provide a copy of the digital recording to the RCMP or other law enforcement agency for law enforcement purposes. In addition, if the Town has an agreement in place with Acadia University regarding the confidentiality of digital recordings, the Town may provide a copy of the digital recording to Acadia for the purpose of assisting Acadia in investigating potential breaches of its Student Code of Conduct or other similar codes or rules of Acadia.

8 Viewing of Cameras

- 8.1 Viewing of video footage from the camera systems shall only be performed by authorized personnel.
- 8.2 Digital recordings shall not be viewed in a location where the public or unauthorized staff may view the images.
- 8.3 Viewing of recorded footage shall be based on suspicious behavior, not individual characteristics. Authorized personnel will not monitor individuals based on characteristics of race, gender, ethnicity, sexual orientation, or disability.
- 8.4 Personnel who violate guidelines set out in the Policy shall be subject to disciplinary action up to and including termination and possibly legal action where appropriate.

9 Control of Digital Recordings

- 9.1 The CAO or delegate is responsible for the digital recordings applicable to this policy within the Town's custody and control.
- 9.2 Any camera system recording equipment owned by or in the possession of the Town shall be located such that only individuals authorized by the CAO may access the equipment.
- 9.3 The CAO may designate employees or contractors who are authorized to access the camera system and digital recordings for the purpose of:
 - 9.3.1 Viewing of a given location
 - 9.3.2 Retrieving, downloading, viewing, and/or securing a digital recording; and
 - 9.3.3 Performing maintenance and repairs on the system
- 9.4 The CAO or delegate shall maintain a list of authorized individuals designated pursuant to paragraph 9.3.

10 Third-party Access to Digital Recordings

- 10.1 Third parties may request access to digital recordings in the following manner:



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- 10.1.1 An application pursuant to Part XX, Freedom of Information and Protection of Privacy, of the MGA
- 10.1.2 As part of a legal actions against the Town; or
- 10.1.3 By way of a court order or otherwise as provided for by law.
- 10.2 A third party who is given access to digital recordings may be required to acknowledge his or her duties, obligations, and responsibilities with respect to the confidentiality, use, and disclosure of the digital recordings in writing.
- 10.3 Any unauthorized access to digital recordings or the camera system shall be reported to the CAO for investigation.
- 10.4 Any employee who provides digital recordings to unauthorized parties, either because of intentional wrongful disclosure or disclosure caused by negligence, may be subject to disciplinary action, up to and including dismissal.
- 10.5 Any contractor who provides digital recordings to unauthorized parties, either because of intentional wrongful disclosure or disclosure caused by negligence, may be subject to termination of their contract and/or legal action.

11 Retention and Disposal of Digital Recordings

- 11.1 The CAO may develop retention periods establishing the length of time digital recordings are to be maintained and may develop different retention periods for those digital recordings secured under paragraph 7.2.
- 11.2 Digital recordings that have been secured due to a request pursuant to paragraph 10.1 shall be retained in accordance with the legal and records management requirements of the request.
- 11.3 Notwithstanding paragraph 11.1, where digital recordings that have been secured in response to a request pursuant to paragraph 7.2 are subsequently used to make a decision that directly affects an individual, they shall be retained for a minimum of one year.
- 11.4 Digital recordings for which no request to secure has been received by the CAO or delegate, shall not be retained for longer than 7 days. A camera system may record over such existing recording.
- 11.5 Secured digital recordings shall be disposed of in a manner that ensures that personal information is erased and cannot be retrieved or reconstructed. Disposal methods may include shredding, burning, or erasing depending on the type of storage device.



POLICY

CAO or Town Clerk

Date

FINAL DRAFT



Privacy Impact Statement – Proposed Community Video Camera Pilot Project May 2022

In response to on-going reports of property damage to Town and private property, and in response to on-going nuisance party by-law infractions, the Town of Wolfville is proposing to install targeted video camera systems as part of a pilot project. Property damage includes the on-going removal of street blades/signs and traffic signs, which pose on-going safety risks to both residents and visitors. Residents have also reported an increase in property damage including damage to cars, theft of patio furniture, business signs and on-going vandalism.

This pilot project will be run through the Office of the CAO with support from Compliance and Public Works staff and if approved by Council, will provide 11 cameras in the Town of Wolfville.

Proposed camera locations are as follows:

- 6 Bay Street
- 9 Fairfield Street
- 26 Gaspereau Avenue
- 10 Harbourside Drive
- 54 & 24 Highland Avenue
- 17 Hillside Avenue
- 434 Main Street
- 18 & 4 Prospect Street
- 16 Summer Street

This Privacy Impact Statement covers the operation of the pilot from the time the cameras are installed and collecting footage. All requests for footage must be made through the Office of the CAO.

Information collected through this pilot will include images captured by the video cameras. As the purpose of this data collection is to aid in the enforcement of laws and by-laws, any image that could be used to identify who is committing the unlawful act should be considered personal information.

The Town of Wolfville has reviewed the information necessary to ensure that any use of video surveillance is in compliance with our privacy obligations set out in the *Freedom of Information and Protection of Privacy Act (FOIPOP)* and the *Municipal Government Act (MGA)*. As part of this review, we have started working through the four steps, as recommended by the Office of the Information and Privacy Commissioner of Nova Scotia as outlined in their report, ***Video Surveillance Guidelines***.

Consideration: Is the video surveillance demonstrably necessary to meet a specific need?

To deter unlawful acts, to better prosecute when unlawful acts occur and to respond to the on-going safety hazard created by a loss of street blades and road safety signage, we believe that video camera are worth trying in the specific project area.

The Town of Wolfville has a long history with issues of vandalism, out of control parties and property damage. With roughly half our population being under the age of 24, there is a certain amount of understanding and tolerance of the party behaviours that are well known to Town and Gown communities.

Unfortunately, over the past number of years, the reports of these crimes have increased, and residents have repeatedly challenged the Town and the RCMP to do more to protect their neighbourhoods and their property. In addition to this, there has been an increase in the frequency of street blade and road safety sign theft. In the past year, as an example, the Town of Wolfville has spent approximately \$12,000 to replace street blades.

While the Town has added compliance staff to deter these crimes, the majority of incidents occur from Thursday through Sunday, from 11pm to 6am and compliance staff are not able to be on every street, preventing the unlawful acts, all the time. The removal of street and road safety signs is a safety issue that impacts everyone, from the potential of emergency responders not making it to a call because a street is un-signed, to the potential of cars not stopping at an intersection because a stop sign and pole have been removed.

Staff believe that cameras will act as a deterrent and when an unlawful act is committed, the footage will help with enforcement. In Wolfville, enforcement of our nuisance party by-law has been successful with repeat offences as a rarity.

For the past 2 years (2020-2022 to date), we have compiled the data in relation to complaints of Nuisance Parties or violations regarding our Minimum Property Standards Bylaw:

2020

31.4% of MSB violations
88.9% of NPOs

2022 (to date)

50% of MSB violations
80% of NPOs

2021

24.1% of MSB violations
76.9% of NPOs

All together

**30% of MSB violations
78.9% of NPOs**

This information is collected from the Town's resources. This does not include statistics from the RCMP.

Consideration: Is there a less privacy invasive way of achieving the same end?

The acts of vandalism and property damage occur late night or early morning, and not at a time when our compliance staff are doing their patrols, so it does seem that privacy provides an opportunity for these actions.

Last summer, the Town tried a crime prevention through environmental design approach to combatting the issue. It was not successful. We are also working on a community alcohol strategy and on numerous other ideas to tackle this on-going issue, including collaborating with our partners to minimize the impact of traditional “party” weekends and conducting regular walk-about through the pilot area with members of all stakeholder groups to provide for education and dialogue.

The Town has also hosted weekly meetings with partner groups to share information and problem solve these on-going concerns, yet to date we have not witnessed a reduction in unlawful acts.

Consideration: Is the video surveillance likely to be effective in meeting the identified need?

We believe that the video cameras will act as a deterrent for a segment of the population that commits these infractions and acts. When that fails, we believe that it will provide evidence to be used for enforcement purposes. If this is not showing a measurable impact during the pilot project, the cameras will be re-evaluated.

Consideration: Is the loss of privacy created by the surveillance proportional to the need?

The on-going removal of street blades and road safety signs create enough of a safety risk that the proposed surveillance seems to be a reasonable response. The footage will also provide evidence to be used in the laying of charges under the Town’s nuisance party by-law.

Feedback from the Town’s Compliance staff, Security Guard Team, RCMP and residents living in the proposed camera areas have demonstrated that there is a need for more action, and this is one tool that the Town will try to minimize and negate negative and unlawful behaviours in these neighbourhoods.

Retention:

Footage, once captured, remains on the camera for a period of one week, is not uploaded by default. If it is needed, a request to the Office of the CAO must be received within a week of the alleged unlawful activity.

If footage needs to be accessed, it will be downloaded to the Wolfville Laserfiche server and retained in accordance with the Video Camera Policy.

Security:

Data is stored using a secure VMS system (Video Management Software) called Milestone, which is used by Law Enforcement Agencies in Canada. All video footage will be stored in a Microsoft facility in Toronto, Canada. This is a secure Azure hosting facility with Enterprise grade security.

Once accessed by the Office of the CAO, the footage can be downloaded onto Wolfville servers, and placed in a limited access folder on Laserfiche. The footage will only be accessed by those authorized through the Office of the CAO in accordance with the policy.

Review and evaluate the use of video surveillance in the Town of Wolfville

Our proposed Community Video Camera Pilot Project will run for a defined period and then will be re-evaluated by Town Council. On-going review is to be expected by the final evaluation and will consider the following:

- Has there been a measurable reduction in the removal/damage of street blades?
- Has there been a measurable reduction in the removal/damage of road safety signs?
- Has there been a measurable reduction in SOTs issued under the nuisance party by-law?
- Has there been a measurable increase in charges laid based on the provision of video footage?
- Has there been a measurable increase in community livability as reported by residents?

Surveying will happen with residents at the start of the project, at the mid-way point and at the conclusion to measure community livability.

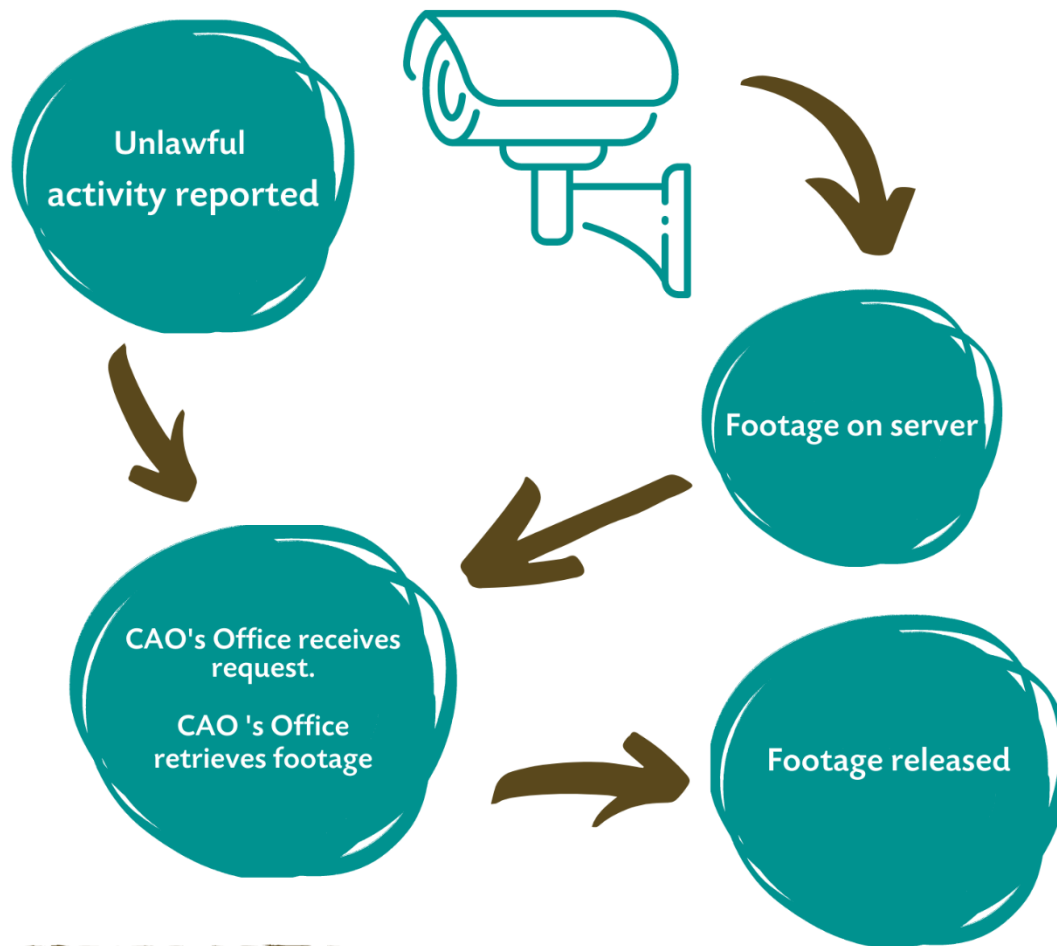
In addition, the Town will work with our RCMP partners on tracking specific infractions occurring within the video camera pilot areas to monitor types and frequency of calls.

Risk Assessment and Management:

One risk we anticipate through this pilot are frivolous or vexatious requests for footage. To mitigate this risk, we will ensure that all requests for footage are managed in accordance with our Policy.

There is also a risk that an unauthorised individual (Town Staff) could access the downloaded footage. To mitigate this risk, the Manager of IT Services will provide a monthly audit to the CAO including a list of all staff who have accessed the folder that stores the footage. This folder will only be accessible through CAO granted permissions in Laserfiche, our internal server.

Proposed Information Flow - Community Video Camera Pilot Project



Process

When an alleged unlawful act is reported, a request can be made to access the footage through the office of the CAO. The Office of the CAO will manage the footage retrieval and provide access, if approved.

REQUEST FOR DECISION 032-2022

Title: Temporary Borrowing Resolutions – 2022/23 Capital Program

Date: 2022-05-03

Department: Finance



SUMMARY

Temporary Borrowing Resolutions (TBRs) - 2022/23 Capital Program

This RFD deals with the **annual process** required each year by municipalities planning to use long term debt as part of their **funding source for their capital budget**. Permanent long term debt (debentures) can only be put in place after completion of the capital projects in scope and the Temporary Borrowing Resolution (TBR) provides the mechanism to have temporary debt to cover the cost until the first opportunity arrives to put in place a fixed term debenture. The TBR also provides the mechanism by which the Minister of Municipal Affairs and Housing approves a municipality’s use of long term debt. Without the Minister’s approval, a municipality may not access long term debt for capital funding purposes.

Depending on the projects in any given year, there may be a need to identify two subtotals, one for the Town operation and one for the Town’s Water Utility operation. The 2022/23 year includes both Town and Water infrastructure borrowing requirements.

DRAFT MOTION:

That Council approve the attached Temporary Borrowing Resolutions;

• TBR #22/23-01 Various purposes Town	\$1,425,000
TBR #22/23-02 Water Transmission & Distribution	<u>\$ 386,000</u>
Total Borrowing	<u><u>\$1,811,000</u></u>

to cover loan facilities with the Bank of Montreal until such time as the short-term loans are replaced with debenture borrowings as per the 2022/23 Town Capital Budget, Ten Year investment Plan (CIP), and 2022/23 Water Utility Capital Budget.

REQUEST FOR DECISION 032-2022

Title: Temporary Borrowing Resolutions – 2022/23 Capital Program

Date: 2022-05-03

Department: Finance



1) CAO COMMENTS

The CAO supports the recommendations of staff.

2) LEGISLATIVE AUTHORITY

NS Municipal Government Act (MGA) Section 66, 88 & 92

3) STAFF RECOMMENDATION

That Council approve the TBR requirements for the 2022/23 capital budget season to ensure previously approved funding is in place in a timely manner.

4) REFERENCES AND ATTACHMENTS

- TBR 22/23-01 Town (attached)
- TBR 22/23-02 Water Utility (attached)
- 2022/23 Operations Plan, including Ten Year Capital Investment Plan (2022/23 funding page)
- Water Utility Capital Budget (funding page)

5) DISCUSSION

Annually this is a housekeeping matter as it relates to capital purchases/projects previously approved by Council as part of the budget process. In this case it relates to the 2022/23 Budget approved on March 15th. The budget motion details capital funding sources, including long term debt.

The **TBR forms the first required step** in the process by which Town's obtain debenture funding through the NS Municipal Finance Corporation (MFC). It also becomes part of the paperwork required by the Bank of Montreal to set up the temporary loan facility. The TBR template issued by the Department of Municipal Affairs and Housing is a standard form with a twelve month term.

The budget plan is to replace the TBR funds with 15-20 year debenture proceeds (in accordance with Town Policy on capital asset funding). Based on our expected capital financing, the Town's total debt repayments over the next 4 years, page 71 of Operations Plan, (excluding Water Utility that functions with its own debt ratio) will be approximately:

2021/22	\$852,100	(7.9% DSR based on own sourced revenue of \$10.75 million)
2022/23	\$835,000	(7.6% DSR)
2023/24	\$927,200	(8.3% DSR)
2024/25	\$1,010,000	(8.9% DSR)

REQUEST FOR DECISION 032-2022

Title: Temporary Borrowing Resolutions – 2022/23 Capital Program

Date: 2022-05-03

Department: Finance



Note interest assumption utilized for the debenture funding included 2.75% rate over years 1-5 and 3.5% for years 6-10. Last years debenture rates were approximately 2.5%. The 2023/24 budget process will likely see the need to increase the estimated cost of debt, i.e. interest rates. For this 2022/23 year, the 2.75% estimate should still be reasonable.

Our total own source revenue is budgeted to be just \$10.75 million for 2022/23 (total revenue less school board funding, corrections and regional housing, and provincial/federal grants). As demonstrated by the debt service ratio calculations, the town's debt costs are well within the capacity of town to manage. This should not be unexpected given Council reviews this information annually as part of the budget setting process. Note by the end of the Ten Year Capital Investment Plan the DSR is likely to reach 15% based on current funding framework. As staff are able to secure external funding sources (grants, capital contributions) in coming years, the DSR should not rise as dramatically.

The Town's ability to take on the approved capital budget debt funding is reflected in the draft provincial financial indicators which notes Wolfville's Debt Service Ratio at 7.3% which is half of the provinces required benchmark of 15%.

Once Council approves the TBR's, the following occurs:

- Town related TBR (22/23-01) goes back to Dept. Municipal Affairs and Housing (DMAH) for Ministerial approval.
- Water utility related TBR 22/23-02 goes back to DMAH, but awaits UARB approval of the Water Utility Capital Budget before Ministerial sign off.

By using two TBR's, there can be a quicker turnaround from DMAH for at least the Town portion of work.

6) FINANCIAL IMPLICATIONS

Financial implications are one of the factors reviewed during the budget process and considered by Council before budget approval in March. As noted above, the resulting debt ratios indicate the Town's ability to manage the debt load approved by Council remains stable for the next 4 years.

7) REFERENCES TO COUNCIL STRATEGIC PLAN AND TOWN REPORTS

Not applicable as this RFD is a **required step** for projects already approved in the 2022/23 Operations Plan, including Ten Year CIP

8) COMMUNICATION REQUIREMENTS

REQUEST FOR DECISION 032-2022

Title: Temporary Borrowing Resolutions – 2022/23 Capital Program

Date: 2022-05-03

Department: Finance



There will be formal communications with external sources in two areas:

- With DMAH to obtain Ministerial approval;
- With BMO to arrange our line of credit renewal based on the approved TBR amounts

9) ALTERNATIVES

No true alternatives exist as these TBR's relate to previously approved capital project funding. Not approving the TBR's would require putting major portions of the 2022/23 Capital Budget on hold pending identification of other funding sources.

**MUNICIPAL COUNCIL OF THE
TOWN OF WOLFVILLE
TEMPORARY BORROWING RESOLUTION** TBR #2022/23-01

Amount: \$ 1,425,000

Purpose: Capital Budget Projects

WHEREAS Section 66 of the Municipal Government Act provides that the Council of the _____
TOWN OF WOLFVILLE _____, subject to the approval of the Minister
of Municipal Affairs and Housing, may borrow to expend funds for a capital purpose as authorized by statute;

WHEREAS the Council of the _____ TOWN OF WOLFVILLE _____ has
adopted a capital budget for this fiscal year as required by Section 65 of the Municipal Government Act and are
so authorized to expend funds for capital purposes as identified in their capital budget; and

WHEREAS the specific amounts and descriptions of the projects are contained in Schedule "A" (attached);

BE IT THEREFORE RESOLVED

THAT under the authority of Section 66 of the Municipal Government Act, the Council of the
_____ TOWN OF WOLFVILLE _____ borrow a sum or sums not exceeding
_____ One Million, Four Hundred Twenty Five Thousand _____ Dollars (\$ 1,425,000 _____) for the
purpose set out above, subject to the approval of the Minister of Municipal Affairs and Housing;

THAT the sum be borrowed by the issue and sale of debentures of the Council of the
_____ TOWN OF WOLFVILLE _____ to such an amount as the Council
deems necessary;

THAT the issue of debentures be postponed pursuant to Section 92 of the Municipal Government Act
and that a sum or sums not exceeding _____ One Million, Four Hundred Twenty Five Thousand _____
Dollars (\$ 1,425,000 _____) in total be borrowed from time to time from any chartered bank or trust company
doing business in Nova Scotia;

THAT the sum be borrowed for a period not exceeding Twelve (12) Months from the date of the
approval of the Minister of Municipal Affairs and Housing of this resolution;

THAT the interest payable on the borrowing be paid at a rate to be agreed upon; and

THAT the amount borrowed be repaid from the proceeds of the debentures when sold.

THIS IS TO CERTIFY that the foregoing is a true copy of a resolution read
and duly passed at a meeting of the Council of the
_____ TOWN OF WOLFVILLE _____
held on the ____ day of _____, 2022.

GIVEN under the hands of the Clerk and under the seal of the Council of the
_____ TOWN OF WOLFVILLE _____
this ____ day of _____, 2022.

Clerk

**MUNICIPAL COUNCIL OF THE
TOWN OF WOLFVILLE
TEMPORARY BORROWING RESOLUTION**

Amount: \$ 1,425,000

Purpose: Capital Budget Projects

SCHEDULE "A"

		\$
Heading: Municipal Buildings & Structures		
Item	Salt Shed @ Public Works Facility	250,000
Item	Visitor Information Centre	400,000
Item		
Item		
Heading Sub Total:		650,000
Heading: Street rebuild, including underground sanitary and storm sewer systems		
Item	Highland Avenue - from Prospect to Skyway, plus AT Main to Prospect	775,000
Item		
Item		
Item		
Heading Sub Total:		775,000
Heading:		
Item		
Item		
Item		
Item		
Heading Sub Total:		0
Heading:		
Item		
Item		
Item		
Item		
Heading Sub Total:		0
TOTAL REQUEST CONTAINED WITHIN THIS RESOLUTION		1,425,000

MUNICIPAL COUNCIL OF THE

TOWN OF WOLFVILLE

TEMPORARY BORROWING RESOLUTION

TBR #2022/23-02

Amount: \$ 386,000

Purpose: Water Utility - replace distribution system on Highland Ave.

WHEREAS Section 66 of the Municipal Government Act provides that the Council of the TOWN OF WOLFVILLE, subject to the approval of the Minister of Municipal Affairs and Housing, may borrow to expend funds for a capital purpose as authorized by statute;

WHEREAS the Council of the TOWN OF WOLFVILLE has adopted a capital budget for this fiscal year as required by Section 65 of the Municipal Government Act and are so authorized to expend funds for a capital purpose as identified in their capital budget; and

WHEREAS the Council of the TOWN OF WOLFVILLE has determined to borrow for the purposes of Water Utility - replace distribution system on Highland Ave.;

BE IT THEREFORE RESOLVED

THAT under the authority of Section 66 of the Municipal Government Act, the Council of the TOWN OF WOLFVILLE borrow a sum or sums not exceeding Three Hundred, Eighty Six Thousand Dollars (\$ 386,000) for the purpose set out above, subject to the approval of the Minister of Municipal Affairs and Housing;

THAT the sum be borrowed by the issue and sale of debentures of the Council of the TOWN OF WOLFVILLE to such an amount as the Council deems necessary;

THAT the issue of debentures be postponed pursuant to Section 92 of the Municipal Government Act and that the Council borrow from time to time a sum or sums not exceeding Three Hundred, Eighty Six Thousand Dollars (\$ 386,000) in total from any chartered bank or trust company doing business in Nova Scotia;

THAT the sum be borrowed for a period not exceeding Twelve (12) Months from the date of the approval of the Minister of Municipal Affairs and Housing of this resolution;

THAT the interest payable on the borrowing be paid at a rate to be agreed upon; and

THAT the amount borrowed be repaid from the proceeds of the debentures when sold.

THIS IS TO CERTIFY that the foregoing is a true copy of a resolution read and duly passed at a meeting of the Council of the TOWN OF WOLFVILLE held on the ____ day of _____, 2022.

GIVEN under the hands of the Clerk and under the seal of the TOWN OF WOLFVILLE this ____ day of _____, 2022.

Clerk

REQUEST FOR DECISION 020-2022

Title: Vending Bylaw Update

Date: 2022-04-05

Department: Parks and Recreation



SUMMARY

Updates to Vending Bylaw 99

The current Vending Bylaw permits vending in the Town of Wolfville upon obtainment of a vending permit and payment of the associated fee. The Approval process rests with the Town’s Development Officer.

Bylaw 99 currently restricts Vending in Public Places, except during a “Special Event”, which is defined as “a time-specific event defined in Appendix 1 to this bylaw,” which “may be amended by Council resolution from time-to-time.” Section 4.2 of Bylaw 99 outlines the Vending Categories and Limitations:

4.2 Vending Categories and Limitations

In accordance with, and subject to, the provisions of this bylaw, Vending Permits may be obtained for Vending in the following categories:

Category	Limitations
a) Mobile Canteens	<ul style="list-style-type: none">Permitted in a Public Place during Special Events subject to a Vending Permit; orPermitted on Private Property subject to a Vending Permit.
b) Stands or Mobile Stands	<ul style="list-style-type: none">Permitted in a Public Place during Special Events subject to a Vending Permit; orPermitted on Private Property subject to a Vending Permit.
c) Fundraising events for not-for-profit and community groups	<ul style="list-style-type: none">May be permitted anytime in a Public Place or on Private Property subject to a Vending Permit.

Appendix 1 currently defines “Special Events” as follows:

APPENDIX 1 – Town of Wolfville Vending Bylaw “Special Events”

The following are considered “Special Events” pursuant to this by-law:

- 1) Devour! The Food Film Festival
- 2) Wolfville Mud Creek Days
- 3) Valley Harvest Marathon
- 4) Deep Roots Music Festival

Staff would like to amend Appendix 1 of Bylaw 99 to remove reference to a list of specific events, and to include all Town Events and other events which are fully endorsed and supported by the Town.

REQUEST FOR DECISION 020-2022

Title: Vending Bylaw Update

Date: 2022-04-05

Department: Parks and Recreation



DRAFT MOTION:

THAT COUNCIL APPROVE AN AMENDMENT TO APPENDIX 1 OF BYLAW 99 TO ELIMINATE THE LIST OF SPECIFIC EVENTS AND REPLACE IT WITH:

“1) ALL TOWN-ORGANIZED EVENTS

2) EVENTS IN PARTNERSHIP WITH THE TOWN, AS APPROVED BY CAO (or Designate), TO A MAXIMUM OF (3) PER CALENDAR YEAR, PER APPLICANT.”

REQUEST FOR DECISION 020-2022

Title: Vending Bylaw Update

Date: 2022-04-05

Department: Parks and Recreation



1) CAO COMMENTS

The CAO supports the recommendations of staff.

2) LEGISLATIVE AUTHORITY

Town of Wolfville Vending Bylaw.

3) STAFF RECOMMENDATION

It is the recommendation of staff that Council approve the proposed Motion.

4) REFERENCES AND ATTACHMENTS

1. Town of Wolfville Vending [Bylaw](#)

5) DISCUSSION

Staff understands the purpose of the current Vending Bylaw 99 and the rationale that supports the Town's tax-paying, brick and mortar businesses and provides protection from undue and potentially unfair competition. Staff also sees value in allowing vendors to participate in Town-organized or supported events in order to expand and build upon the Town's resources to create events that are diverse and offer more variety to residents and visitors. Current examples of groups that have requested permission to vend in Wolfville that would not be permitted under the current bylaw include the NS Craft Council wishing to do a pop-up event in town and a local artist group wanting to showcase and sell art. Furthermore, the Town is currently not permitted to attract vendors that could offer products and services that complement our events outside of those events listed in Appendix 1 of the bylaw.

Staff also understands that the current amendment to the bylaw does create added flexibility but perhaps does not go far enough. There are some short-term opportunities that the Town is working to support, and this amendment will allow for this. A wholesome review of this bylaw will be part of our ongoing work with the WBDC. As staff looks to bring a new agreement with the WBDC back to Council for consideration, WBDC's support of an updated vending bylaw will be important.

Eliminating the list of specific events that are exceptions to Bylaw 99 and including all Town Events and other events approved by the Town will allow staff to manage and support the Vending Bylaw more effectively, while encouraging visitors and economic inputs and creating opportunities to showcase different products, artisan goods and services.

As part of a process intended to amend the Vending Bylaw in 2021, the Wolfville Business Development Corporation was presented with similar proposed changes, although the previous proposal went beyond the scope of the current Request for Decision. Feedback from the WBDC was positive, with some concern over large vendors 'taking advantage' by attending every possible event to vend. This concern

REQUEST FOR DECISION 020-2022

Title: Vending Bylaw Update

Date: 2022-04-05

Department: Parks and Recreation



has been heard and is addressed in the current proposed change by specifying a limit of three (3) opportunities per year, per vendor. Staff are working closely with the WBDC on events as they are executed and will involve them in project planning to ensure business awareness and involvement where appropriate.

It is important to consider that this Motion is not intended to create unfair competition within the Town's business community, but to create opportunities to allow smaller or more mobile vendors to promote their products and/or their membership through a vetted process, at times specified by the Town through its own schedule of Events and the approval process for other events.

Through this process it is the intention of this Motion to create opportunities to better serve our residents, as well as to bring people to Wolfville to participate in events that not only support the organizing group but bring commerce and vitality to the town at large. Staff believe that the flexibility this will provide will enhance the Town's ability to offer enticing events to its residents and visitors.

Should Council see value in putting some limitations on the proposed Motion, such as limiting the number of times a group can apply annually for a permit under these circumstances or limiting what can be sold, this would become part of the permit application and approval process.

6) FINANCIAL IMPLICATIONS

There are limited financial implications directly related to this Motion. Revenue streams would not be affected and have little to no impact on the Town's finances.

7) REFERENCES TO COUNCIL STRATEGIC PLAN AND TOWN REPORTS

The following three areas or strategic directions from Council's 2021-2025 Strategic Plan should be noted and supported by this Motion:

- Economic Prosperity
- Social Equity
- Community Wellness

In addition, this RFD links to the following Council Priority Initiative:

- Economic sector growth and support for businesses (retention and attraction)

8) COMMUNICATION REQUIREMENTS

Communications related to this Motion would be represented by updating Appendix 1 of the Vending Bylaw.

REQUEST FOR DECISION 020-2022

Title: Vending Bylaw Update

Date: 2022-04-05

Department: Parks and Recreation



9) ALTERNATIVES

Council can choose not to approve the Motion.

Council can choose to put limitations or restrictions on the Motion.

REQUEST FOR DECISION 030-2022

Title: Parks Master Plan – Terms of Reference

Date: 2022-04-26

Department: Parks and Recreation



SUMMARY

Parks and Open Space Master Plan – Terms of Reference

At the April Council meeting Council passed the following motion:

19-04-22 THAT COUNCIL AUTHORIZE STAFF TO DEVELOP A PARKS AND OPEN SPACE MASTER PLAN AT A COST NOT TO EXCEED \$100,000, USING OPERATING RESERVES IF REQUIRED, AND THAT A TERMS OF REFERENCE BE DEVELOPED AND APPROVED BY COUNCIL PRIOR TO ISSUING A REQUEST FOR PROPOSAL.

As requested, the purpose of this RFD is to provide the draft Terms of Reference that will inform the final Request for Proposal for Council to provide feedback on and amend/approve so that the project can move forward.

Please note: staff understands that a tree policy is a Council priority but it is not included in the Parks and Open Space Master Plan. The tree policy will be a unique piece of work separate from the Parks Plan and further information on this process will be brought to Council in the coming months.

DRAFT MOTION:

THAT COUNCIL APPROVE THE *TERMS OF REFERENCE* PROVIDED IN RFD 030-2022, AS WRITTEN, TO FORM THE BASIS OF THE *REQUEST FOR PROPOSAL* THE TOWN WILL ISSUE FOR A PARKS AND RECREATION MASTER PLAN.

REQUEST FOR DECISION 030-2022

Title: Parks Master Plan – Terms of Reference

Date: 2022-04-26

Department: Parks and Recreation



1) CAO COMMENTS

The CAO supports the recommendations of staff.

It is understood that Council has a great deal of passion, expertise and community knowledge related to this project. Staff have worked to provide a detailed Scope of Work to allow Council the opportunity to see how their role can be included both as members of Council but also as leaders within the community. Council's role throughout the planning process will be both explicit and implicit, which gives Council a great opportunity to be involved in numerous ways. It is anticipated that Council will be actively involved throughout this project as follows:

- Council will be updated on the rollout once the final details are confirmed by the staff team and the successful consultant. Council will have to chance to confirm and articulate any other questions they might have before the process gets fully underway;
- Council will have monthly updates included in the Committee of the Whole agendas by way of the CAO update and an opportunity to provide feedback on progress;
- Council is a considered a key-shareholder and will be called upon during the engagement process both directly and hopefully indirectly, by encouraging community involvement. Involvement will be with both our online platforms and with in-person sessions;
- Council will have final approval of the Parks and Open Space Master Plan and the implications and opportunities this will afford the Town.

2) LEGISLATIVE AUTHORITY

2022-23 Operating Budget

Municipal Government Act

3) STAFF RECOMMENDATION

It is staff's recommendation for Council to approve the motion.

4) REFERENCES AND ATTACHMENTS

N/A

5) DISCUSSION

The discussion section of this RFD includes the *Invitation, Parks & Recreation Context, Project Description, Scope of Work, and Proposal Evaluation* to be included in the Request for Proposal being issued by the Town for a Parks and Open Space Master Plan. Please refer to the following excerpts from the Request for Proposal:

Invitation

REQUEST FOR DECISION 030-2022

Title: Parks Master Plan – Terms of Reference

Date: 2022-04-26

Department: Parks and Recreation



The Town of Wolfville is seeking proposals from qualified consulting firms to provide services to develop a Parks and Open Space Master Plan. The Town is looking for a partner to do this work, as the Town believes that they must work together with the chosen firm and not simply stand aside. The Town will establish a staff working group supporting this project and this group will be integral to ensuring that outcomes are achieved.

The plan should create a roadmap for ensuring that residents enjoy fair and equitable quantity, quality, proximity and access to parks and green spaces, recreation facilities and programs throughout the community, now and into the future. Wolfville is seeking a system-wide approach to developing goals, policies and standards related to new park and open space investments, as well as ongoing maintenance and improvement requirements. Finally, the plan must prioritize strategies based on current and future funding scenarios and the inevitable unknowns.

A fundamental piece to this work will be the participation and engagement of the Wolfville community in developing a Vision for their parks and open spaces.

The Parks and Open Space Master Plan that will be created from this work will be a guiding document for future development and redevelopment of the community's system of parks, open spaces, active transportation corridors and recreation programming over the next 10 years.

Park & Recreation Context

Wolfville is home to numerous parks, trails, and open spaces. New parks and trails are being planned for both the west and east ends of the town, along with yearly investments in existing parks and trails.

Currently there are 20 parks in town; mostly modest neighbourhood parks and a few, well-used signature community parks. There are limited traditional playgrounds. Within one park there is a bike-skills park. A splash pad was added to the parks inventory in 2021. Tower Community Park, a recent addition to the inventory, is home to a basketball court and small skateboarding facility. There are several notable park locations that require planning and investment – the extent of this to be determined. A few years ago, planning and concept drawings for significant investment in one of the parks (Quiet Park) was developed but not executed.

There is some shared recreation and parks space with both the University and Wolfville school.

Along with the parks, there are several well-used trails/trail systems providing residents with a degree of interconnectedness. Recent work to develop an active transportation network has been presented to Council and steps are being taken to build out this network. Active Transportation will need to be a priority in the Parks and Recreation Master plan.

There are previous Parks & Open Space Master plans that can be drawn from, along with active transportation, micro-transit, flood risk and climate plans.

REQUEST FOR DECISION 030-2022

Title: Parks Master Plan – Terms of Reference

Date: 2022-04-26

Department: Parks and Recreation



The community, through informal processes, has identified pickleball courts and outdoor skating as desirable improvements, in addition to all other needs and wants that will likely emerge from community consultation.

As the Town moves towards accessibility goals, it is recognized that parks need to be transformed into more accessible play spaces.

In 2018, the Town created a Parks and Recreation Department. Since that time investments have been made in certain parks but not with the aid of a Master Plan or intentional community consultation. One of the outcomes of this Master Plan will be to guide both investment and timelines for building out the parks, open spaces and an interconnected trail system to serve residents and visitors to Wolfville.

Project Description

The Town of Wolfville is seeking proposals from qualified consulting firms to partner with and provide services to develop a Parks and Open Space Master Plan. The Town of Wolfville has a strong commitment to providing fair and equitable access to high-quality parks, green spaces, recreation facilities and programs for all members of the community, which this Master Plan will guide and support. Specifically, the consultant will collect and analyze data to develop a clear set of goals, policies and standards for the community's park system, green spaces, trails and active transportation corridors, recreation facilities and program development for the next 10 years. These will include standards for construction, maintenance and signing, thereby informing the Town's 10-year Capital Investment Plan and maintenance requirements.

The consultant will work closely with staff from the Parks and Recreation Department, along with key staff from other departments including Planning, GIS, Engineering and Public Works and the Senior Management team. A Parks and Open Space Master Plan advisory team will be formed to facilitate the Town's involvement and deliverables.

The consultant will create a process for communication, consultation and engagement with the public that involves both online and in-person activities. The use of Wolfvilleblooms.ca will be integral to the online platform. Public consultation will include the general public as well as focused consultation with a number of key stakeholders, including but not limited to: Members of our business community; youth; Town committees; Town Council; Acadia University; and other special interest groups.

Once the Plan is complete it will be presented to Council for final approval and endorsement.

Scope of Work

Internal Assessment and Project Administration

REQUEST FOR DECISION 030-2022

Title: Parks Master Plan – Terms of Reference

Date: 2022-04-26

Department: Parks and Recreation



- Provide the Town's staff team with a presentation of your approach to the planning process, timelines, plan for consultation and engagement, outcomes and deliverables for sign-off.
- In consultation with the staff team, workshop a process to establish the mission and goals of the Parks and Recreation Department. Vision to be community-generated.
- Once endorsed by the staff team, present to Council the mission and goals of the Parks and Recreation Department.
- Once endorsed by the staff team, present to Council your approach to the planning process, timelines, plan for consultation and engagement, outcomes and deliverables.
- Participate in progress meetings with the staff team (or designate) as often as necessary, but not less than once per month until the final Plan is approved.
- Provide a written monthly update on progress and obstacles to be included in the CAO update to Council and community.
- Supply the staff team (or designate) with an update of all completed or partially completed work and list of obstacles or concerns at least three (3) working days before each scheduled progress meeting.
- Understand and value the Town's commitment to improving access and accessibility.
- Respect and acknowledge that not all things are possible and there are limited resources available. Use this filter when making final recommendations.

Community Engagement

- Identify, describe, and implement a comprehensive strategy and methodology for community involvement as part of this Master Plan. Include the process for online as well as in-person involvement.
- Review existing documentation of engagements conducted by the Parks and Recreation Department or other Departments to compile available information about community needs. Summarize and identify gaps in data.
- Provide well-organized and directed activities, techniques and formats that will ensure an equitable, inclusive, open, and proactive public participation process is achieved. These methods should solicit quality input from as many stakeholders as possible, including under-resourced populations, users and non-users of the services and facilities.
- Act as professional facilitators to gather specific information about services, use, preferences and strengths, weaknesses, opportunities, and threats.
- Provide written records and summaries of the results of all public processes and communications strategies that can be shared with the public.
- Through community engagement – build a Vision for Wolfville Parks and Recreation.
- Help to build consensus and agreement on the Plan. If consensus is not possible, provide information for informed and equitable decision-making for Council, acknowledging constraints (not everything is possible). Distilling hopes/wants/dreams into actions and priorities is one of the fundamental outcomes that will ensure this project is a success.

Resource and Data Collection

REQUEST FOR DECISION 030-2022

Title: Parks Master Plan – Terms of Reference

Date: 2022-04-26

Department: Parks and Recreation



- Conduct analysis that considers the fair and equitable quantity, distribution, inclusivity, condition, cultural relevancy, connections and proximity of parks, green spaces, programs, recreation centers and services across the entire town. Evaluation criteria should be based on the expressed values of the community and focus on improved health, social and environmental outcomes.
- Provide an assessment and analysis of the Parks and Recreation Department’s current level of programming, services, and maintenance in relation to present and future goals, objectives, and directives.
- Compile an inventory and assessment of the existing parks, trails, green spaces, and facilities in Geographic Information System (GIS). Compare to national benchmarking tools.
- Provide a community-wide, statistically valid community needs assessment survey on recreation and park programs and facilities. The return rate should accurately represent a sampling of the population, including vulnerable populations, so that an analysis can be segmented by various demographic groups.
- Review and interpret demographic trends and characteristics of the community.

Implementation

- Develop an action plan that includes strategies, priorities and an analysis of budget support and funding mechanisms for the short-, mid- and long-term timelines for the park system, green spaces, trails and recreation programs and services. The action plan should prioritize strategies by their level of impact on social, health and environmental outcomes.
- Prioritize recommendations for needs and the development of parks, trails, green spaces and recreation facilities.
- Prioritize recommendations for maintenance, renovation and operation of parks, trails, and recreation facilities.
- Recommend collaborative partnerships and other solutions to minimize duplications or enhance opportunities for collaborative partnerships.
- Identify areas of service shortfalls and projected impact of future trends.
- Provide useable and workable definitions and recommendations for designated parks and green spaces with acreages and parameters defined as appropriate.
- Develop recommendations for operations, staffing, maintenance, programming, and funding needs.

Development of Final Plan and Supporting Materials

- The Master Plan must include an introduction, executive summary, written goals, objectives, policy statements, a financial and action plan that articulate a clear vision, “roadmap” and model for the Town of Wolfville’s Parks and Recreation Department moving forward.
- The plan must include a summary of existing conditions, inventories and system-wide metrics, distribution metrics, population demographics and outcome metrics.

REQUEST FOR DECISION 030-2022

Title: Parks Master Plan – Terms of Reference

Date: 2022-04-26

Department: Parks and Recreation



- The plan must include consolidation of the recommendations for each site.
- The plan must include concept drawings for proposed recommendations (as applicable), charts, graphs, maps, and other data as needed to support the plan, including public feedback.

Proposal Evaluation

Proposals will be evaluated based on all information provided by the Proponent. Nothing should be assumed. Each proposal will be reviewed to determine if the proposal is responsive to the submission requirements outlined in the RFP. Failure to comply with these requirements may deem the proposal non-responsive. In recognition of the importance of the procedure by which a Proponent may be selected, the following criteria outline the primary considerations to be used in the evaluation and consequent awarding of this project (not in any order).

Selection of a proposal will be based on the following criteria and any other relevant information provided by the Proponent in the submission. The Town of Wolfville reserves the right to prioritize and weigh the importance of each *sub-criterion* within the identified technical criteria confidentially.

Proposal Evaluation Criteria:

Project Understanding/deliverables	30%
Company Experience and Project Team Qualifications	35%
Project Management/timeline	25%
Financial	10%

6) FINANCIAL IMPLICATIONS

Please refer to RFD 024-2022

7) REFERENCES TO COUNCIL STRATEGIC PLAN AND TOWN REPORTS

Reference the appropriate strategic directions from the 2021-2025 Strategic Plan:

- Economic Prosperity -**Yes**
- Social Equity -**Yes**
- Climate Action -**Yes**
- Community Wellness -**Yes**

8) COMMUNICATION REQUIREMENTS

A Communication and Engagement Plan for this project will be developed to inform both Council and our Community. It is possible that a sub-section of the monthly CAO report could include an update on this specific project (as noted above).

REQUEST FOR DECISION 030-2022

Title: Parks Master Plan – Terms of Reference

Date: 2022-04-26

Department: Parks and Recreation



9) ALTERNATIVES

Council could choose not to use the Scope of Work as provided.

Council could request changes to the Scope of Work as provided.

From: [Laura Morrison](#)
To: [Laura Morrison](#)
Subject: FW: An Invitation
Date: May 9, 2022 10:31:08 AM

From: Anne Stieger
Sent: May 5, 2022 1:44 PM
To: Town Council <towncouncil@wolfville.ca>
Subject: An Invitation

CAUTION: This email originated from outside of the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Dear
councillors,

At
committee of the whole, several people asked that you consider alternative and preventative ways of solving the vandalism and misdemeanour issues happening in the downtown core and adjoining neighborhood. We have offered to help identify such solutions and we appreciate that you welcomed hearing more suggestions for broader community-building efforts.

Accordingly,
we have connected with some of the experienced practitioners mentioned, and they have agreed to give a presentation about their work on short notice.

They
are:

-
-
- Bette Anne Watson, who has years
- of experience leading relevant projects with Inspiring Communities
-
-
-
- Stephen Schneider, criminology
- professor who has also led crime prevention strategies in HRM
-

We
would like to invite you all to join us for such an information session before the next council meeting, so that you can take this information into account as you make your decision.

Are
you interested in attending?

If
yes, we will follow up regarding possible dates - we are waiting to hear back from the
presenters about their availability.

We
will also invite James Sanford and the ASU president, and would welcome any and all
ToW staff.

Warmly,
Anne, Duncan, Caroline & Mercedes



Won't You Be My Neighbour:

Crime Prevention, Social Capital, and Neighbourhood Cohesion in Waterloo Region

2012 Waterloo Region Area Survey



Region of Waterloo



Waterloo Region
Crime Prevention Council
Together for a Safer Community

**Won't You Be My Neighbour:
Crime Prevention, Social Capital and Neighbourhood Cohesion in Waterloo Region**

Keely Phillips Master of Social Work Student,
Wilfrid Laurier University

Anthony Piscitelli Supervisor Planning & Research,
Waterloo Region Crime Prevention Council

With Support from:

AGORE Committee The Advisory Group on Research & Evaluation of WRCPC

Thank you to the University of Waterloo Survey Research Centre for conducting the Waterloo Region Area Survey. Thank you also to the City of Kitchener, the Laurier Institute for the Study of Public Opinion and Policy (LISPOP) and Kitchener Waterloo Symphony for sharing their data with the Waterloo Region Crime Prevention Council. Our gratitude also goes to the YMCA Ontario Early Years centre for sharing data for this report.

Published by the Waterloo Region Crime Prevention Council.

January 2013

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Accessible formats available upon request.
Region of Waterloo Document Number 1229101

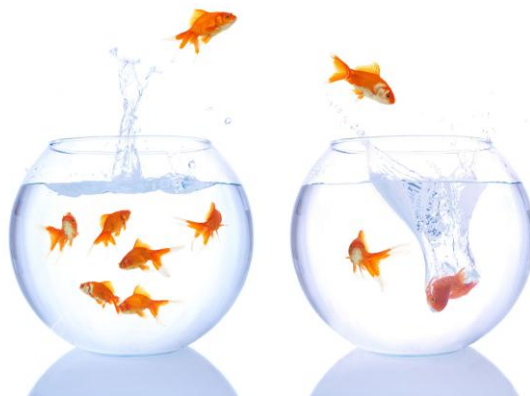
For more information please contact:

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Waterloo Region Crime Prevention Council
apiscitelli@regionofwaterloo.ca

www.preventingcrime.ca

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Executive Summary

This report is a follow up to reports from 2009 and 2011 that measured fear of crime in Waterloo Region. Presented in this report are results from the 2012 Waterloo Region Area Survey examining fear of crime, social capital, and attitudes towards crime prevention. Results are compared to other measures of fear of crime and social capital in Waterloo Region and to national surveys.

The first set of questions in the survey asked about attitudes towards crime prevention:

- People associate ‘smart on crime’ with actions of individual responsibility such as being aware of crime or reporting crime;
- Residents in Waterloo Region are supportive of crime prevention programs and believe that youth who commit crime can change for the better;
- While few people followed media coverage on *The Safe Streets and Safe Communities Act*, the majority of Waterloo Region residents were supportive of this legislation.

To measure perceptions on the amount of crime people were asked how much they agree with the statement “*There is much more crime today than I remember as a child*”. Most respondents believe there is more crime today than when they were children.

The next set of questions asked about fear of crime. Respondents were asked: “*How safe do you feel from crime walking in your neighbourhood after dark?*” Most Waterloo Region residents (89%) feel safe walking alone at night and fear of crime is decreasing. Fear of crime is also mapped by neighbourhood using data from the 2010 Kindergarten Parents Survey and the Newpath survey.

Feelings of safety in downtown Kitchener at night were measured by asking “*how safe from crime people feel at night in downtown Kitchener?*” Feelings of safety in downtown Kitchener vary depending on the community of residence. Waterloo and Township residents feel less safe than Kitchener and Cambridge residents.

Social capital was measured by asking “*Generally speaking would you say that most people can be trusted or that you cannot be too careful in dealing with people?*” Two-thirds of respondents believe that people can be trusted, giving Waterloo Region a higher level of social capital than Ontario and Canada.

Finally, using data from the Newpath survey and Kindergarten Parents survey measures of social capital, civic engagement, neighbourhood cohesion, and sense of community were examined by neighbourhood. Neighbourhoods with high levels of fear of crime tend to have low levels civic engagement.

The report concludes with a discussion of how these findings can be useful in identifying neighbourhoods with both the capacity and support for crime prevention initiatives.

Introduction

The Waterloo Region Crime Prevention Council seeks to prevent crime by mobilizing the community to address the root causes of crime, reducing victimization, and confronting fear of crime. This report examines fear of crime, social capital and neighbourhood cohesion, and attitudes towards crime prevention in Waterloo Region. Measuring fear of crime is important as it shows if perceptions of crime in a community reflect the risk of victimization. Living in a community with a high fear of crime could lead to a decrease in social cohesion (Markowitz, Bellair, Liska & Liu, 2001). Measuring social capital and neighbourhood cohesion shows how willing the community is to contribute to resolve problems, such as crime (Coleman, 1990; Putnam, 1993). Ideally, a community will have a low fear of crime and high social capital. Finally, measuring attitudes towards crime prevention demonstrates what approach the community supports in resolving issues of crime and fear of crime.

The Waterloo Region Crime Prevention Council has made the regular systematic monitoring of fear of crime in Waterloo Region a priority. In 2009 a report was published examining fear of crime. The report made four recommendations addressing fear of crime:

- Local government, Business Improvement Associations, community agencies and Waterloo Regional Police increase their focus on a multi-sector approach to address the unique needs of the local communities in Waterloo Region to reduce fear of crime.
- Waterloo Region Crime Prevention Council, Waterloo Regional Police, Business Improvement Associations and Waterloo Region municipal governments employ strategies to address fear of crime that are based on evidence and are tailored to the needs of the local communities.
- Waterloo Region Crime Prevention Council, Waterloo Regional Police, Business Improvement Associations and community agencies work to ensure that perceptions of crime reflect the reality of crime.
- Waterloo Region Crime Prevention Council and Waterloo Regional Police collaborate on future surveys to continue to measure fear of crime in Waterloo Region.

In October 2011, “**Changing Perceptions: 2011 Waterloo Region Area Survey**” was published as a follow-up to the 2009 report. “Changing Perceptions” found that fear of crime in Waterloo Region decreased between 2009 and 2011; however work is needed within the community to address signs of social disorder. The report found residents prefer addressing crime through increasing social programs, increasing employment, and implementing harsher sentences. In-depth interviews with twelve individuals who participated in the survey revealed three themes: People believe that community policing can reduce crime; many people watch their neighbourhood informally on the look-out for crime; and people are supportive of community crime prevention programs. Finally, Waterloo Region,

having strong social capital is in a good position to implement further crime prevention programs such as neighbourhood watch.

This report uses data collected from the 2012 Waterloo Region Area Survey conducted by the University of Waterloo Survey Research Centre and compares it to similar surveys. The Waterloo Region Area Survey is a random survey of Waterloo Region residents. The survey is available for local governments, community agencies, and academics to purchase space.

Survey Title	Conducted by:	Year	Method
Waterloo Region Area Survey	UW Survey Research Centre	2003	Mail
Focus Canada	Environics Institute	2008	Phone
Waterloo Region Area Survey	UW Survey Research Centre	2008	Mail
General Social Survey	Statistics Canada	2008	Phone
General Social Survey	Statistics Canada	2009	Phone
Focus Canada	Environics Institute	2010	Phone
Kindergarten Parents Survey	Waterloo Region District School Board, Waterloo Catholic District School Board, Conseil scolaire de district catholique Centre-Sud, Conseil scolaire Viamonde	2010	School take home survey
Focus Canada	Environics Institute	2011	Phone
Waterloo Region Area Survey	UW Survey Research Centre	2011	Phone
Newpath	UW Survey Research Centre	2010	Mail
Waterloo Region Area Survey	UW Survey Research Centre	2012	Phone

In addition to using data from the Waterloo Region Area Survey this report has also made comparisons to the 2011 Waterloo Region Area Survey, the 2008 and 2009 General Social Survey conducted by Statistics Canada, and the 2008, 2010, and 2011 Focus Canada surveys conducted by Environics Institute. Results from the 2010 Kindergarten Parents Survey and Newpath walkability survey from 2010 are also presented to provide a full picture of fear of crime and social capital in Waterloo Region.

The focus and purpose of this report is:

- a) to explore attitudes towards crime prevention in the Waterloo Region;
- b) to explore the concept of ‘smart on crime’ in Waterloo Region;
- c) to explore attitudes towards youth and crime;
- d) to measure support for Bill C-10 and confidence in judges;
- e) to track the changes in levels of fear of crime within Waterloo Region, comparing it to national and provincial data; and
- f) to present measures of fear of crime and neighbourhood cohesion by neighbourhood.

Methodology

The 2012 Waterloo Region Area Survey was a telephone survey conducted between June 7 and June 29, 2012. Surveyors called 4,234 cell and landline telephones within Waterloo Region.

Phone numbers were selected from data purchased from ASDE Survey Sampler which uses a process of enhanced random digit dialing to randomly generate phone numbers. Numbers were called up to eight times or until calls were answered. All survey participants were 18 years or older. When a landline was called the adult in the household with the next birthday was asked to answer the survey questions to randomize the sample. The survey contained questions on the following areas:

- Political participation and political attitudes
- Perceptions of crime in the region
- Regional perceptions of the K-W Symphony
- Regional perceptions of Kitchener as a city
- Kitchener-specific views on the new City budget (asked to Kitchener residents only)
- Demographic data

Results from the survey are compared to results from the 2011 Waterloo Region Area Survey, 2008, 2010, and 2011 Focus Canada Surveys by Environics, the 2008 and 2009 General Social Surveys by Statistics Canada.

Results from the 2010 Kindergarten Parents Survey (KPS) are used in this report (Romagnoli, 2011). The KPS was developed by the Offord Centre for Child Studies at McMaster University and is sent home from school to kindergarten parents every three years at the same time the Early Development Instrument is conducted. Among other measures, the KPS asks about fear of crime and civic engagement in the parent's neighbourhoods.

Finally, results from the 2010 Newpath project are used. The Newpath, Neighbourhood Environments in Waterloo Region: Patterns of Transportation and Health project (Thompson et al., under review) asked among other measurements of neighbourhood walkability questions on fear of crime and neighbourhood cohesion. The survey had a sample size of 4,902 individuals in 2,228 households in Kitchener, Cambridge, and Waterloo. Participants were first recruited through a phone call and then completed the mail survey.

Results from the KPS survey and Newpath survey appear in this report on maps providing a visual illustration of fear of crime and civic engagement throughout Waterloo Region.

Results & Discussion

Response Rate

Total Numbers Called	No answer	Not Ineligible	Refused	Partial Complete	Fully Completed
4,234	1,584	950	1306	18	376
100%	37.4%	22.4%	30.8%	0.4%	8.9%

The surveyors were successful in reaching a person a little more than half the time, giving the survey a 54.4% contact rate. Of the 4,234 numbers called, 1,584 numbers were either unanswered, went to voicemail, or were busy. An additional 950 of the numbers called were ineligible because they were fax modems, numbers not in service, the number was a business, there was a language problem, or the respondent was ineligible or incompetent. Finally for 1,306 phone numbers the respondent refused to participate, hung up, or was not available during the data collection period. The overall refusal rate was 31%. This refusal rate is reasonable considering the 27 minutes on average it took to answer the survey.

Demographic Data

The survey respondents are a reasonable representation of Waterloo Region's demographics when comparing respondent demographics to the 2011 census. Women are overrepresented in the sample which is common as women are more likely than men to answer a survey (Rourke & Lakner, 1989). Women are 59% of the sample but only 51% of the local population. While 35-54 year olds are fairly represented in the sample, people over 55 are overrepresented and younger people are underrepresented despite including cell phone users in the sample to try to ensure accurate representation of younger adults.

	2011 Census % of Adult Population		Waterloo Area Survey 2012			
	Male	Female	Male	Female	% Male	% Female
18 to 24	6.68%	6.36%	8	7	2.1%	1.9%
25 to 34	8.87%	8.92%	11	26	2.9%	6.9%
35 to 44	9.08%	9.28%	33	41	8.8%	10.9%
45 to 54	9.77%	10.04%	27	43	7.2%	11.5%
55 to 64	7.22%	7.62%	39	56	10.4%	14.9%
65+	7.10%	9.05%	35	49	9.3%	13.1%
Total adult	48.72	51.27%	153	222	40.7%	59.2%

Weights	Males	Females
18-24	3.13	3.40
25-34	3.02	1.29
35-44	1.03	0.85
45-54	1.36	0.88
55-64	0.69	0.51
65 plus	0.76	0.69

Weights given to responses based on age and gender

Survey results were weighted by age groups and gender to ensure the responses accurately represent the views of Waterloo Region residents. Using weights balances results by increasing the importance placed on an answer from someone in a low response group and by decreasing the importance of a response made by someone in a high response group. For example, males 18 to 24 years are under sampled and therefore their responses are weighted to be equivalent to approximately three responses. Weighted results can be found in Appendix B and unweighted results in Appendix C.

City	Population 2011	Percentage of Population	Survey Respondents	Percentage of Survey Respondents
Cambridge	126,748	24.99%	82	21.8%
Kitchener	219,153	43.22%	175	46.5%
Waterloo	98,780	19.48%	73	19.4%
Townships	62,415	12.31%	46	12.2%
Waterloo Region	507,096		376	

Home owners are over sampled in the survey with 81% of survey respondents owning their home and 18% renting, compared to Census 2006 data where 70% of Waterloo Region residents owned their homes and 30% rented. Immigrants are comparably represented with 80% of survey respondents born in Canada and 19% outside of Canada. This is very close to census 2006 numbers where 77% are born in Canada and 23% outside of Canada. The community of residence of survey respondents is very close to the actual population. Cambridge is under sampled by 3 percentage points and Kitchener over sampled by 3 percentage points.

Waterloo Region Attitudes Related to Crime Prevention

The 2012 Waterloo Region Area Survey asked questions to measure attitudes towards crime prevention on topics including street gangs; youth who commit crimes; support for Bill C-10; confidence in judges; perceptions of the amount of crime; and support for crime prevention generally. Many of the questions have not been asked on previous area surveys therefore there are no previous results for comparison.

Being “Smart on Crime”

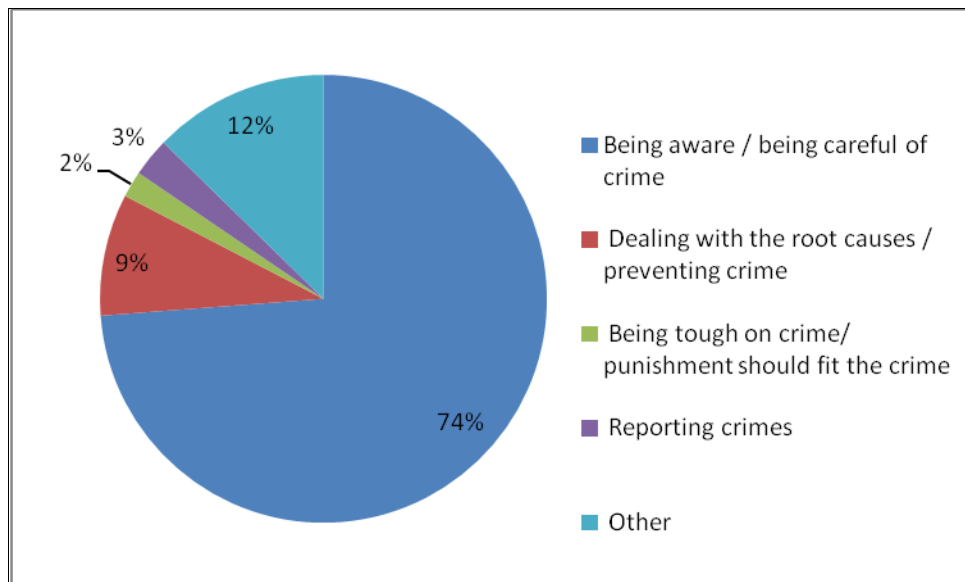


Figure #1: What does being ‘smart on crime’ mean?

Survey participants were asked the open ended question: “*In your own words what does being ‘smart on crime’ mean?*” This question was asked to determine if the language of ‘smart on crime’ is being connected with crime prevention. Respondents provided their definition of being ‘smart on crime’. These responses were then coded into categories:

- being aware of crime or being careful of crime (74%);
- dealing with the root causes of crime or preventing crime (9%);
- reporting crimes (3%);
- being tough on crime or that the punishment should fit the crime (2%);
- unique responses that did not warrant a theme were coded as ‘other’ (12%).

As Figure 1 illustrates most people associate ‘smart on crime’ with individual responsibility and only 9% of respondents indicated that ‘smart on crime’ is about crime prevention or dealing with the root causes of crime.

Support for Crime Prevention

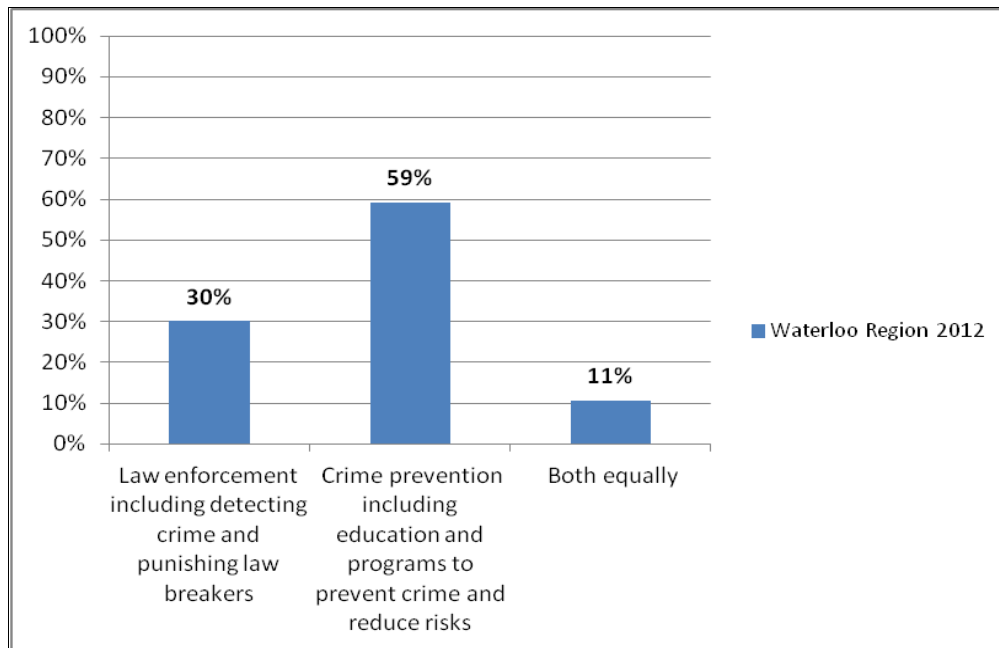


Figure #2: Do you think the major emphasis should be on law enforcement or crime prevention?

The next question sought to measure support for crime prevention. The question asked: “As you know governments today are limited in the amount they can spend in all areas. When it comes to crime and justice, do you think the major emphasis should be on: law enforcement which includes detecting crime and punishing law breakers; or crime prevention which includes education and programs to prevent crime and reduce risks?” Answering a preference for both approaches equally was not a response option but was allowed when indicated. Local results demonstrate:

- 59% favour crime prevention;
- 30% favour law enforcement;
- 11% responded they favour both approaches equally.

Environics has asked this same question in its Focus Canada surveys since 2008 allowing comparisons between local results to national ones with some caution. While the methods used and the question asked on the Waterloo Region Area Survey were the same as in the Environics survey it is possible that Environics surveyors were less prepared to accept a ‘both equally’ response. This could account for some of the difference in results.

	Environics Canada Wide Survey			Waterloo Region Area Survey 2012
	2008	2010	2011	
Law enforcement which includes detecting crime and punishing law breakers	35%	36%	31%	30%
Crime prevention, which includes education and programs to prevent crime and reduce risks	53%	58%	63%	59%
Both equally	11%	4%	4%	11%

National support for crime prevention, as the table above shows, has been increasing by about 5% a year; however Waterloo Region appears to be less supportive of crime prevention (59%) than Canada overall (63%)¹.

Youth Who Commit Crime

Survey respondents were then asked their beliefs about youth who commit crimes and approaches to street gangs. The question about youth who commit crimes asked: “*Generally speaking would you say almost all youth who commit crimes have the potential to change for the better or there is not much you can do to change most youth who commit crimes?*”

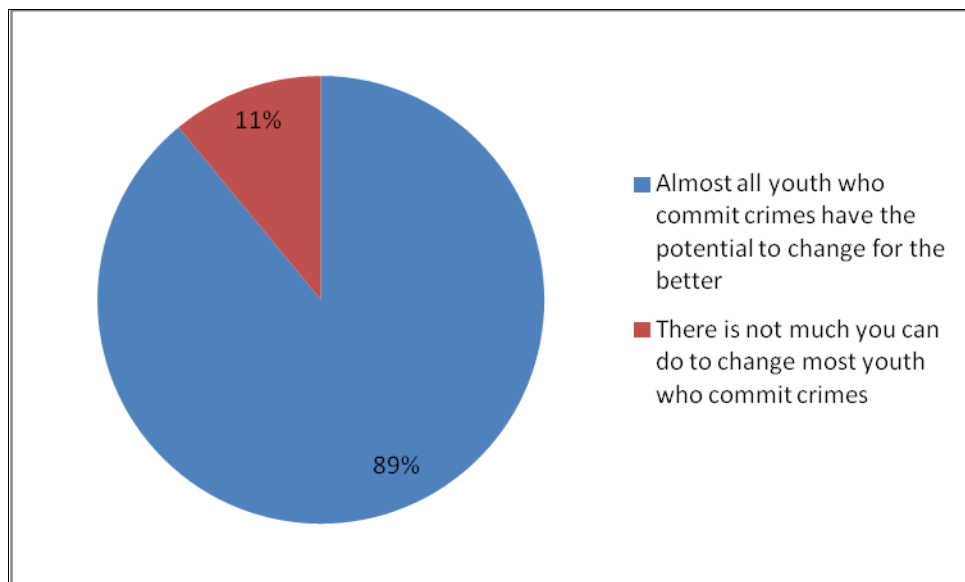


Figure #3: Beliefs about youth who commit crimes

¹ The margin of error (at 95% confidence level) in comparing support for crime prevention in the Environics polls to the 2012 Area Survey are as follows: 2008, 2.30%; 2010, 2.28% (not significant); 2011, 2.57%

The result shows 89% believe youth who commit crimes have the potential to change for the better. This indicates an opportunity to engage with the community in creating interventions to decrease youth recidivism.

Street Gangs

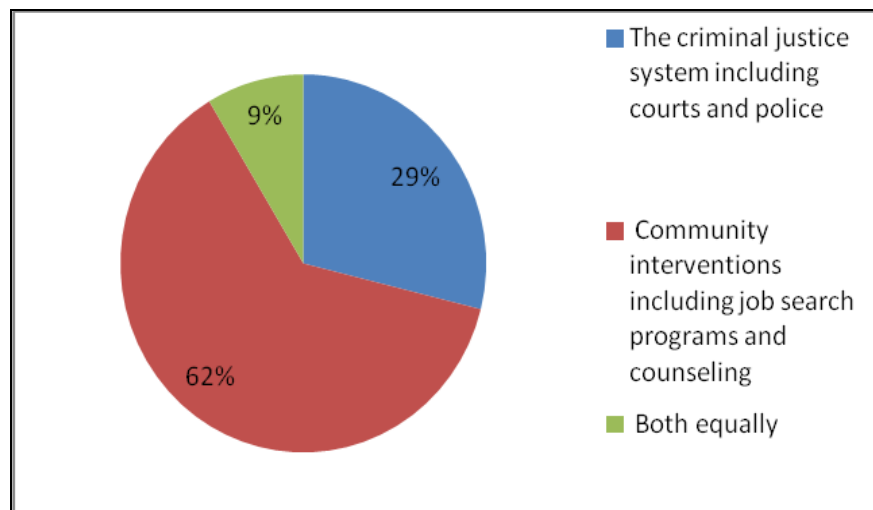


Figure #4: In your opinion are street gangs better addressed in our society through the criminal justice system or community interventions?

The next question asked about street gangs: “*In your opinion are youth street gangs better addressed in our society through the criminal justice system which includes courts and police or community interventions which includes job search programs and counseling?*” Although not a response option, some survey respondents indicated they preferred both approaches equally and this was accepted. Results were:

- 62% of respondents prefer community interventions to address street gangs
- 29% prefer criminal justice approaches.
- An additional 9% indicated support for both approaches equally.

Street gangs are seen as problematic due to their association with crime. Most street gang members are males under 17 (Dunbar, Waller & Gunn, 2011) making many street gang members a subpopulation of youth who commit crimes. Similar to the results that show most people believe that youth who commit crimes can change these results indicate the public sees community interventions as the better approach to youth street gangs.

Bill C-10

The next two questions asked about Bill C-10, or the **Safe Streets and Communities Act**, which was passed by parliament in March of 2012. This controversial omnibus crime bill included mandatory minimum sentences for some offenses, changes to the pardon system, and limiting the ability of judges to take an individualized approach when sentencing.

Parliament recently passed Bill C-10 the Safe Streets and Communities Act. How closely have you been following this Bill in the media?	
Very closely	1.9%
Somewhat closely	15.5%
Not too closely	25.9%
Not at all closely	56.7%

In order to measure attitudes towards Bill C-10 survey respondents were asked two questions, the first measured attention to the Bill: *“Parliament recently passed Bill C-10 the Safe Streets and Communities Act. How closely have you been following this Bill in the media?”* Results found that 82.6% of survey respondents were either not at all following the Bill, or not following the Bill closely and only 17% were following media coverage on the Bill closely or very closely.

Do you strongly support, somewhat support, somewhat oppose or strongly oppose Bill C-10?	
Strongly support	11.7%
Somewhat support	44.8%
Somewhat oppose	12.3%
Strongly oppose	11.2%
Neither support nor oppose	20.0%

The second question asked *“Do you strongly support, somewhat support, somewhat oppose or strongly oppose Bill C-10?”* Responses found 56% either strongly supported or somewhat supported Bill C-10. However, 20% of respondents neither support nor oppose Bill C-10. This was not an option offered but was accepted if a respondent volunteered this answer.

Environics asked a similar question in a national poll in 2011: *“The federal government is passing new laws for people convicted of a wide range of crimes. The new laws will increase the length of jail time and reduce judges discretion on sentencing.”* Respondents were asked to what degree they support the bill. Results were 62% of Canadians and 60% of Ontarians either strongly supported or somewhat supported the bill. However, neither support nor oppose was not an option on this survey and only 4% of respondents indicated they did not know or it depends as their answer. Unfortunately, the differences between these two surveys make direct comparisons possibly misleading.

Confidence in Judges

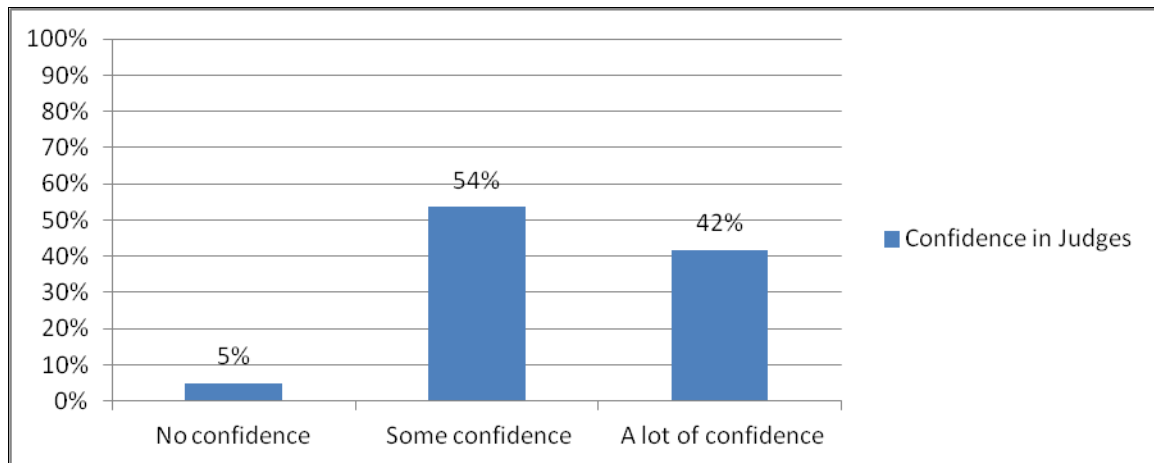


Figure #5 Confidence in judges

Waterloo Region Area survey respondents were also asked if they had “no confidence, some confidence or a lot of confidence” in judges³. Results are that:

- 42% have a lot of confidence in judges,
- 54% have some confidence in judges,
- only 5% have no confidence in judges.

In 2008, Environics asked a similar question to Canadians “In general, would you say you have a lot of confidence, some confidence, little confidence or no confidence at all in each of the following: judges?” Results showed that 19% of Canadians had a lot of confidence in judges, 51% had some confidence, 19% had a little confidence, and 9% had no confidence. It is possible this different result is due to Environics providing four options or the difference may be because Waterloo Region is more confident in judges. Further research is needed to clarify this finding.

³ Confidence in police officers was also asked and results can be found in Appendix B.

Perceptions of the Amount of Crime

To measure perceptions of the amount of crime respondents were asked how much they agree with the statement “*There is much more crime today than I remember as a child*”. Results show that 61% either strongly agree or agree there is more crime today.

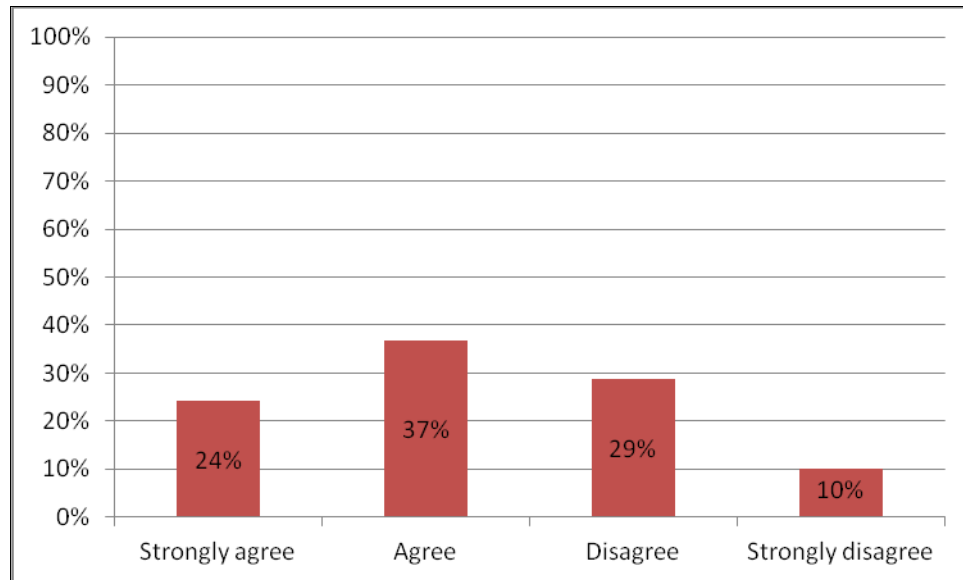


Figure #6 “*There is much more crime today than I remember as a child*”

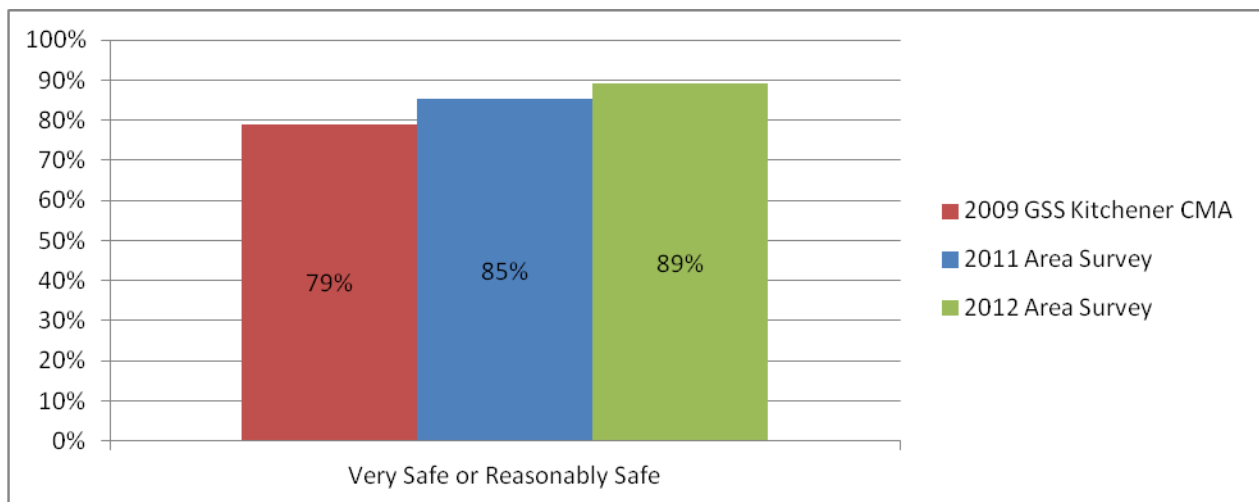
This is interesting as it contrasts with a decline in police reported crime rates in Waterloo Region and in Canada since the 1990’s (Brennan, 2012; Statistics Canada, n.d.) A similar question was asked on the 2003, 2008, and 2011 Area Surveys: “*Over the past five years do you think that crime in Waterloo Region has remained about the same, decreased, or increased?*” Results from the 2011 Area Survey found 32.2% thought crime increased over the past five years. However, attitudes from the 2003 and 2008 Area Survey were the majority of respondents felt crime increased over the past five years.

Over the past five years do you think that crime in Waterloo Region has remained about the same, decreased, or increased?			
	2003	2008	2011
Crime has increased	54.2%	53.1%	32.3%

While the questions from 2012 and 2003-2011 are very different questions, both do ask respondents to be retrospective in their thoughts about crime rates. The difference in question wording means direct comparisons between results are not possible but what is noteworthy is regardless of the question a sizable portion of the population does not perceive a decline in crime despite steady drops in crime rates over the past two decades.

Fear of Crime in Waterloo Region

Fear of crime is an important indicator of community vitality and well-being as it impacts on a person’s daily decisions as to where they live, shop, and how they interact with their community (Cordner, 2010). When fear of crime is high the impacts can be severe: “fear can confine people to their homes, and it undermines their trust in their neighbors...Fear is a key ‘quality of life’ issue for many people” (Skogan, 2006). To measure fear of crime survey respondents were asked: “*How safe do you feel from crime walking alone in your area after dark; very safe, reasonably safe, somewhat unsafe, or very unsafe?*” Results show 89% of survey participants feel either very safe or reasonably safe. This question was also asked on the 2011 Waterloo Region Area survey and then 85% of respondents felt very safe or reasonably safe. The 2009 General Social Survey asked the same question of the Kitchener Census Metropolitan Area (CMA) and found only 79% of Kitchener CMA residents felt safe walking in their area alone after dark. Over time this indicates a statistically significant increase in feelings of safety⁴.



Figure# 7: How safe do you feel from crime walking alone in your area after dark?

In 2004 and 2009 General Social Surveys asked the same question about fear of crime. Results found that provincially and nationally fear of crime is decreasing:

Very Safe or Reasonably Safe		
	2004	2009
Canada	84%	85%
Ontario	83%	87%

⁴ 2.85% margin of error between 2011 and 2012 polls at 95% confidence level and 4.32% % margin of error between 2012 and 2009 polls at 95% confidence level.

Fear of crime by neighbourhood

The Kindergarten Parents Survey report (Romagnoli, 2011) provides a closer look at fear of crime in individual neighbourhoods. The survey asked kindergarten parents to respond to the statement “*It is safe to walk alone in my neighbourhood at night*” with ‘not true’, ‘sometimes true’, or ‘true’. Overall 71.5% of parents felt safe walking alone in their neighbourhood at night. It is important to note kindergarten parents may not be a representative sample of Waterloo Region residents as parents may be more afraid of crime than the other citizens (Cordner 2010).

Responses from this survey are then mapped to neighbourhoods in Waterloo Region. Figure #8 displays levels of fear of crime in all of Waterloo Region’s neighbourhoods. There are eight neighbourhoods in the bottom quartile where only 44% to 58% of respondents felt safe walking in their neighbourhoods after dark:

- (4) Columbia / Lakeshore;
- (12) Victoria Hills / Cherry Hill / GR Hospital;
- (16) Downtown Kitchener & Area;
- (17) Alpine / Laurentian;
- (18) Southwest Kitchener;
- (20) Vanier / Rockway;
- (25) Central Preston / Preston Heights; and
- (27) North Galt / Elgin Park

The Newpath survey conducted in 2010 also asked Kitchener, Waterloo and Cambridge residents about fear of crime. Respondents were asked how strongly they agree or disagree with the statement: “*the crime rate in my neighbourhood makes it unsafe to go on walks at night*”. Figure #9 displays the results by neighbourhoods. Results show seven neighbourhoods in the bottom quartile where 41% to 72% percent of respondents feel unsafe walking at night because of the crime rate:

- (12) Victoria Hills / Cherry Hill / GR Hospital*⁵;
- (16) Downtown Kitchener & Area*;
- (17) Alpine / Laurentian*;
- (18) Southwest Kitchener*;
- (19) Country Hills / Huron Area
- (25) Central Preston / Preston Heights and;
- (27) North Galt / Elgin Park*

⁵ The neighbourhoods in the list above marked with an * had a high fear of crime in the KPS survey as well.

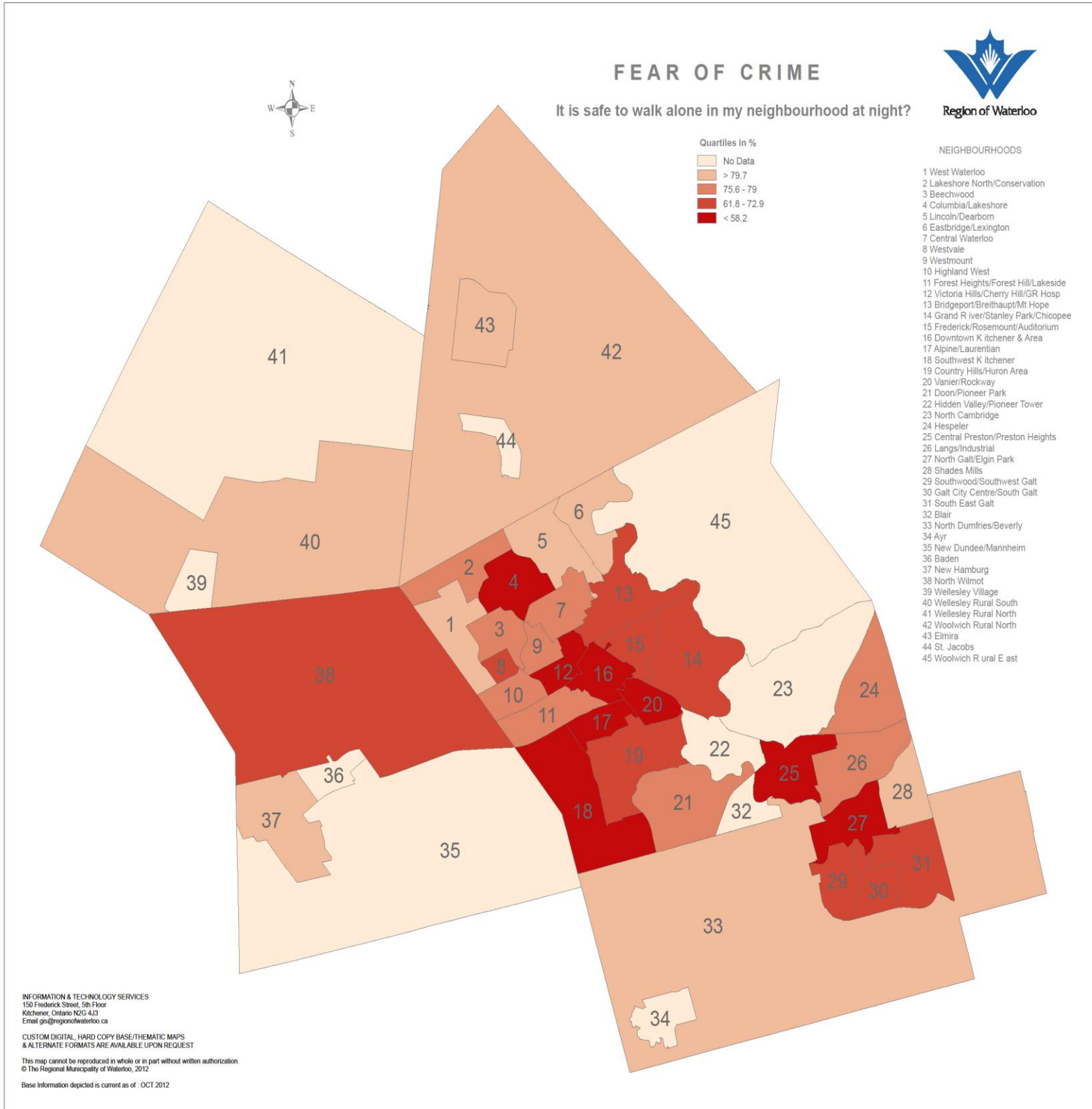


Figure #8: Fear of crime by neighbourhood (Kindergarten Parents Survey, 2011)

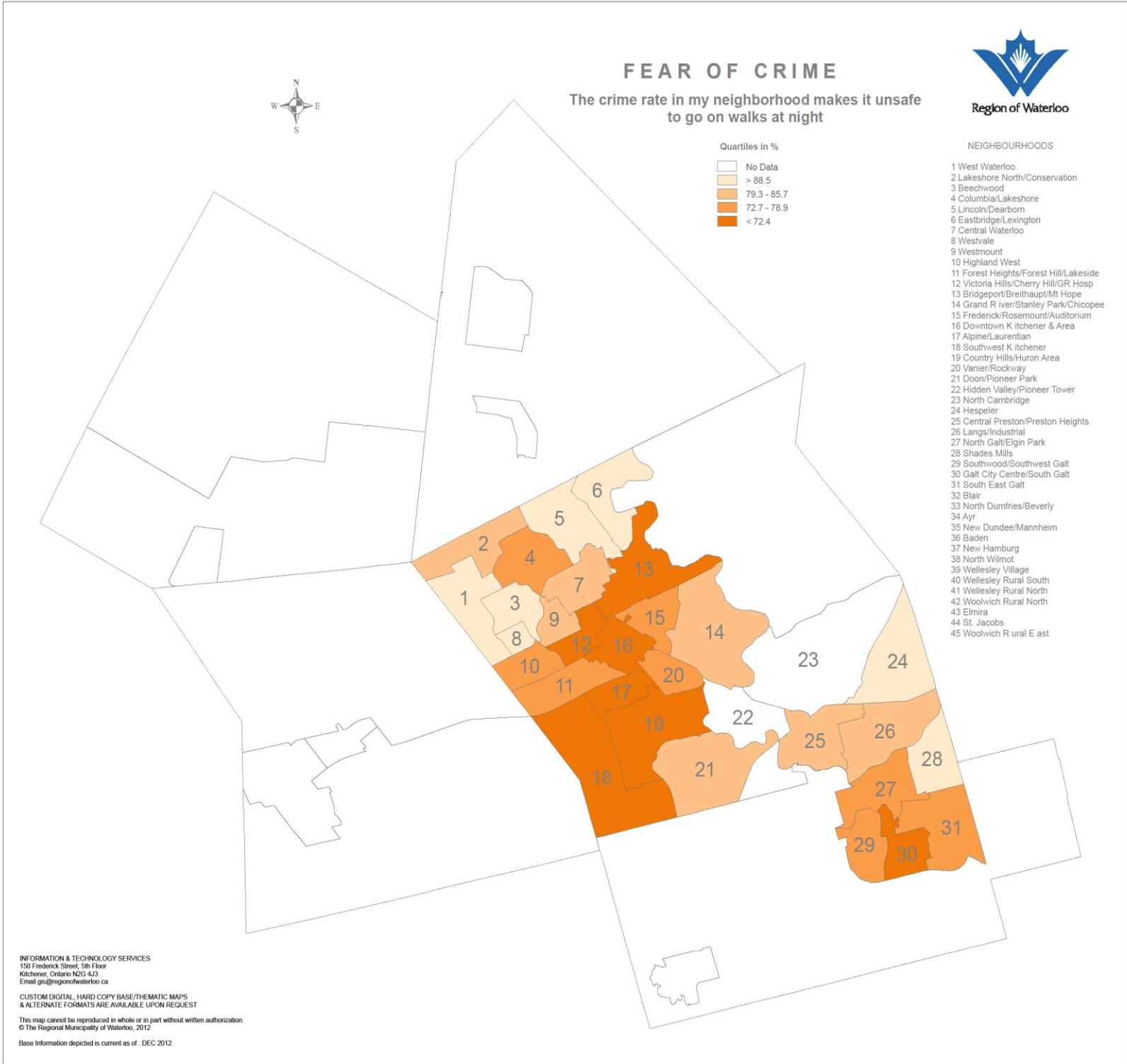


Figure #9: Fear of crime by neighbourhood (Newpath)

Fear of Crime in Downtown Kitchener

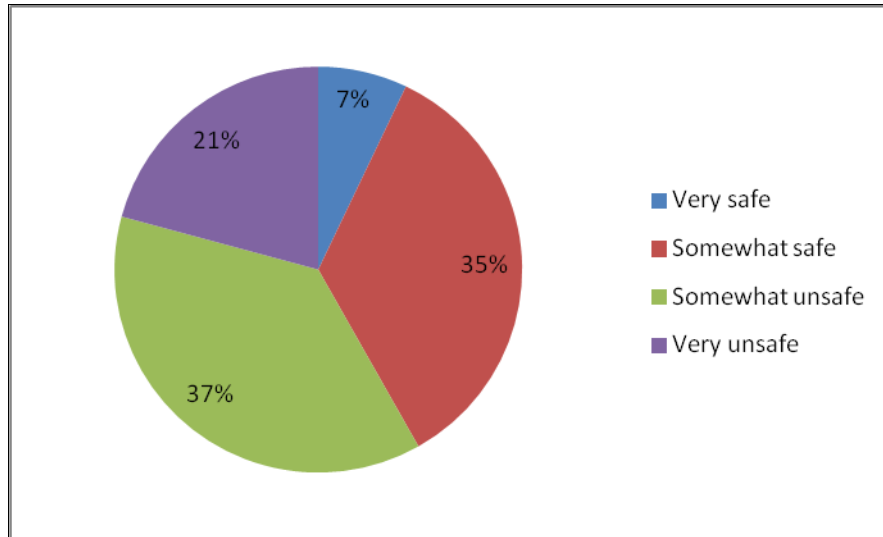


Figure #10: Fear of crime in downtown Kitchener at Night

Respondents were asked about their feelings of safety in downtown Kitchener: “*thinking about your feelings of safety in downtown Kitchener at night, do you feel: very safe, somewhat safe, somewhat unsafe, or very unsafe?*” Results show:

- 7% of respondents felt very safe,
- 35% felt somewhat safe,
- 37% felt somewhat unsafe, and
- 21% felt very unsafe in downtown Kitchener at night.

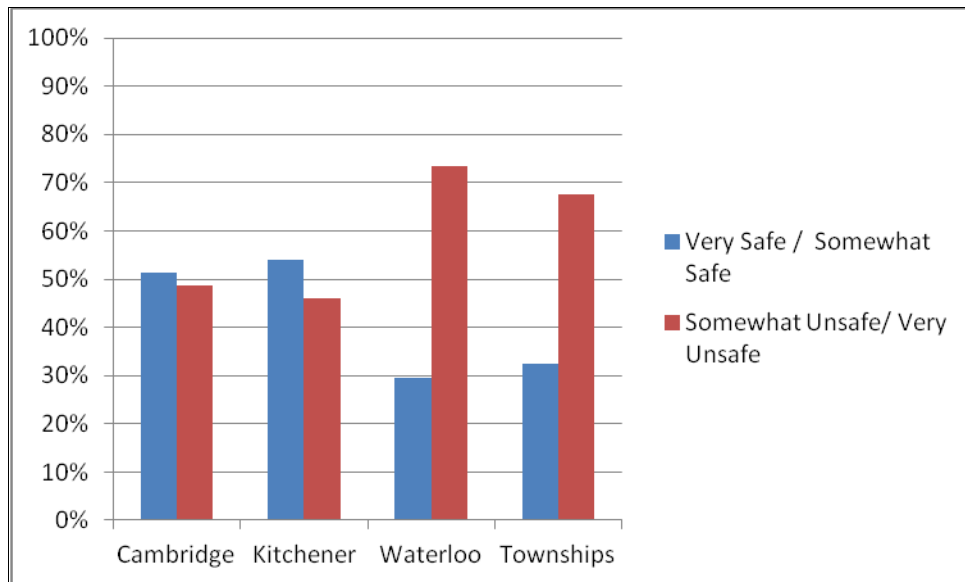


Figure #11: Feelings of safety in downtown Kitchener at night by community of residence

When we examine fear of crime in downtown Kitchener by community of residence we find that Kitchener residents feel safer in downtown Kitchener at night (54%) than other Waterloo Region residents and Waterloo residents feel significantly less safe in downtown Kitchener at night (30%).

In 2011 the same question was asked to Kitchener residents only. Then, 55% of Kitchener respondents indicated they felt very safe or somewhat safe in downtown Kitchener at night; however this one percent decrease in safety from 2011 to 2012 is not significant⁶.

Waterloo Region Social Capital and Neighbourhood Cohesion

This section presents measures of social capital in Waterloo Region, civic engagement by neighbourhood, and neighbourhood cohesion. Social capital is the “networks, norms, and social trust” that facilitate community cooperation (Putnam, 1995). The degree of social capital in a community determines how willing a community is to work together to address and tackle issues, such as crime (Coleman, 1990 and Putnam, 1993). The Waterloo Region Area Survey measured social capital by asking: “Generally speaking would you say that most people can be trusted or that you cannot be too careful in dealing with people?” A total of 65% of respondents felt that most people can be trusted. In 2008, 61% of the Kitchener CMA thought most people could be trusted however the increase between 2008 and 2012 is not significant⁷. Comparing to national and provincial results from the 2008 General Social Survey, Waterloo Region has high social capital⁸.

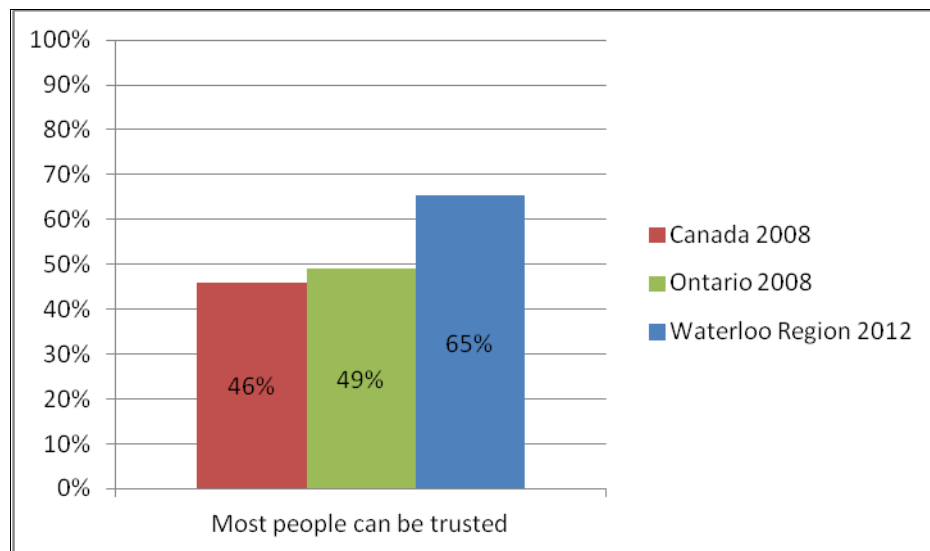


Figure #12: “Most people can be trusted”

The 2012 Area Survey found differences in social capital between age groups. Trust in others is highest between ages 25 and 64 with older adults (65+ years) having lower levels of trust. Young adults appear to be the least trusting group however these results should not be viewed as indicative of

⁶ Margin of error in comparing the polls is 6.29% at the 95% confidence level (not significant).

⁷ Margin of error in comparing the polls is 5.23% at the 95% confidence level (not significant).

⁸ Margin of error in comparing the polls is 0.80% at the 95% confidence level.

the population as they are only based upon 15 respondents. These results seem to mirror the 2008 General Social Survey which shows trust rises with age peaking amongst individuals aged 45 to 64 then declining amongst individuals above 65.

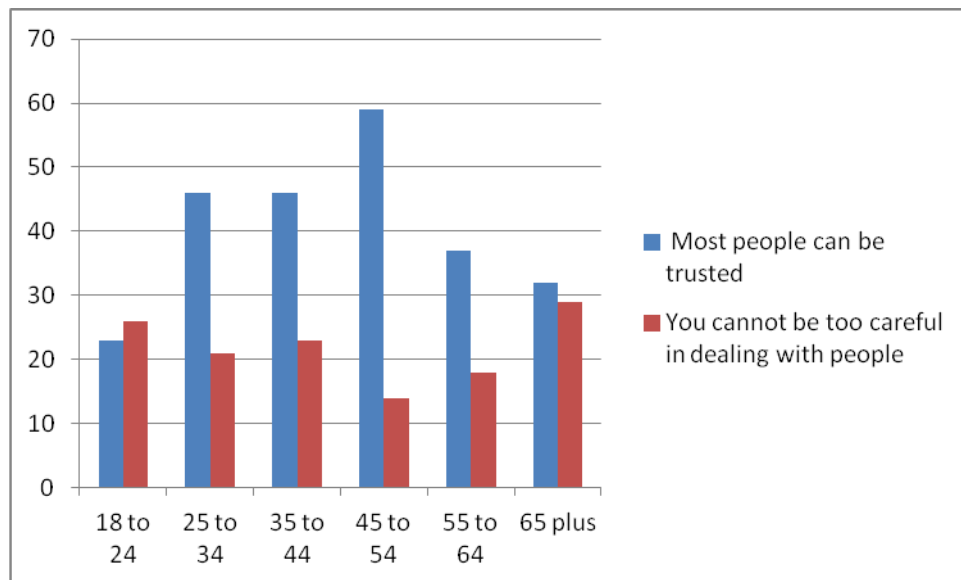


Figure #13: “Generally speaking would you say that most people can be trusted or that you cannot be too careful in dealing with people?”

The Newpath survey asked about neighbourhood social capital within Waterloo Region. Survey participants were asked to indicate how strongly they agree or disagree with the statements: “*I regularly stop and talk to people in my neighbourhood*”. The degree to which neighbours positively interact with one another is a good measure of social capital as it illustrates informal social ties and trust. Results are divided into quartiles. Table #1 lists the neighbourhoods in the top and bottom quartiles.

Social capital alone does not lead to community action to address fear of crime. To better understand the likelihood of the community working together to address issues of crime we can measure civic engagement. Civic engagement is “how an active citizen participates in the life of a community in order to improve conditions for others or to help shape the community’s future” (Adler & Goggin, 2005). High fear of crime can lessen civic engagement but civic engagement and social capital may be essential elements in addressing fear of crime (Piscitelli, 2011). To measure civic engagement by neighbourhood the Kindergarten Parents Survey (2010) also asked parents how true the statement “*if there is a problem around here, the neighbours get together and deal with it*” was for their neighbourhood. Results are 44.5% of kindergarten parents agree they get together with neighbours and deal with problems. Results are mapped to Waterloo Region’s neighbourhoods (Figure #14) and there are ten neighbourhoods in Waterloo Region with low civic engagement where only 21% to 37% of respondents felt it was true that if there is a problem the neighbours get together and deal with it. Table #1 (see page 29) also shows neighbourhoods with high fear of crime tend to have low levels of civic engagement.

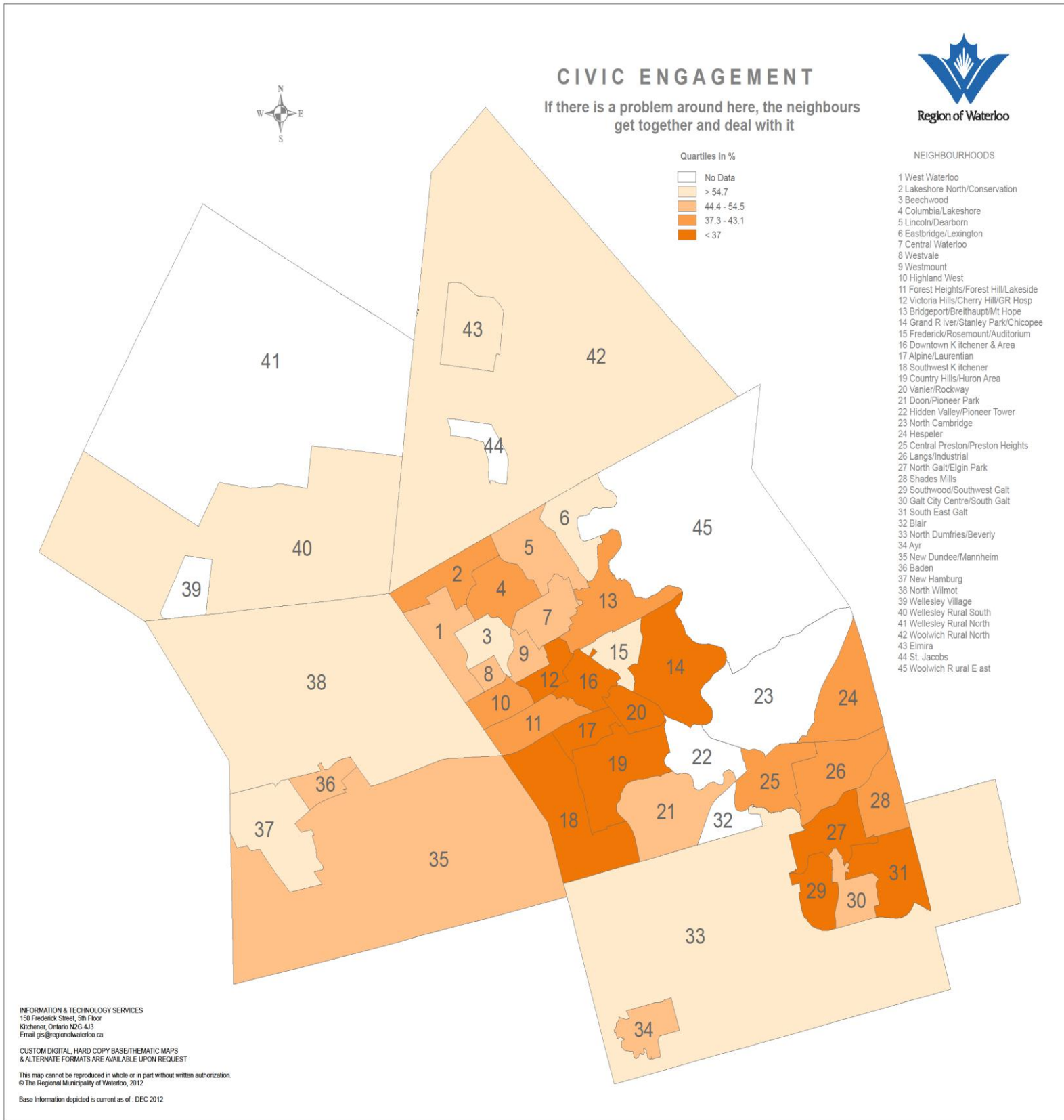


Figure #14: Civic engagement by neighbourhood

Along with civic engagement and social capital measures of neighbourhood cohesion and sense of community were applied to Waterloo Region’s neighbourhoods to provide a fuller picture of

neighbourhood well-being in relation to fear of crime. Neighbourhood cohesion shows the degree of support resources a neighbourhood has in order to address issues such as crime (Lochner, Kowachi, & Kennedy, 1999). A measure of neighbourhood cohesion from the Newpath survey asked respondents to strongly disagree, disagree, agree, or strongly agree to the statement *“I would be willing to work together with others on something to improve the living environment in my neighbourhood”*. Table #1 (see page 24) lists the neighbourhoods in the top and bottom quartiles of neighbourhood cohesion. There are seven neighbourhoods in the bottom quartile where less than 83% somewhat or strongly agree they would be willing to work with others to improve their neighbourhood. Results show some neighbourhoods with high fear of crime also have high neighbourhood cohesion. This suggests neighbourhood capacity and readiness to deal with issues of crime (Renauer, 2007).

Finally, the Newpath survey asked about sense of community. Sense of community, shows to what degree residents feel they belong to their neighbourhood and have a shared purpose in dealing with neighbourhood issues (Forrest & Kearns, 2001). Survey respondents were asked if they strongly disagree, somewhat disagree, somewhat agree, or strongly agree with the statement *“living in my neighbourhood gives me a sense of community.”* There are seven neighbourhoods in the bottom quartile where less than 70% of respondents somewhat or strongly agree their neighbourhood gives them a sense of community.

Table # 1: Neighbourhoods in High or Low Quartiles on Fear of Crime and Related Measures

	Neighbourhood	Fear of Crime (Newpath)*	Fear of Crime (KPS) *	Civic Engagement (KPS)	Social Capital (Newpath)	Neighbourhood Cohesion (Newpath)	Sense of Community (Newpath)
1	West Waterloo	low	low		low		low
2	Lakeshore North / Conservation						
3	Beechwood	low		high	high	high	
4	Columbia / Lakeshore		high		low	low	
5	Lincoln / Dearborn	low	low			low	high
6	Eastbridge / Lexington	low	low	high	high		high
7	Central Waterloo						
8	Westvale	low				low	high
9	Westmount						
10	Highland West					low	low
11	Forest Heights / Forest Hill / Lakeside					high	
12	Victoria Hills / Cherry Park / GR Hosp	high	high	low	low		
13	Bridgeport / Breithaupt / Mt Hope	high				low	low
14	Grand R / Stanley Park / Chicopee			low		low	high
15	Frederick / Rosemount / Auditorium			high		low	
16	Downtown Kitchener & Area	high	high	low		high	
17	Alpine / Laurentian	high	high	low	high		
18	Southwest Kitchener	high	high	low			low
19	Country Hills / Huron Area	high		low	low		low
20	Vanier / Rockway		high	low	low		low
21	Doon / Pioneer Park					high	
22	Hidden Valley / Pioneer Tower						
23	North Cambridge						
24	Hespeler	low					low
25	Central Preston / Preston Heights		high		high		
26	Langs Industrial				high	high	high
27	North Galt / Elgin Park		high	low			
28	Shades Mills	low	low		high	high	high
29	Southwood / Southwest Galt			low	high	high	high
30	Galt City Centre	high			low		
31	South East Galt			low	low		
32	Blair						
33	North Dumfries / Beverly		low	high			
34	Ayr						
35	New Dundee / Mannheim						
36	Baden						
37	New Hamburg		low	high			
38	North Wilmot			high			
39	Wellesley Village						
40	Wellesley Rural South		low	high			
41	Wellesley Rural North						
42	Woolwich Rural North		low	high			
43	Elmira		low	high			
44	St. Jacobs						
45	Woolwich Rural East						

*Low fear of crime is desirable

Legend	
Low	Neighbourhood ranks the lowest quartile
High	Neighbourhood ranks the highest quartile
	No data available
Neighbourhood scores in the middle quartiles are not reported	

Conclusions

The 2012 Waterloo Region Area survey shows attitudes towards crime prevention in Waterloo Region are generally favourable, fear of crime continues to decrease and social capital is high. The results also show some areas where more work is needed, especially around the language of ‘smart on crime’.

The Waterloo Region Crime Prevention Council believes ‘smart on crime’ also refers to dealing with the root causes of crime. ‘Smart on crime’ is currently understood by most of the community to involve actions of personal responsibility such as being aware or being careful of crime. This presents an opportunity to increase public awareness on how ‘smart on crime’ refers to dealing with the root causes of crime and linking it to crime prevention.

Waterloo Region residents favour crime prevention programs over law enforcement approaches to crime. While Waterloo Region appears to be less supportive of crime prevention than Canada overall, local attitudes towards two specific areas of crime prevention are very positive: there is a strong belief in the community that youth who commit crimes can change for the better; and there is support for community interventions to address youth street gangs.

In looking at attitudes towards Bill C-10, the Safe Streets and Safe Communities Act, the survey found Waterloo Region residents were not closely following media coverage on the Bill and 56% supported the omnibus crime bill. Despite Waterloo Region residents support of a bill which limits judicial discretion, 96% of residence have some or a lot of confidence in judges.

Fear of crime in Waterloo Region continues to decrease with 89% of residents feeling safe or reasonably safe walking in their area after dark. While this is encouraging, fear of crime in downtown Kitchener remains an issue with the majority of Waterloo Region residents feeling unsafe in downtown Kitchener at night. When we look at fear of crime by neighbourhood using the KPS data and Newpath data we find neighbourhoods with a high level fear of crime tend to have low levels of social capital.

Waterloo Region has high social capital compared to Ontario and Canada. Using the KPS and Newpath survey results on social capital, fear of crime, civic engagement, neighbourhood cohesion, and sense of community illustrated neighborhoods in the high and low quartiles on these measures. Both this report and “Changing Perceptions: 2011 Waterloo Region Area Survey” identified that Waterloo Region is supportive of crime prevention initiatives. Looking at results by neighbourhood we can determine where crime prevention programs have the best capacity to be supported by local residents and how local initiatives can build in the strengths of neighbourhoods while targeting the local issues faces neighbourhoods.

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Appendix A: Selected 2012 Waterloo Region Area Survey Questions

1. First I'd like to ask you some questions about crime and the area that you live in. How safe do you feel from crime walking alone in your area after dark? Very safe, reasonably safe, somewhat unsafe, or very unsafe.
2. Generally speaking, would you say that most people can be trusted or that you cannot be too careful in dealing with people?
3. In your own words, what does being "smart on crime" mean?
4. As you know governments today are limited in the amount they can spend in all areas. When it comes to crime and justice, do you think the major emphasis should be on: Law enforcement; which includes detecting crime and punishing law breakers or crime prevention; which includes education and programs to prevent crime and reduce risks?
5. In your opinion are youth street gangs better addressed in our society through: The Criminal justice system which includes the courts and police, or community interventions which includes job search programs and counselling?
6. Generally speaking would you say: Almost all youth who commit crimes have the potential to change for the better or here is not much you can do to change most youth who commit crimes?
7. Parliament recently passed Bill C-10 the Safe Streets and Communities Act. How closely have you been following this Bill in the media? Very closely, somewhat closely, not too closely, or not at all closely
8. Do you strongly support, somewhat support, somewhat oppose or strongly oppose Bill C-10?
9. And now some questions about Kitchener specifically. Thinking about your feelings of safety in downtown Kitchener at night, do you feel: Very safe, somewhat safe, somewhat unsafe, or very unsafe?
10. Now I'm going to read you a list of institutions in Canadian society. Please tell me if you have no confidence, some confidence or a lot of confidence in them: Judges
11. Please tell me if you have no confidence, some confidence or a lot of confidence in them: Police officers
12. Now I'm going to read you some general statements about some things that people think pose risks in today's world. Please tell me if you think: There's much more crime today than I remember when I was a child. Strongly agree, agree, disagree, strongly disagree.

Appendix B: 2012 Waterloo Region Area Survey Weighted Results

How safe do you feel from crime walking ALONE in your area after dark?		
	Frequency	Percentage
Very safe	145	39.5
Reasonably safe	182	49.7
Somewhat unsafe	28	7.8
Very unsafe	11	3.0

Generally speaking, would you say that most people can be trusted or that you cannot be too careful in dealing with people?		
	Frequency	Percentage
Most people can be trusted	244	65.3
You cannot be too careful in dealing with people	130	34.7

In your own words, what does being "smart on crime" mean?		
	Frequency	Percentage
Being aware/being careful of crime	238	73.8
Dealing with the root causes/preventing crime	28	8.8
Being tough on crime/punishment should fit the crime	6	1.9
Reporting crimes	9	2.8
Other	41	12.7

As you know governments today are limited in the amount they can spend in all areas. When it comes to crime and justice, do you think the major emphasis should be on:		
	Frequency	Percentage
Law enforcement; which includes detecting crime and punishing law breakers	112	30.1
Crime prevention; which includes education and programs to prevent crime and reduce risks	221	59.2
Both equally	40	10.7
In your opinion are youth street gangs better addressed in our society through:		
	Frequency	Percentage
The Criminal justice system which includes the courts and police	101	28.0
Community interventions which includes job search programs and counseling	232	64.1
Both equally	29	7.9

Generally speaking would you say:		
	Frequency	Percentage
Almost all youth who commit crimes have the potential to change for the better	324	89.7
There is not much you can do to change most youth who commit crimes	37	10.3

Parliament recently passed Bill C-10 the Safe Streets and Communities Act. How closely have you been following this Bill in the media?		
	Frequency	Percentage
Very closely	5	1.3
Somewhat closely	58	15.5
Not too closely	87	23.2
Not at all closely	225	60.0

Do you strongly support, somewhat support, somewhat oppose or strongly oppose Bill C-10??		
	Frequency	Percentage
Strongly support	23	11.7
Somewhat support	89	44.8
Somewhat oppose	24	12.3
Strongly oppose	22	11.2
Neither support not oppose	40	20.0

Thinking about your feelings of safety in downtown Kitchener at night, do you feel:		
	Frequency	Percentage
Very safe	23	6.7
Somewhat safe	134	39.3
Somewhat unsafe	124	36.5
Very unsafe	60	17.5

Now I'm going to read you a list of institutions in Canadian society. Please tell me if you have no confidence, some confidence or a lot of confidence in them: Judges		
	Frequency	Percentage
No confidence	18	4.8
Some confidence	200	53.5
A lot of confidence	156	41.6

Now I'm going to read you a list of institutions in Canadian society. Please tell me if you have no confidence, some confidence or a lot of confidence in them: Police officers

	Frequency	Percentage
No confidence	12	3.3
Some confidence	177	47.3
A lot of confidence	186	49.5

There's much more crime today than I remember when I was a child.

	Frequency	Percentage
Strongly agree	89	24.3
Agree	136	36.9
Disagree	106	28.8
Strongly disagree	37	10.0

How safe do you feel from crime walking ALONE in your area after dark?

	Very safe	Reasonably safe	Somewhat unsafe or Very unsafe
18 to 24	13	29	3
25 to 34	25	31	10
35 to 44	29	36	4
45 to 54	37	30	6
55 to 64	23	26	6
65 plus	17	29	10

$n = 364 \chi^2 = 14.9 \text{ df} = 10, p = .136$

Generally speaking, would you say that most people can be trusted or that you cannot be too careful in dealing with people?

	Most people can be trusted	You cannot be too careful in dealing with people
18 to 24	23	26
25 to 34	46	21
35 to 44	46	23
45 to 54	59	14
55 to 64	37	18
65 plus	32	29

$n = 374 \chi^2 = 19.9 \text{ df} = 5, p < .001$

Thinking about your feelings of safety in downtown Kitchener at night, do you feel:

	Very Safe	Somewhat safe	Somewhat unsafe	Very unsafe
18 to 24	0	29	16	3
25 to 34	4	24	24	9
35 to 44	3	28	22	11
45 to 54	7	23	23	14
55 to 64	4	18	19	11
65 plus	4	12	21	13

$n = 342 \text{ df} = 15$

How safe do you feel from crime walking ALONE in your area after dark?

	Very safe	Reasonably safe	Somewhat unsafe or Very unsafe
Female	52	103	30
Male	93	78	10

n = 366 $\chi^2 = 25.0$ df = 2, $p < .001$

Generally speaking, would you say that most people can be trusted or that you cannot be too careful in dealing with people?

	Most people can be trusted	You cannot be too careful in dealing with people
female	120	71
male	123	59

n = 373 $\chi^2 = 0.9$ df = 1, $p = .335$

Thinking about your feelings of safety in downtown Kitchener at night, do you feel:

	Very Safe	Somewhat safe	Somewhat unsafe	Very unsafe
female	10	58	65	46
male	13	76	60	14

n = 342 $\chi^2 = 19.4$ df = 3, $p < .001$

How safe do you feel from crime walking ALONE in your area after dark?

	Very safe	Reasonably safe	Somewhat unsafe or Very unsafe
Cambridge	36	39	11
Kitchener	59	90	24
Waterloo	30	39	3
Township	20	14	2

n = 367 $\chi^2 = 11.1$ df = 6, $p < .1$

Generally speaking, would you say that most people can be trusted or that you cannot be too careful in dealing with people?

	Most people can be trusted	You cannot be too careful in dealing with people
Cambridge	52	34
Kitchener	109	69
Waterloo	55	17
Township	28	9

n = 373 $\chi^2 = 7.9$ df = 3, $p < .05$

Thinking about your feelings of safety in downtown Kitchener at night, do you feel:

	Very Safe	Somewhat safe	Somewhat unsafe	Very unsafe
Cambridge	3	33	26	8
Kitchener	17	77	52	27
Waterloo	1	16	30	17
Township	2	9	17	7

n = 342 $\chi^2 = 23.2$ df = 9, $p < .01$

Appendix C: 2012 Waterloo Region Area Survey Unweighted Results

How safe do you feel from crime walking ALONE in your area after dark?		
	Frequency	Percentage
Very safe	141	38.5
Reasonably safe	182	49.7
Somewhat unsafe	32	8.7
Very unsafe	11	3.0

Generally speaking, would you say that most people can be trusted or that you cannot be too careful in dealing with people?		
	Frequency	Percentage
Most people can be trusted	245	65.7
You cannot be too careful in dealing with people	239	34.3

In your own words, what does being "smart on crime" mean?		
	Frequency	Percentage
Being aware/being careful of crime	246	76.2
Dealing with the root causes/preventing crime	27	8.4
Being tough on crime/punishment should fit the crime	8	2.5
Reporting crimes	7	2.2
Other	35	10.8

As you know governments today are limited in the amount they can spend in all areas. When it comes to crime and justice, do you think the major emphasis should be on:		
	Frequency	Percentage
Law enforcement; which includes detecting crime and punishing law breakers	121	32.4
Crime prevention; which includes education and programs to prevent crime and reduce risks	205	55.0
Both equally	47	12.6

In your opinion are youth street gangs better addressed in our society through:		
	Frequency	Percentage
The Criminal justice system which includes the courts and police	104	28.9
Community interventions which includes job search programs and counseling	225	62.5
Both equally	31	8.6

Generally speaking would you say:		
	Frequency	Percentage
Almost all youth who commit crimes have the potential to change for the better	320	89.1
There is not much you can do to change most youth who commit crimes	39	10.9

Parliament recently passed Bill C-10 the Safe Streets and Communities Act. How closely have you been following this Bill in the media?		
	Frequency	Percentage
Very closely	7	1.9
Somewhat closely	58	15.5
Not too closely	97	25.9
Not at all closely	212	56.7

Do you strongly support, somewhat support, somewhat oppose or strongly oppose Bill C-10??		
	Frequency	Percentage
Strongly support	24	11.9
Somewhat support	94	46.5
Somewhat oppose	28	13.9
Strongly oppose	19	9.4
Neither support not oppose	37	18.3

Thinking about your feelings of safety in downtown Kitchener at night, do you feel:		
	Frequency	Percentage
Very safe	24	7.1
Somewhat safe	117	34.7
Somewhat unsafe	126	37.4
Very unsafe	70	20.8

Now I'm going to read you a list of institutions in Canadian society. Please tell me if you have no confidence, some confidence or a lot of confidence in them: Judges

	Frequency	Percentage
No confidence	20	5.4
Some confidence	203	54.4
A lot of confidence	150	40.2

Now I'm going to read you a list of institutions in Canadian society. Please tell me if you have no confidence, some confidence or a lot of confidence in them: Police officers

	Frequency	Percentage
No confidence	11	2.9
Some confidence	179	47.7
A lot of confidence	185	49.3

There's much more crime today than I remember when I was a child.

	Frequency	Percentage
Strongly agree	102	27.7
Agree	142	38.6
Disagree	98	26.6
Strongly disagree	26	7.1



Root Causes Approach to Crime

“When I think “root cause” I don’t think about the plight of an individual, but rather the broad systemic, cultural and legislative contexts. Addressing the root cause means effecting large systems, changing cultural norms and influencing broad policy change. Those policies should then empower, facilitate and support agencies to provide services that address risk factors and build/enhance protective factors.” - WRCP Chair, 2015

The Waterloo Region Crime Prevention Council ‘advances ideas and actions that alleviate root causes of crime and improve social well-being’. Root causes of crime and victimization are found in social, economic, cultural and societal systems that can lead to inequities and disadvantages for some individuals, families and communities. These, in turn, can result in negative outcomes including crime, victimization and fear of crime.

The **root causes approach** is a way of thinking systemically and holistically about the complex, multiple, and interconnected roots of social problems such as crime. It calls for collaborative, comprehensive and sustained efforts to transform these underlying conditions rather than focus solely on the symptoms. The ultimate goal is to prevent crime and victimization from occurring in the first place by building a society that supports the well-being of everyone.

From Root Causes to Risk and Protective Factors

Over 100 years of research has produced many different theories about the causes of crime. Some theories focus on biological or psychological factors, others take a sociological, economic or life course perspective, or integrate multiple perspectives.¹ There is no direct or simple cause–effect relationship in any of these approaches. Instead, causal relationships should be viewed as chains of events over time, which impact individuals, families, communities and societies. These impacts vary depending on populations and contexts.²

Much of what we know about why crime and victimization occur comes from a growing body of knowledge about risks as well as protective factors. This research provides an important understanding of the many factors that increase or decrease the likelihood of negative outcomes such as crime. Though the terms ‘risk factors’ and ‘root causes’ are sometimes used interchangeably, there are important distinctions between them. For example, not completing high school is a ‘risk factor’ that strongly predicts delinquency. A ‘root causes’ approach would take a deeper look at the family, community and societal conditions over time that explain why some individuals are less likely than their peers to complete high school in the first place.

¹ Wortley, S. (2008). The Root Causes of Youth Violence: A Review of Major Theoretical Perspectives.

<http://www.children.gov.on.ca/htdocs/English/professionals/oyap/roots/volume5/index.aspx>

² Sampson, R. J., Winship, C., & Knight, C. (2013). Translating Causal Claims: Principles and Strategies for Policy Relevant Criminology. *Criminology & Public Policy* 12, no. 4: 587–616.

Risk factors are negative influences in the lives of individuals or a community that may increase the presence of crime, victimization or fear of crime.

Protective factors are positive influences that can improve the lives of individuals or the safety of a community by decreasing the likelihood that persons engage in crime or become victims. Building on protective factors makes individuals and communities stronger and better able to counteract risk factors. (Public Safety Canada, <https://www.publicsafety.gc.ca>)

Factors that lead to crime most often go beyond the individual, their family and peers to the heart of the community. Risk and protective factors combine to make the probability of crime, victimization and fear of crime more or less likely. No one variable should be considered in isolation. Instead, crime and victimization are the outcome of interactions between risk and protective factors at the individual, relationship, community and societal levels. This is commonly referred to as the **ecological framework**.

“It is critical to address the larger societal and community level factors that can have direct and indirect influences on individual and family risks for violence. For example, parents working to maintain a strong relationship with their children and reduce their risk for violence are likely to be more successful if their community is providing the services and supports they need (e.g., reliable child care; safe and affordable housing).”³

³ Preventing Multiple Forms of Violence: A Strategic Vision for Connecting the Dots. Atlanta, GA. Division of Violence Prevention, National Centre for Injury Prevention and Control, Centres for Disease Control and Prevention, 2016, p.7.

Protective and Resiliency Factors

Individuals and communities have inherent strengths and capacities. Developing and building upon the assets and resources of individuals, families and communities promotes thriving as well as bolstering resilience to cope with adverse circumstances that might otherwise increase the risk of crime or victimization. A summary of some key protective factors appear below.

Important Protective Factors Essential to Promoting Resilience

Community Assets	School Assets	Family Assets	Individual Assets
Connectedness to community	Connectedness to school	Positive adult role models	Positive peer group
Positive and clear community norms and values	Supportive school environment	Positive communication within the family	Problem-solving skills
Effective prevention policies	Participation in after-school activities	Parental involvement in the child's life	Communication skills
Absence of weapons and firearms	Effective involvement in the school	Clear rules and consequences within the family	Positive conflict resolution skills
	Clear rules and consequences within the school	Time with family	A positive sense of self
			Ability to take responsibility for own behaviours
			Empathy and sensitivity toward others

Source: Adapted from Schneider, S. (2015). Crime Prevention Theory and Practice. CRC Press: FL., p. 123.

Key Factors Related to Crime and Victimization

The following are some of the factors reported in the literature:

Age

Research emphasizes the opportunities of focusing crime prevention efforts on early childhood because many persistent offenders begin their involvement in anti-social activities before and during adolescence, when risk taking behaviour tends to be more prevalent than during other stages of life.

Gender

Males are more likely than females to be involved in crime because crime tends to involve aggression and risk taking. These biological differences when seen within the context of social learning and cultural norms provide important opportunities for prevention.

Peer Influence

When youth lack a sense of belonging within the family and the community, they are more likely to associate with peers who are in conflict with the law, which in turn increases their risk of offending. This connection between the individual and peer behaviours provides key prevention opportunities through peer-based approaches. Ideally, however, children and youth have healthy attachments to their families and communities, which are more likely to lead to pro-social peer relations.

Difficulty in School

Schools provide an important setting for the promotion of healthy relationships and healthy development, which includes educational attainment. Students who at least complete high school tend to experience more positive outcomes including better employment opportunities. As children, many offenders were less successful in school, had lower attendance rates and were frequently more likely to leave school earlier than their peers. As much as 41% of inmates have learning disabilities and/or literacy issues.

Problematic Substance Use

The majority of inter-personal crimes are committed under the influence of drugs or alcohol or are related to problematic substance use. Regular alcohol and/or drug use during adolescence is associated with higher conviction rates in adulthood. Therefore, preventing or delaying the onset of substance use and reducing harms associated with problematic substance use can significantly reduce crime.

Mental Health

Persons with mental health issues are at higher risk of victimization or coming in contact with the law. People with psychiatric disabilities are also over-represented in correctional facilities. To reduce the risk, appropriate mental health facilities and supports need to be readily available and easily accessible.

Parenting

Frequently when people try to understand crime, they go from blaming the offender to blaming the family. In reality, families must be seen within the broader social and community context. Research shows that parenting practices that are inconsistent, neglectful, overly punitive or permissive increase the risk of delinquency, as do parental criminality and serious family conflict. Supporting families and promoting positive parenting practices provides important opportunities for decreasing criminality.

Violence in the Home

Interventions to reduce family violence will have positive inter-generational effects. While family violence and interpersonal violence that occur outside the home are crimes in and of themselves, they also significantly contribute to crime and victimization later in life. Victims of child maltreatment and neglect are more likely to come in conflict with the law. A high number of inmates experienced some form of physical or sexual abuse as children. Men who witnessed their fathers be violent toward their mothers are three times as likely to be violent toward their own wives. Reducing family violence, recognizing the impact of childhood trauma and providing trauma-informed systems of care, greatly contribute to community safety.

Social Exclusion

Many racialized groups continue to be over-represented in correctional facilities. Race/ethnic factors associated with crime, in reality, are the consequences of people being kept at a social and economic disadvantage. Decreasing stereotyping, discrimination and marginalization as well as increasing equity and belonging can go a long way to addressing such disadvantages.

Unemployment

A high number of youth and adults admitted to correctional facilities have been chronically unemployed and/or underemployed. Unemployment after terms of incarceration also increases the likelihood of re-offending. Improving employment opportunities greatly contributes to community safety.

Poverty

Poverty, income insecurity and other inequities are linked to chronic stress and health problems, unsatisfactory living conditions and relationship challenges. The effects are particularly stressful during pregnancy and for lone parents. An equitable distribution of resources and opportunities inevitably will lead to significant reductions in social ills including crime.

Note Regarding These Factors

The factors presented above do not comprise an exhaustive list. Researchers continue to explore other influences on crime such as entertainment/social media, nutrition, and exposure to environmental toxins. Ongoing commitment to evaluation and research will strengthen the evidence base for crime prevention.

In Summary

It is clear from the research that there is no single cause of crime. Crime is the result of a combination of social-economic, community and family conditions that create a predisposition to anti-social and criminal behaviour. These conditions also increase the risks of victimization.

“There are experiences, particularly early in childhood that make it extremely predictable that individuals are at substantially higher risk for involvement with violence, be it interpersonal, youth violence, intimate partner violence, dating violence, or child abuse.”⁴

When children grow up in caring families, safe and healthy communities, and equitable and inclusive societies, their chance of living fulfilled and peaceful lives is exceedingly better than when these conditions are not met.

Risk factors point to the importance of early intervention and prevention in the lives of children. Protective factors and strengths-based approaches point to the opportunities for us to create optimal conditions for preventing crime and victimization before it happens. A root causes approach supports systemic understanding and upstream actions and must be part of any comprehensive crime prevention and reduction agenda.

The prevention of crime and other social ills follow the same principles. Effective prevention approaches are:

- Intensive never ad-hoc
- Happen in natural settings
- Start as early as possible
- Based in good evidence and community wisdom
- Work on multiple levels
- Place a high value on future generations
- Encourage citizen engagement and leadership

⁴ Wilkins, N., Tsao, B., Hertz, M., Davis, R., Klevens, J. (2014). Connecting the Dots: An Overview of the Links Among Multiple Forms of Violence. Atlanta, GA: National Center for Injury Prevention and Control, Centers for Disease Control and Prevention Oakland, CA: Prevention Institute, p.1.



National Institute of Justice

Research in Brief

Jeremy Travis, Director

July 1998

Issues and Findings

Discussed in this Brief: A congressionally mandated evaluation of State and local crime prevention programs funded by the U.S. Department of Justice.

Key issues: What works to prevent crime, especially youth violence? Out of all the hundreds of different strategies used in communities, families, schools, labor markets, places, police, and criminal justice, which ones succeed, and to what extent? What does the scientific evidence suggest about the effectiveness of federally funded crime prevention?

Key findings: Very few operational crime prevention programs have been evaluated using scientifically recognized standards and methodologies, including repeated tests under similar and different social settings. Based on a review of more than 500 prevention program evaluations meeting minimum scientific standards, the report concludes that there is minimally adequate evidence to establish a provisional list of what works, what doesn't, and what's promising. The evidence is current as of late 1996 when the literature

continued...

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

by Lawrence W. Sherman, Denise C. Gottfredson, Doris L. MacKenzie, John Eck, Peter Reuter, and Shawn D. Bushway

Many crime prevention programs work. Others don't. Most programs have not yet been evaluated with enough scientific evidence to draw conclusions. Enough evidence is available, however, to create provisional lists of what works, what doesn't, and what's promising. Those lists will grow more quickly if the Nation invests more resources in scientific evaluations to hold all crime prevention programs accountable for their results.

These are the major conclusions of a 1997 report to Congress, which was based on a systematic review of more than 500 scientific evaluations of crime prevention practices. This Research in Brief summarizes the research methods and conclusions found in that report.

In 1996, a Federal law required the U.S. Attorney General to provide Congress with an independent review of the

What Works?

- **For infants:** Frequent home visits by nurses and other professionals.
- **For preschoolers:** Classes with weekly home visits by preschool teachers.
- **For delinquent and at-risk preadolescents:** Family therapy and parent training.
- **For schools:**
 - Organizational development for innovation.
 - Communication and reinforcement of clear, consistent norms.
 - Teaching of social competency skills.
 - Coaching of high-risk youth in "thinking skills."
- **For older male ex-offenders:** Vocational training.
- **For rental housing with drug dealing:** Nuisance abatement action on landlords.
- **For high-crime hot spots:** Extra police patrols.
- **For high-risk repeat offenders:**
 - Monitoring by specialized police units.
 - Incarceration.
- **For domestic abusers who are employed:** On-scene arrests.
- **For convicted offenders:** Rehabilitation programs with risk-focused treatments.
- **For drug-using offenders in prison:** Therapeutic community treatment programs.

Issues and Findings

continued...

review was completed and is expected to change continually as more program evaluation findings are completed and reported.

Target audience: Federal, State, and local policymakers; criminal and juvenile justice professionals, practitioners, and researchers; educators; and leaders of community organizations promoting prevention of crime, juvenile delinquency, and drug abuse.

Updates: The most recent lists of what works, what doesn't, and what's promising are regularly updated at the University of Maryland Web site, <http://www.preventingcrime.org>. The full text of the 1997 report, this Research in Brief, and annual updates can all be downloaded from that Web site.

effectiveness of State and local crime prevention assistance programs funded by the U.S. Department of Justice, "with special emphasis on factors that relate to juvenile crime and the effect of these programs on youth violence." The law required that the review "employ rigorous and scientifically recognized standards and methodologies." Framers of the law expected that the evaluation would measure:

"(a) reductions in delinquency, juvenile crime, youth gang activity, youth substance abuse, and other high-risk factors; (b) reductions in the risk factors in the community, schools, and family environments that contribute to juvenile violence; and (c) increases in the protective factors that reduce the likelihood of delinquency and criminal behavior."¹

After an external, peer-reviewed competition, the National Institute of Justice selected the proposal of a group from the University of Maryland's Department of Criminology and Criminal Justice to perform the review.

The review defined "crime prevention" broadly as any practice shown to result in less crime than would occur without the practice. It also examined any program that claims to prevent crime or drug abuse, especially youth violence, and, in accordance with the congressional mandate, examined the effects of programs on risk and protective factors for youth violence and drug abuse.

Programs meeting any of these criteria were classified into seven local institutional settings in which these practices operated:

- In communities.
- In families.
- In schools.
- In labor markets.

- In places (such as businesses, hotels, and other locations).²
- By police.
- By criminal justice agencies after arrest.

Crime prevention programs in each of these settings are legally eligible for Justice Department crime prevention funding. However, because Congress requires that most funding decisions about specific programs be decentralized to State and local governments, no detailed breakdown of funding is available by setting or by program. The review focused on whether there is scientific evidence favoring the types of programs that are eligible for funding, showing they can accomplish their goals.

This Research in Brief describes the scientific methodologies used to perform the review as well as the limitations of the available data. It then summarizes the conclusions reached by the authors to develop three separate lists of programs for which a minimum level of scientific evidence was available: what works, what doesn't, and what's promising. The text provides more details on the evaluations of each type of program as well as citations to the sources of data the authors reviewed to reach their conclusions.

Note: The page references in brackets and italics that follow the bibliographic citations refer the reader to the pages in the printed version of the full 1997 report to Congress where the authors discuss the topics in greater detail.

The science of crime prevention

To most practitioners, crime prevention is an art. But as the U.S. Congress indicated in the law requiring this report, the art of crime prevention (like the art of medicine) can be evaluated and guided by the

science of measuring program effects. Scientific evaluations of crime prevention have both limitations and strengths. The major limitation is that scientific knowledge is provisional, because the accuracy of generalizations to all programs drawn from one or even several tests of specific programs is always uncertain. The major strength of scientific evaluations is that rules of science provide a consistent and reasonably objective way to draw conclusions about cause and effect.

Limitations

Scientific knowledge is provisional. The most important limitation of science is that the knowledge it produces is always becoming more refined, and therefore no conclusion is permanent. All of the conclusions presented in this Research in Brief, as in the report to Congress, are provisional—just as all scientific knowledge is provisional. As the U.S. Supreme Court noted in its analysis of scientific evidence in the case of *Daubert vs. Merrell Dow* (1993),³ no theory (or program) of cause and effect can ever be *proved* to be true. It can only be disproved. Every test of a theory provides an opportunity to disprove it. The stronger the test and the more tests each theory survives, the more confidence we may have that the theory is true. But all theories can be disproved or, more likely, revised by new findings. All conclusions reported in this Research in Brief reflect the state of scientific knowledge as of late 1996 when the initial review was concluded. By the time this Research in Brief is published, new research results may be available that would modify the conclusions.

Generalizations are uncertain. The rules of science are relatively clear

about the way to test cause and effect in any given study—a concept known as “internal validity.” The rules are far less clear, especially in social sciences, about how to judge how widely the results of any study may be generalized—a concept known as “external validity.” The results of a very strong, internally valid test of how to reduce child abuse among rural, white teenage mothers, for example, may or may not generalize to a population of inner-city African-American mothers. The two populations are clearly different, but the question of whether those differences change the effects of the program can best be answered by testing the program in both populations.

There is a child abuse prevention program discussed below that has been found effective in both kinds of populations (Olds et al., 1988). Many prevention programs, however, have been tested in only one kind of population. Tests that have reasonably strong internal validity provide some evidence for *external* validity, but the strength of external validity cannot be assessed using standard scientific methods and rules in the same way that we can assess internal validity. The test of the external validity or generalizability of internally valid results of an evaluation is continued testing, that is, *replication*. Until replications become far more common in crime prevention evaluations, the field will continue to suffer from the uncertain external validity of both positive and negative findings.

Strengths

The strength of the scientific method is that there are widely agreed-upon rules for assessing the level of certainty that a conclusion in any one test is correct. These rules are presented in

detail in standard texts, notably Cook and Campbell (1979). In the course of preparing this review, the authors developed a shorthand means of summarizing these rules called the Maryland Scale of Scientific Methods [see pp. 2–15 to 2–19 and the Appendix]. This scale was modified from a similar system for coding evaluations in a major review of drug prevention work performed by the Center for Substance Abuse Prevention (1995) and was later found to be similar to scales used to assess the internal validity of clinical trials in medicine (Millenson, 1997, p. 131). These standards for assessing internal validity have been developed over the past century in a wide range of fields and are directly responsive to the congressional mandate to employ “rigorous and scientifically recognized standards and methodologies” in preparing the report.

Research methods

Deciding what works in the prevention of crime called for applying rigorous means for determining which programs have had a demonstrated impact on the reduction of crime and delinquency.

The search for impact evaluations

The first step was to identify and review reports evaluating the effectiveness of crime prevention programs.

Impact versus process evaluations.

The primary factor used to select such evaluations was evidence about the impact of programs on crime. Many evaluations funded by the Federal Government—perhaps the majority—are “process” evaluations describing what was done, rather than “impact” evaluations assessing what effect the program had on crime. While process

evaluations can produce much valuable data on the implementation of programs and the logic of their strategies, they cannot offer evidence as to whether the programs “work” to prevent crime. Evaluations containing both process and impact measures provide the most information, but they are rarely funded or reported.

Crime and other effects. A related issue is whether an evaluation reports the impact of a program on other measures besides crime. There are many potential costs and benefits to any program. Evidence about these costs and benefits might change the overall assessment of whether the program works. This report, however, had a focused mandate from Congress to concentrate on crime impacts. Because Congress provided neither the time nor the mandate to examine the other effects programs might have, the report generally disregarded those issues and excluded any evaluation that lacked outcome measures of crime or crime risk factors.

Published and unpublished reports. With only 6 months to produce the report, we limited our search for scientific evidence to readily available sources. Most accessible were the evaluations that had been published in scientific journals, as well as several reviews of such studies that had recently been completed. With the assistance of the National Institute of Justice, we were also able to locate some unpublished evaluations. We made every effort to be comprehensive, in that no eligible study that was located was excluded. However, there is a large “fugitive” literature of unpublished crime prevention evaluations that could not be tapped in this study, including some that undoubtedly have been published outside the

mainstream outlets in criminology, such as governmental reports in other countries.

We anticipate that as this project continues, new reports will be found that may modify some conclusions and will certainly improve the strength of the evidence. The project has clearly demonstrated the need for a central registry of crime prevention evaluations so that all findings, published or unpublished, can be integrated into the knowledge base. Because there is a widely reported bias against publishing reports of statistically insignificant differences, the existence of a registry would improve the scientific basis for the conclusions reported in this Research in Brief. This would help reinforce the value of learning what does *not* work as well as what does. Both kinds of findings are essential for the scientific method.

The Maryland Scale of Scientific Methods

We developed and employed the Maryland Scale of Scientific Methods summarized below, ranking each study from 1 (weakest) to 5 (strongest) on overall internal validity. There were a few modest differences across the seven settings cited earlier in the exact coding rules for scoring an evaluation, generally based on differences in the evaluation literature across these settings [see pp. 2–18 to 2–19]. The appendix to the full report shows the full rating instrument for seven different dimensions of the methods used in each study, but this instrument could not be used for coding studies from secondary reviews or meta-analyses.

What could be used with greatest consistency, for both individual evaluations, secondary reviews, and meta-

analyses, was an overall rating based primarily on three factors:

- **Control of other variables** in the analysis that might have been the true causes of any observed connection between a program and crime.
- **Measurement error** from such things as subjects lost over time or low interview response rates.
- **Statistical power** to detect program effects (including sample size, base rate of crime, and other factors affecting the likelihood of the study detecting a true difference not due to chance).

Research design. Exhibit 1 summarizes the key elements in the scoring of evaluations. The scientific issues for inferring cause and effect vary somewhat by setting, and the specific criteria for applying the scientific methods scale vary accordingly. Issues such as “sample attrition,” or subjects dropping out of treatment or measurement, for example, do not apply to most evaluations of commercial security practices. But across all settings, the scientific methods scale does include these core criteria, which define the five levels of the Maryland Scale of Scientific Methods:

Level 1. Correlation between a crime prevention program and a measure of crime or crime risk factors at a single point in time.

Level 2. Temporal sequence between the program and the crime or risk outcome clearly observed, or the presence of a comparison group without demonstrated comparability to the treatment group.

Level 3. A comparison between two or more comparable units of analysis, one with and one without the program.

Level 4. Comparison between multiple units with and without the program, controlling for other factors, or using comparison units that evidence only minor differences.

Level 5. Random assignment and analysis of comparable units to program and comparison groups.

Threats to internal validity. The scientific importance of these elements is illustrated in the bottom half of exhibit 1, showing the extent to which each level on the scientific methods scale controls for various threats to internal

validity. The main threats to validity indicated in the four columns are these:

- **Causal direction**, the question of whether the crime caused the program to be present or the program caused the observed level of crime.
- **History**, the passage of time or other factors external to the program that may have caused a change in crime rather than the prevention program itself.
- **Chance factors**, or events within the program group (such as imprisoning a few active offenders), that could

have been the true cause of any measured change in crime.

- **Selection bias**, or factors characterizing the group receiving a program, that independently affect the observed level of crime.

As exhibit 1 shows, each higher level of the Maryland scale from weakest to strongest removes more of these threats to validity, with the highest level on the scale generally controlling all four of them and the bottom level suffering all four. The progressive removal of such threats to demonstrating

Exhibit 1: The Maryland Scale of Scientific Methods

A. Research Designs

	Before-After	Control	Multiple Units	Randomization
Methods Score				
Level 1	O	O	X	O
Level 2	X	O	O*	O
Level 3	X	X	O	O
Level 4	X	X	X	O
Level 5	X	X	X	X

B. Threats to Internal Validity

	Causal Direction	History	Chance Factors	Selection Bias
Methods Score				
Level 1	X	X	X	X
Level 2	O	X	X	X
Level 3	O	O	X	X
Level 4	O	O	O	X
Level 5	O	O	O	O

Key: X = present
O = absent

*Except where a comparison unit is employed without demonstrated comparability.

the causal link between the program effect and crime is the logical basis for the increasing confidence scientists put into studies with fewer threats to internal validity (Cook and Campbell, 1979).

Deciding what works

The current state of the research-based evidence creates a dilemma in responding to the congressional mandate: How high should the threshold of scientific evidence be for answering the congressional question about program effectiveness? A very conservative approach might require at least two level 5 studies showing that a program is effective (or ineffective), with the preponderance of the remaining evidence in favor of the same conclusion. Employing a threshold that high, however, would leave very little to say about crime prevention, based on the existing science. There is a clear tradeoff between the level of certainty in the answers that can be given to Congress and the level of useful information that can be gleaned from the available science. The report takes the middle road between reaching very few conclusions with great certainty and reaching very many conclusions with very little certainty.

Based on the scientific strength and substantive findings of the available evaluations, the report classifies all programs into one of four categories: what works, what doesn't, what's promising, and what's unknown. The criteria for classification applied across all seven institutional settings are as follows [see more detailed definitions on pp. 2–20 to 2–21 of the full report]:

- **What works.** These are programs that we are reasonably certain prevent crime or reduce risk factors for crime

in the kinds of social contexts in which they have been evaluated and for which the findings can be generalized to similar settings in other places and times. Programs coded as “working” by this definition must have at least two level 3 evaluations with statistical significance tests and the preponderance of all available evidence showing effectiveness.

- **What doesn't work.** These are programs that we are reasonably certain from available evidence fail to prevent crime or reduce risk factors for crime, using the identical scientific criteria used for deciding what works. Programs coded as “not working” by this definition must have at least two level 3 evaluations with statistical significance tests showing ineffectiveness and the preponderance of all available evidence supporting the same conclusion.

- **What's promising.** These are programs for which the level of certainty from available evidence is too low to support generalizable conclusions, but for which there is some empirical basis for predicting that further research could support such conclusions. Programs are coded as “promising” if they were found effective in at least one level 3 evaluation and the preponderance of the remaining evidence.

- **What's unknown.** Any program not classified in one of the three above categories is defined as having unknown effects.

The weakest aspect of this classification system is that there is no standard means for determining external validity: exactly what variations in program content and setting might affect the generalizability of findings from existing evaluations. In the current state of science, that can be accomplished only by

the accumulation of many tests in many settings with all major variations on the program theme. None of the programs reviewed for this report have accumulated such a body of knowledge so far. The conclusions drawn in the report about what works and what doesn't should be read, therefore, as more certain to the extent that all conditions of the programs that were evaluated (e.g., population demographics, program elements, social context) are replicated in other settings. The greater the differences on such dimensions between evaluated programs and other programs using the same name, the less certain the application of this report's conclusions must be.

What works?

Programs similar in prevention approach and social setting to the evaluations cited for each program discussed below are reasonably likely, but not guaranteed, to be effective in preventing some form of crime or drug abuse. Each program type assessed as “working” or “effective” meets the standard of having two or more evaluations (as cited below) that were coded level 3 or higher on the Maryland Scale of Scientific Methods, and a preponderance of other evidence, in support of this conclusion.

In communities

Using this standard, there are no community-based crime prevention programs proved to be effective at preventing crime. Several, however, can be found on the list of promising programs, which have at least one evaluation at level 3 or higher showing a crime reduction effect and a preponderance of other evidence supporting the same conclusion.

In families

- Frequent home visits to infants aged 0–2 by trained nurses and other helpers reduce child abuse and other injuries to the infants (Gray et al., 1979; Larson, 1980; Olds, 1986, 1988; Barth, Hacking, and Ash, 1988) [see pp. 4–10 to 4–15].
- **Preschool and weekly home visits by teachers** to children under 5 substantially reduce arrests at least through age 15 (Lally et al., 1988) and up to age 19 (Berrueta-Clement et al., 1985) [see pp. 4–10 to 4–15].
- **Family therapy and parent training about delinquent and at-risk preadolescents** reduce risk factors for delinquency such as aggression and hyperactivity (review by Tremblay and Craig, 1995) [see pp. 4–19 to 4–24].

In schools

- **Building school capacity to initiate and sustain innovation through the use of school teams or other organizational development strategies** reduces crime and delinquency (D. Gottfredson, 1986, 1987; Kenney and Watson, 1996) [see pp. 5–15 to 5–17].
- **Clarifying and communicating norms** about behavior through rules, reinforcement of positive behavior, and schoolwide initiatives (such as antibullying campaigns) reduces crime and delinquency (Mayer et al., 1983; Olweus, 1991, 1992) and substance abuse (Institute of Medicine, 1994; Hansen and Graham, 1991) [see pp. 5–17 to 5–20].
- Social competency skills curriculums, such as Life Skills Training

(L.S.T.), which teach over a long period of time such skills as stress management, problem solving, self-control, and emotional intelligence, reduce delinquency, and substance abuse (Botvin, et al., 1984; Weissberg and Caplan, 1994), or conduct problems (Greenberg et al., 1995) [see pp. 5–29 to 5–31; 5–36 to 5–38].

- **Training or coaching in thinking skills for high-risk youth** using behavior modification techniques or rewards and punishments reduces substance abuse (Lochman et al., 1984; Bry, 1982; Lipsey, 1992) [see pp. 5–43 to 5–46].

In labor markets

- **Ex-offender job training** for older males no longer under criminal justice supervision reduces repeat

What Doesn't Work

- Gun “buyback” programs.
- Community mobilization against crime in high-crime poverty areas.
- Police counseling visits to homes of couples days after domestic violence incidents.
- Counseling and peer counseling of students in schools.
- Drug Abuse Resistance Education (D.A.R.E.).
- Drug prevention classes focused on fear and other emotional appeals, including self-esteem.
- School-based leisure-time enrichment programs.
- Summer jobs or subsidized work programs for at-risk youth.
- Short-term, nonresidential training programs for at-risk youth.
- Diversion from court to job training as a condition of case dismissal.
- **Neighborhood watch programs organized with police.**
- **Arrests of juveniles for minor offenses.**
- Arrests of unemployed suspects for domestic assault.
- Increased arrests or raids on drug market locations.
- Storefront police offices.
- Police newsletters with local crime information.
- Correctional boot camps using traditional military basic training.
- “Scared Straight” programs whereby minor juvenile offenders visit adult prisons.
- Shock probation, shock parole, and split sentences adding jail time to probation or parole.
- Home detention with electronic monitoring.
- Intensive supervision on parole or probation (ISP).
- Rehabilitation programs using vague, unstructured counseling.
- Residential programs for juvenile offenders using challenging experiences in rural settings.

offending (Mallar and Thornton, 1978; Piliavin and Masters, 1981) [see pp. 6–10, 6–14 to 6–17].

In places

- **Nuisance abatement** threatening civil action against landlords for not addressing drug problems on the premises reduces drug dealing and crime in privately owned rental housing (Green, 1993, 1995; Eck and Wartell, 1996) [see pp. 7–11 to 7–12].

By police

- **Extra police patrols in high-crime hot spots** reduce crime in those places (Press, 1971; Chaiken et al., 1975; Chaiken, 1978; Sherman and Weisburd, 1995; Koper, 1995) [see pp. 8–13 to 8–15].

- **Repeat offender units** that reduce the time on the streets of known high-risk repeat offenders by monitoring them and returning them to prison more quickly than when they are not monitored reduces their crimes (Martin and Sherman, 1986; Abrahamse et al., 1991) [see pp. 8–20 to 8–21].

- **Arresting domestic abusers** reduces repeat domestic abuse by employed suspects (Sherman and Smith, 1992; Pate and Hamilton, 1992; Berk et al., 1992a, 1992b) as well as offenders living in neighborhoods where most households have an employed adult (Marciniak, 1994) [see pp. 8–16 to 8–20].

By criminal justice agencies after arrest

- **Incarceration of offenders who will continue to commit crime prevents crimes they would commit on the street, but the number of crimes prevented by locking up each additional offender declines with diminishing re-**

turns as less active or serious offenders are incarcerated (Visher, 1987; Cohen and Canela-Cacho, 1994) [see pp. 9–6 to 9–11].

- **Rehabilitation programs for adult and juvenile offenders** using treatments appropriate to their risk factors reduces their repeat offending rates (Andrews et al., 1990; Lipton and Pearson, 1996) [see pp. 9–15 to 9–19].

- **Drug treatment in prison** in therapeutic community programs reduces repeat offending after release from prison (Wexler et al., 1992, 1995; Martin et al., 1995) [see pp. 9–41 to 9–43].

What doesn't work?

In communities

- **Gun buyback programs** operated without geographic limitations on the eligibility of people providing guns for money fail to reduce gun violence in cities, as evaluated in St. Louis and Seattle (Rosenfeld, 1995; Callahan et al., 1995) [see pp. 3–28 to 3–30].

- **Community mobilization of residents' efforts against crime** in high-crime, inner-city areas of concentrated poverty fails to reduce crime in those areas (review by Hope, 1995) [see pp. 3–9 to 3–10].

In families

- **Home visits by police to couples after domestic violence incidents** to provide counseling and monitoring failed to reduce repeat violence in Dade County, Florida, after either an arrest had been made or after a warning had been issued (Pate et al., 1991), and in public housing projects in New York City (Davis and Taylor, 1997) [see pp. 4–16 to 4–18].

In schools

- **Individual counseling and peer counseling of students** fail to reduce substance abuse or delinquency and can increase delinquency (Gottfredson, 1986; G. Gottfredson, 1987; Lipsey, 1992) [see pp. 5–46 to 5–48].

- **Drug Abuse Resistance Education (D.A.R.E.)**, a curriculum taught by uniformed police officers primarily to 5th and 6th graders over 17 lessons, fails to reduce drug abuse when the original D.A.R.E. curriculum (pre-1993) is used (Ringwalt et al., 1994; Rosenbaum et al., 1994; Clayton et al., 1996) [see pp. 5–28 to 5–29, 5–32 to 5–36].

- **Instructional programs focusing on information dissemination, fear arousal, moral appeal, self-esteem, and affective education** fail to reduce substance abuse (review by Botvin, 1990) [see p. 5–29].

- **School-based leisure-time enrichment programs**, including supervised homework and self-esteem exercises, fail to reduce delinquency risk factors or drug abuse (Botvin, 1990; Hansen, 1992; Ross et al., 1992; Stoil et al., 1994; Cronin, 1996) [see pp. 5–48, 5–50 to 5–53].

In labor markets

- **Summer job or subsidized work programs for at-risk youth** fail to reduce crime or arrests (Maynard, 1980; Piliavin and Masters, 1981; Ahlstrom and Havighurst, 1982) [see pp. 6–18 to 6–25].

- **Short-term, nonresidential training programs** for at-risk youth, including JTPA (Job Training and Partnership Act) and a more intensive version of JTPA called JOBSTART,

fail to reduce crime (Cave et al., 1993; Bloom et al., 1994) [see pp. 6–18 to 6–22].

- **Diversions from court to job training** for adult offenders as a condition of case dismissal fails to reduce repeat offending during or after an adult program (Vera Institute, 1970; Baker and Sadd, 1981) and increased offending in a juvenile program (Leiber and Mawhorr, 1995) [see pp. 6–16, 6–13].

In places

Using the same assessment standard, there are as yet no place-focused crime prevention programs proved to be ineffective. However, relative to other areas of crime prevention, few place-focused crime prevention methods have been studied by criminologists in the United States.

By police

- **Neighborhood watch programs organized with police** fail to reduce burglary or other target crimes, especially in higher crime areas where voluntary participation often fails (Rosenbaum, 1986; Pate et al., 1987) [see pp. 8–25 to 8–27].

- **Arrests of juveniles for minor offenses** cause them to become more delinquent in the future than if police exercise discretion to merely warn them or use other alternatives to formal charging (Farrington, 1977; Klein, 1986) [see pp. 8–16 to 8–18].

- **Arrests of unemployed suspects for domestic assault** cause higher rates of repeat offending over the long term than nonarrest alternatives (Sherman and Smith, 1992; Pate and Hamilton, 1992) [see pp. 8–16 to 8–20].

- **Increased arrests or raids on drug markets** fail to reduce violent crime or disorder for more than a few days, if at all (Sviridoff et al., 1992; Annan and Skogan, 1993; Sherman and Rogan, 1995b) [see pp. 8–20 to 8–25].

- **Storefront police offices** fail to prevent crime in the surrounding areas (Wycoff and Skogan, 1986; Uchida et al., 1992) [see pp. 8–25 to 8–29].

- **Police newsletters with local crime information** failed to reduce victimization rates in Newark, New Jersey, and Houston, Texas (Pate et al., 1986) [see pp. 8–26 to 8–28].

By criminal justice agencies after arrest

- **Correctional boot camps using traditional military basic training** fail to reduce repeat offending after release compared to having similar offenders serve time on probation or parole, both for adults (Flowers, Carr, and Ruback, 1991; MacKenzie, 1991, MacKenzie et al., 1995) and for juveniles (Peters, 1996a, 1996b, 1996c; Bottcher et al., 1996) [see pp. 9–27 to 9–31].

- **“Scared Straight”** programs bringing minor juvenile offenders to visit maximum security prisons to see the severity of prison conditions fail to reduce the participants’ reoffending rates and may increase crime (Finckenauer, 1982; Buckner and Chesney-Lind, 1983; Lewis, 1983) [see pp. 9–14 to 9–15].

- **Shock probation, shock parole, and split sentences**, in which offenders are incarcerated for a short period of time at the beginning of the sentence and then supervised in the community, do not reduce repeat offending compared to the placement of similar

offenders only under community supervision and increase crime rates for some groups (Vito and Allen, 1981; Vito, 1984; Boudouris and Turnbull, 1985) [see pp. 9–14 to 9–15].

- **Home detention with electronic monitoring** for low-risk offenders fails to reduce offending compared to the placement of similar offenders under standard community supervision without electronic monitoring (Baumer and Mendelsohn, 1991; Austin and Hardyman, 1991) [see pp. 9–24 to 9–25].

- **Intensive supervision on parole or probation (ISP)** does not reduce repeat offending compared to normal levels of community supervision, although there are some exceptions; findings vary by site (Petersilia and Turner, 1993; Deschenes et al., 1995) [see pp. 9–19 to 9–24].

- **Rehabilitation programs using counseling** that does not specifically focus on each offender’s risk factors fail to reduce repeat offending (from meta-analysis by Lipsey, 1992) [see pp. 9–15 to 9–19].

- **Residential programs for juvenile offenders** in rural settings using “outward bound,” wilderness, challenge, or counseling programs fail to reduce repeat offending significantly in comparison to standard training schools (Deschenes et al., 1996a; Greenwood and Turner, 1993) [see pp. 9–33 to 9–37].

What’s promising?

In communities

- **Gang offender monitoring by community workers and probation and police officers** can reduce gang violence (review by Howell, 1995), although similar programs can

What's Promising?

- **Proactive drunk driving arrests with breath testing** (may reduce accident deaths).
- **Community policing with meetings to set priorities** (may reduce perceptions of crime).
- **Police showing greater respect to arrested offenders** (may reduce repeat offending).
- **Polite field interrogations of suspicious persons** (may reduce street crime).
- **Mailing arrest warrants to domestic violence suspects who leave the scene before police arrive.**
- **Higher numbers of police officers in cities** (may reduce crime generally).
- **Gang monitoring by community workers and probation and police officers.**
- **Community-based mentoring by Big Brothers/Big Sisters of America** (may prevent drug abuse).
- **Community-based afterschool recreation programs** (may reduce local juvenile crime).
- **Battered women's shelters** (may help some women reduce repeat domestic violence).
- **"Schools within schools" that group students into smaller units** (may prevent crime).
- **Training or coaching in "thinking" skills for high-risk youth** (may prevent crime).
- **Building school capacity through organizational development** (may prevent substance abuse).
- **Improved classroom management and instructional techniques** (may reduce alcohol use).
- **Job Corps residential training programs for at-risk youth** (may reduce felonies).
- **Prison-based vocational education programs for adult inmates** (in Federal prisons).
- **Moving urban public housing residents to suburban homes** (may reduce risk factors for crime).
- **Enterprise zones** (may reduce area unemployment, a risk factor for crime).
- **Two clerks in already-robbed convenience stores** (may reduce robbery).
- **Redesigned layout of retail stores** (may reduce shoplifting).
- **Improved training and management of bar and tavern staff** (may reduce violence, DUI).
- **Metal detectors** (may reduce skyjacking, weapon carrying in schools).
- **Street closures, barricades, and rerouting** (may reduce violence, burglary).
- **"Target hardening"** (may reduce vandalism of parking meters and crime involving phones).
- **"Problem-solving" analysis unique to the crime situation at each location.**
- **Proactive arrests for carrying concealed weapons** (may reduce gun crime).
- **Drug courts** (may reduce repeat offending).
- **Drug treatment in jails followed by urine testing in the community.**
- **Intensive supervision and aftercare of juvenile offenders** (both minor and serious).
- **Fines for criminal acts.**

increase gang crime if they increase gang cohesion (Klein, 1968) [see pp. 3-10 to 3-19].

- **Community-based mentoring by Big Brothers/Big Sisters of America** substantially reduced drug abuse in one experiment (rated level 5 on the Maryland Scale) (Tierney and Grossman, 1995), although evaluations of other programs with mentoring as a major component did not (McCord, 1978, 1992; Fo and O'Donnell, 1974, 1975) [see pp. 3-21 to 3-26].

- **Community-based afterschool recreation programs** may reduce juvenile crime in the areas immediately around the recreation center (review by Howell, 1995) [see pp. 3-26 to 3-28]. Similar programs based in schools, however, have failed to prevent crime [see pp. 5-48, 5-50 to 5-53].

In families

- **Battered women's shelters** were found to reduce at least the short-term (6-week) rate of repeat victimization for women who take other steps to seek help beyond staying in the shelter in Santa Barbara (Berk et al., 1986) [see p. 4-26].

In schools

- **"Schools within schools"** programs such as Student Training Through Urban Strategies (STATUS) that group students into smaller units for more supportive interaction or flexibility in instruction have reduced drug abuse and delinquency (Gottfredson, 1990) [see pp. 5-26 to 5-27].

- **Training or coaching in thinking skills for high-risk youth** using behavior modification techniques or rewards and punishments may reduce

delinquency (Bry, 1982), and can reduce substance abuse [see pp. 5–43 to 5–46].

- **Building school capacity to initiate and sustain innovation through the use of school teams or other organizational development strategies** worked to reduce delinquency and substance abuse in one study (D. Gottfredson, 1986) [see pp. 5–15 to 5–17].

- **Improved classroom management and instructional techniques** reduced alcohol use in one study (Battistich et al., 1996) [see p. 5–25].

In labor markets

- **Job Corps**, an intensive residential training program for at-risk youth, in one study reduced felony arrests for 4 years after participants left the program and increased earnings and educational attainment (Mallar et al., 1982), although it also produced higher rates of misdemeanor and traffic arrests [see pp. 6–23 to 6–25].

- **Prison-based vocational education** programs for adult inmates in Federal prisons can reduce postrelease repeat offending (Saylor and Gaes, 1993), although the evidence is unclear as to which of several vocational education programs had the effect and whether the effect was achieved through higher rates of employment [see p. 6–15].

- **Dispersing inner-city public housing residents to scattered-site suburban public housing** by rental of single units in middle-income neighborhoods reduced risk factors for crime, including high school dropout rates and parental unemployment (Rosenbaum, 1992) [see pp. 6–25 to 6–28].

- **Enterprise zones** with tax-break incentives in areas of extremely high unemployment reduced adult unemployment rates in the targeted neighborhoods (a risk factor for crime) in Indiana (Papke, 1994), although not in New Jersey (Boarnet and Bogart, 1996) [see pp. 6–29 to 6–35; 6–40 to 6–41].

In places

- **Adding a second clerk may reduce robberies in already robbed convenience stores** but probably does not prevent robberies in convenience stores that have never been robbed (National Association of Convenience Stores, 1991) [see pp. 7–13, 7–16].

- **Redesigning the layout of retail stores can reduce shoplifting** according to one evaluation in Great Britain (Farrington et al., 1993) [see pp. 7–18 to 7–19].

- **Improving training and management of bar and tavern staff** can substantially reduce tavern-related violence, according to one Australian evaluation (Felson et al., 1997; Homel et al., 1997) and can reduce drunk driving (Saltz, 1987) and accidents (Putnam et al., 1993) [see pp. 7–20 to 7–21].

- **Metal detectors can reduce weapon carrying in schools**, according to one study (Centers for Disease Control and Prevention, 1993), although they did not reduce assaults within or outside schools [see p. 7–30].

- **Airport metal detectors to screen airplane passengers** appear to reduce hijackings according to several studies, one of which used scientific methods approximating level 3 on the Maryland Scale (Landes, 1978) [see pp. 7–29 to 7–30].

- **Sky marshals on airplanes** produced a slight reduction in hijacking in the period before the introduction of metal detectors for passenger screening (Landes, 1978) [see p. 7–29].

- **Street closures, barricades, and rerouting** reduced several types of crime, including burglary (Atlas and LeBlanc, 1994), homicides in Los Angeles (Lasley, 1996), and violent crime in Dayton (Newman, 1996), according to single studies [see pp. 7–33 to 7–35].

- **“Target hardening” or use of strengthened materials and designs** reduced the use of slugs in New York City parking meters (Decker, 1972) [see p. 7–39] and reduced crimes involving telephones in New York City’s Port Authority Bus Terminal (Bichler and Clarke, 1996) and in one of its jails (LaVigne, 1994) [see pp. 7–38 to 7–39].

- **“Problem-solving” analysis addressed to the specific crime situation at each location** (Goldstein, 1990; Clarke, 1992) has been successful according to one experiment (rated level 5 on the Maryland Scale) in convenience stores (Crow and Bull, 1975) and in an English public housing project at Kirkholt, according to one evaluation (rated level 5 on the Maryland Scale) of a multitactic strategy to reduce repeat victimizations (Forrester et al., 1988) [see pp. 7–10 to 7–11, 7–16, and 7–44]. Negative findings from the Minneapolis Repeat Call Address Policing (RECAP) experiment (rated level 5 on the Maryland Scale), however, suggest that these strategies may not work when applied across the universe of high-crime locations in a city (Sherman, 1990; Buerger, 1994) [see p. 8–31].

By police

- **Proactive arrests for carrying concealed weapons** made by officers on directed patrols in gun crime hot spots, using traffic enforcement and field interrogations, substantially reduced gun crimes in Kansas City (Sherman and Rogan, 1995a) [see pp. 8–30 to 8–32].
- **Proactive drunk driving arrests** through systematic breath testing reduced deaths due to drunk driving in Australia (Homel, 1990), with consistent but scientifically weaker evidence from numerous evaluations in the United States [see pp. 8–20 to 8–24].
- **Community policing with meetings to set priorities** reduced community perceptions of the severity of crime problems in Chicago (Skogan and Hartnett, 1997) [see pp. 8–25 to 8–27].
- **Policing with greater respect to offenders** reduced repeat offending in one analysis of arrested offenders (Paternoster et al., 1997) and increased respect for the law and police in another (Sherman et al., 1997) [see pp. 8–26 to 8–27].
- **Field interrogations of suspicious persons** reduced crime in a San Diego experiment without harming the legitimacy of the police in the eyes of the public (Boydston, 1975) [see pp. 8–20 to 8–25].
- **Mailing arrest warrants to domestic violence suspects who leave the scene before police arrive** reduced repeat spouse abuse substantially in Omaha (Dunford, 1990) [see pp. 8–16 to 8–20].
- **Higher numbers of police officers in cities** generally reduced many types of crime (Marvell and Moody, 1996), although in some cities an

increase in the number of police officers was not accompanied by a drop in crime [see pp. 8–8 to 8–10].

By criminal justice agencies after arrest

- **Drug courts** that ordered and monitored a combination of rehabilitation and drug treatment reduced repeat incarcerations compared to regular probation among offenders convicted of a first-time drug possession felony (Deschenes et al., 1996b) [see pp. 9–47 to 9–48].
- **Drug treatment in jails followed by urine testing in the community** has been found in one study to reduce repeat arrests compared to drug-using inmates who did not receive treatment and followup (Taxman and Spinner, 1996) [see pp. 9–45 to 9–46].
- **Intensive supervision and after-care of minor juvenile offenders**, primarily status offenders like run-aways or truants, reduced future offending relative to status offenders who did not receive enhanced surveillance and services in North Carolina. The finding held true for first offenders but not for those with prior delinquency in one experiment (rated level 5 on the Maryland Scale) (Land et al., 1990) [see pp. 9–37 to 9–41].
- **Intensive supervision and after-care of serious juvenile offenders** in a Pennsylvania program reduced rearrests compared to putting offenders on probation (Sontheimer and Goodstein, 1993) [see p. 9–39].
- **Fines for criminal acts** in combination with other penalties may produce lower rates of repeat offending (Gordon and Glaser, 1991), and day fines may produce lower rates of technical violations (Turner and Petersilia, 1996) than sentencing offenders to

community-based corrections without fines [see pp. 9–12 to 9–14].

Future research

The University of Maryland's Department of Criminology has established a Crime Prevention Effectiveness Program with the support of gifts and grants from private foundations and donors. The purpose is to continue the work summarized in this Research in Brief and to make it widely available through publications and the Internet at www.preventingcrime.org. More than 20,000 copies of the full report have been downloaded from the Internet, with governors, State legislatures, congressional committees, and several other nations requesting briefings on the results in the first year after the full report was submitted to Congress. The United Kingdom has relied heavily on this report in drafting its new national strategy for reducing crime. These facts suggest widespread interest in using scientific evidence about what works to prevent crime in making policy and budget decisions.

The central conclusion of the report is that the current development of scientific evidence is inadequate to the task of policymaking. Many more impact evaluations using stronger scientific methods are needed before even minimally valid conclusions can be reached about the impact on crime of programs costing billions each year. Substantial progress does not require that all evaluations reach the "gold standard" of level 5. In many areas, modifying research designs by adding a control group can raise the strength of an evaluation design method significantly, from a level 2 to a level 3. That modest change would provide far more information from which to derive more certain conclusions about what works.

Recommendations for a Statutory Evaluation Plan

Three principles for evaluating crime prevention programs emerge from the evidence reviewed for this report:

Not every grant requires an evaluation. Absent the resources and the skill needed for achieving the statutory definition of an evaluation as an impact assessment, the requirement that all crime programs be evaluated has resulted in few being evaluated. Spending adequate funds for strong evaluations in a few sites is far more cost-effective than spending little amounts of money for weak evaluations in thousands of sites.

Evaluation funds should be conserved for impact assessments. Limited funding resources have forced DOJ to choose between many descriptive evaluations or a few impact evaluations, which do not provide Congress with the information it

requires unless there is enough funding for strong science. Such studies routinely cost \$15 million or more in other agencies and are often mandated by Congress, but there is no precedent for such “big science” at DOJ, according to the study researchers.

Impact evaluations should be conducted at a level 3 scientific methods score or higher. If Congress needs to know the effectiveness of a program, it needs to know that answer to a reasonable degree of scientific certainty. The study authors suggest that just as the U.S. Supreme Court has asked Federal judges to be the gatekeepers of valid science to be placed in the hands of a jury, Congress can ask that independent peer review panels serve the same function for congressional evidence. The panels can be asked to certify that impact evaluations recommended for funding by DOJ are at least

designed with a scientific methods score of 3 or more. This model can be achieved by congressional enactment of the following recommendations, according to this study:

1. Set aside 10 percent of all DOJ funding of local assistance for crime prevention (as defined in this report) for operational program funds to be controlled by a central research office within OJP.
2. Authorize the research office to distribute the 10 percent “evaluated program” funds on the sole criterion of producing rigorous scientific impact evaluations, the results of which can be generalized to other locations nationwide.
3. Set aside an additional 10 percent of all DOJ local assistance appropriations for crime prevention as defined in this report to fund the scientific evaluation costs.

Other parts of the full report address other issues. One issue involves how the allocation of resources for crime prevention is made in relation to the geography of crime, especially given the concentration of youth homicide in a small number of inner-city areas. Another issue is the direct implications of these findings for congressional appropriations for various prevention funding streams, such as Byrne grants in the Anti-Drug Abuse Act of 1988 as amended or the 100,000 community police officers in the Crime Act of 1994 as amended. A final issue addressed in the full report is the matter of Federal policy for crime prevention evaluations. The

reader is referred to the report for all these matters, especially chapters 1 and 10, as well as the final pages of chapters 3 through 9. Future reports from the University of Maryland will also address these issues in greater detail.

The need for more impact evaluations is shown most clearly by this final observation. There are 15 programs on the list of what works and 23 on the list of what doesn’t. The longest list, however, is the 30 promising programs. If even half of these programs were found effective with one additional level 3 impact evaluation, the number of programs known to prevent

crime through the scientific standards employed in this report would double.

Endnotes

1. 104th Congress, 1st Session, House of Representatives, Report 104–378.
2. A “place” is defined here as a very small area reserved for a narrow range of functions, often controlled by a single owner, and separated from the surrounding area.
3. *Daubert vs. Merrell Dow* (1993), U.S. Sup. Ct. No. 92–102, June 28, 1993 [509 U.S. 579].

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Findings and conclusions of the research reported here are those of the authors and do not necessarily reflect the official position or policies of the U.S. Department of Justice.

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This Research in Brief and the full report to Congress are available online at the following Web sites:

National Institute of Justice:

<http://www.ojp.usdoj.gov/nij>

Justice Information Center:

<http://www.ncjrs.org>

University of Maryland:

<http://www.preventingcrime.org>

A book version of the full report will be available in 1999 from the Russell Sage Foundation, 112 East 64th Street, New York, NY 10021 (tel. 212-750-6000).

From: [Laura Morrison](#)
To: [Laura Morrison](#)
Subject: A_StiegerFW: info sessions
Date: May 2, 2022 12:46:08 PM
Attachments: [6Oh8t2bQrq3qt1.HC.png](#)
[hnpxbMIBmosfMQZc.png](#)
[fG8TahZlsJf4PIQk.png](#)
[S3x0kQy2Ki6J6B3L.png](#)
[0OwcXnskmqMS7eK7.png](#)
[2010-VP-BEST_PRACTICES_GUIDE.pdf](#)
[WCPC0658-Report-ConversationsOfSubstance-web.pdf](#)
[2012-WontYouBeMyNeighbour-Report.pdf](#)
[Roots-of-Crime_2017.pdf](#)
[national institute of justice_ what works what doesnt.pdf](#)

From: Anne Stieger
Sent: May 2, 2022 11:41 AM
To: Barbara Shaw <bshaw@wolfville.ca>
Cc: Town Council <towncouncil@wolfville.ca>
Subject: Re: info sessions

CAUTION: This email originated from outside of the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe.

ok, thanks Barb, and hello everyone. I've cc'ed you as you will find these resources interesting:

Barb, you had asked for the files where I found that over-policing for what's considered petty crimes or nuisance/misdemeanor can make things worse overall.

There are several places, one being "arrests of juveniles for minor offences cause them to become more delinquent in the future, than if police exercise discretion to merely warn them or use alternatives to formal charging" national institute of justice, pdf attached. It's older, but I'm finding the same overall results in newer research, in that over-policing or cracking down hard on 'petty crimes' can actually make things worse.

For example, broken windows policing, in its intensive form, (which means arresting folks for misdemeanor and petty crimes to prevent more serious crimes) has been found to make situations worse overall in several settings.

This is related to cameras because they are not preventative, especially in our situation where folks are inebriated and unable to make sound decisions in the first place because their prefrontal cortex (impulse control, etc.) isn't fully developed yet (unbelievable but true, see [here](#) or [here](#)). Cameras do help with prosecution, but that means the whole idea behind them is to be able to charge people. Which leads us back to the above...

On a different note, Waterloo has very interesting, holistic programming using a root-cause-approach; they are dealing with younger youth and much worse problems, but the principles apply to our situation nonetheless. It also gives great examples of drug prevention, which is a big factor in our situation and a factor in Wolfville beyond our student population, it seems. Their website is [here](#), and a few interesting papers are attached.

I highly recommend the "conversations of substance" report (attached) from those Waterloo folks - very interesting excerpts below, that are quotes from youth they got through 1-on-1 conversations.

“ There is just so much to worry about, one hand you got drama, one hand you got your school work, on the other hand your family life, your social life and all that stuff... When a kid has something to balance himself, to make him stop going down the ladder, and to stop falling into those deep thoughts, it's just something about it that is really soothing. I wouldn't say I even smoke weed for the high, I smoke weed to silence the voices.

“ That is why they smoke weed, just so they can calm down from everything else around them. They are just worried about themselves.

“ Addicts getting exiled by people, by their families and everything else. When you have a void in your life, you try to compensate with drugs, and then people like abandon you, then that creates an even bigger void in your life, and it just makes you use more. You get nowhere.

“ It's the instant gratification you get from using too. You get instant gratification; you feel like, ah, I feel better. Later you are going to feel way worse, but for a bit it is better.

“ They do the same thing to me, they hold me for 24 hours, and I leave the next day. It is just a vicious cycle of them constantly 'forming' you, keeping you overnight for observation, and then sending you home in the morning. Which is an ineffective system and they need to find a way to fix that.

In our situation, drugs themselves are also part of the issue given folks are inebriated when the issues happen. I'm guessing you could replace 'using drugs' with 'vandalising' here and it is likely similar, but I digress. This kind of stuff is why I am convinced more policing & surveillance just isn't going to help.

I'd love to see us do that as part of an overall strategy: going beyond surveys and really building empathy to figure out what the root cause is (also see roots of crime attached). I run such interviews in my job and it is powerful. Heck, I'll volunteer my time and conduct these for you, if it means we don't do the camera thing.

For yet another very interesting example of a successful project, check out this paper on innovative policing in Hawkhill, Scotland, where they use an asset-based approach: https://www.academia.edu/43801752/Implementing_an_Asset_Based_Approach_A_case_study_of_innovative_community_policing_from_Hawkhill_Scotland

These are all good examples of how expert-led approaches that address the root causes, with multiple different interventions happening at the same time as part of a cohesive strategy, are very different from the things we have tried so far.

I've been learning and researching over the weekend and have found other very interesting research and examples of alternatives, which I'll organize for you and send over. I really wish the town had given more than 2 weeks notice, as I would have loved to help explore alternative options from the get-go if only I had known this conversation was happening.

I really do hope staff & council will be willing to consider one of the many alternate courses of action available to us, that work preventatively and can actually make this problem go away once and for all by addressing root causes. Let's step out of the reactionary cycle and get in front of it.

We have many experienced practitioners who can help us right here in Nova Scotia (I can send a list if you'd like?), and we could get started right away. I'm also happy to volunteer my time & expertise.

Cheers,

Anne

Violence Prevention

A Guide of Practical Interventions for Consideration in Waterloo Region



VIOLENCE PREVENTION: A Guide of Practical Interventions for Consideration in Waterloo Region

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Accessible formats available upon request.

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Introduction

A background report on violence prevention was commissioned in 2006 as part of the Region of Waterloo's Growth Management Strategy. The report highlighted areas of concern within Waterloo Region and allowed the Waterloo Region Crime Prevention Council to identify six key goals which will allow the community to address violence:

- Assist During Childhood
- Address Addictions Issues
- Support Diverse Communities
- Reduce Income Inequality
- Enhance Neighbourhood Capacity
- Ensure Social Support Services Exist

In preparing this report an extensive review was conducted of reports which document specific violence prevention projects that have been implemented in other jurisdictions. Programs and projects which could be applied in Waterloo Region to achieve the violence prevention goals have been highlighted.

This report is specifically designed to generate ideas for interventions into the six violence prevention goal areas. A short description of each project is included in this report and references have been included to quickly identify further research which will assist in program adoption.

The projects have been classified into the six goals of the violence prevention plan. In order to provide a quick method to identify the background and potential of each project, the following classification system has been used:



- **Best Practices** - are projects that have been found to be effective after a comprehensive program review or randomized control trial.¹



- **Promising Practices** – are projects that are thought to be effective based on a basic program evaluation or small demonstration projects.²



- **New Practices**– are projects that have not yet completed a program evaluation or are new ideas based on academic literature.



- **Not So Promising Practices** – are approaches that have been tried and failed.

Assist During Childhood

The right start provides the foundation for a better future.



Best Practices

- **Nurse-Family Partnership (NFP)** - intensive home visitation program for low income first time mothers. Program delivered by nurses during pregnancy and first 2 years of child's life to help with parenting practices, mental health issues, and the use of alcohol and tobacco.^{3, 4, 5, 6, 7, 8, 9, 10}
- **Perry Preschool Project** - enhanced childcare in small setting for children (3-4) at risk of school failure. Program focused on development of intellectual, social, and physical skills. Programs involve education and activities for children as well as training for parents.^{11, 12, 13, 14}
- **Chicago Child - Parent Center Program** - founded in 1967 to help disadvantaged children prepare for elementary school. Provides comprehensive educational and family-support services for economically disadvantaged children from pre-school to early elementary school.^{15, 16}
- **Opportunities Industrialization Centers of America** - 1989 mentorship program for high school youth that focused on fostering academic skills and life skills, and increasing volunteering. Participants were matched with a mentor for all 4 years of high school.¹⁷
- **Incredible Years Series** - comprehensive, developmentally-based training program for parents, teachers, and children (2-10) with conduct problems. Parent training has 3 programs: BASIC- emphasizing development of skills promoting children's social competence, ADVANCE- emphasizing parent interpersonal skills, SCHOOL- emphasizing skills promoting children's academic skills. Teacher training focuses on effective classroom management skills. Child training focuses on interpersonal skills.¹⁸
- **Stop Now and Plan (SNAP)** - program to teach children to identify and control aggressive / anti-social behaviours. Program includes 2 sets of 12-week courses: one for parents (focus: proper discipline), one for children (focus: behaviour management). Part of 3 stage approach that includes police/community protocols directing children to services and clinical assessments of children (6-12) to determine risk and treatment needs.^{19, 20}
- **Home visitation programs** - programs were offered to "at-risk" families and focused on the parent, the child(ren) or both. They offered support and education for the family.²¹
- **Parent education and day care/preschool programs** - programs were offered to "at-risk" families. These programs provided parent education programs and training programs, as well as enrichment opportunities for the children.²²
- **Promoting Alternative Thinking Strategies (PATHS)** - school-based life skills training program targeted at youth in grades 1-5. Teaches youth social, self-control, and problem-solving skills. Sessions occur 3 times a week for half an hour.^{23, 24, 25}
- **School-based child training plus parent training programs** - these programs were offered universally, selectively and indicatively. They target a range of risk factors associated with participating in crime.²⁶ The school-based crime prevention programs work best when they

KEY GOAL: Assist During Childhood

are environmentally focused (school and discipline management interventions, interventions to establish norms or expectations for behaviour, classroom/instructional management, reorganization of classes or grades). There are some individual focused interventions that also work (self control or social competency and cognitive behavioural, behavioural modelling, or behaviour modification interventions)²⁷

- **Big Brothers, Big Sisters mentoring program** - mentoring program for youth (6-18) living in single-parent families. Program has rigorous standards and required protocols, including volunteer orientation, volunteer screening, youth assessment, careful matching of youth-mentor, and supervision of parents, youth, and volunteers.^{28, 29, 30, 31}
- **Functional Family Therapy (FFT)** - 3 month program delivered by therapists in the homes of youth (11-18). Helps family identify methods of changing their situation, and provides support to sustain the changes. Program has 5 phases: engagement, motivation, assessment, behaviour change, and generalization.^{32, 33, 34, 35}
- **Life Skill Training (LST)** - teacher-facilitated drug intervention program that provides information, promotes anti-drug norms, and develops drug refusal and self management skills through 30 classroom sessions over 3 years. Targets youth in grades 6-8.^{36,37, 38, 39}
- **Safe Dates Program** - school based program (grade 9-11) focussed on prevention of relationship-based violence. Goals include changing dating violence and gender role norms, increase conflict resolution and peer helping skills, and promote belief in need for help/awareness of relationship-based violence and help-seeking behaviours of victims and perpetrators. Program includes nine 90-minute sessions, a play performed by the students, and a poster contest. Program can include involvement of parents and community.^{40, 41, 42, 43}
- **Olweus Bullying Prevention Program** - multi-component, universal, school based program that restructures school environment to reduce opportunities for bullying. Includes interventions at school level (e.g. school rules against bullying, creation of committee to monitor/direct program, creation of monitoring system, administration of Bullying/Victim questionnaire), class level (e.g. classroom meetings regarding bullying, formation of class rules), and individual level (personal interventions designed by individual, parents, teachers, and counsellors). Program length: minimum one year. Evaluations show strong reductions in bullying and bully victimization.^{44, 45, 46, 47,48}
- **Multidimensional Treatment Foster Care** - foster care program for adolescents with histories of criminality and are at-risk for incarceration. Foster families implement structured, individualized program, with focus on development of social skills, while biological/adoptive families are trained in same program. Program involves weekly family therapy sessions.^{49, 50, 51}
- **Leadership and Resiliency Program (LRP)** - after-school program for youth (14-19), focussed on enhancing strengths to prevent substance use and violence. Program has 4 components: youth group meetings, community service with abused animals, performance of skits, and outdoor adventure program. Program involves partnership between school and health service agency to identify participants.⁵²



Promising Practices

- **Early Start** - home visitation program targeting families facing stress and difficulty. Deals with children up to the age of three. ^{53, 54}
- **Sure Start Children Centres** - brings together early education, childcare, health and family support services with children 5 and under. Program focuses upon eliminating child poverty and social exclusion. This is done by working with soon to be parents, parents, care givers and children to cultivate physical, mental and social development. ^{55, 56}
- **I Can Problem Solve (ICPS)** - school based intervention program; trains children in interpersonal problem solving techniques (most effective at 4-5). Program has 45 lessons over 3 months. ^{57, 58}
- **Family Violence Prevention Programs** - Learning Club - 16 week counseling program for abused women and their children; Project SUPPORT- program for children (4-9) displaying aggressive behavior who have been exposed to inter-parental violence; Kids Club- 10-week program for children (5-13) with focus on resiliency and trauma recovery. ⁵⁹
- **FAST Track** - school based program targeting youth from disadvantaged communities who have displayed disruptive behaviour. Program implemented over 5 years (spans grade 1-6). Includes 5 components: parent training, home visitations, classroom interventions, social skill training, and academic tutoring. ^{60, 61, 62, 63}
- **Families and Schools Together** - 8-14 week program for families to strengthen parent-child relationships. ⁶⁴
- **Behavioral Monitoring and Reinforcement Program** - school based program targeting at-risk neighborhoods. Program is 2 years long, beginning in grade 7. Program includes teacher monitoring and rewarding of appropriate behaviour, fostering of communication between students, teachers and parents, and weekly discussion sessions. ^{65, 66}
- **Boys and Girls Clubs of Canada** - after-school sports programs for youth that are developed in response to community need, provided by qualified staff, use child-focused approach to development, and are integrated with other programs. ^{67, 68}
- **Functional Family Therapy (FFT)** - 3 month program delivered by therapists in the homes of youth (11-18). Helps family identify methods of changing their situation, and provides support to sustain the changes. Program has 5 phases: engagement, motivation, assessment, behaviour change, and generalization. ^{69, 70, 71, 72}
- **Lions Quest Programs** - school based development and prevention program that bring together the school, home and community. It is used to bring up healthy people with strong characters, through life skills, education, civic values and drug prevention. ^{73, 74}
- **Youth Organizing to Understand Conflict and Advocate Non-Violence** - peer learning based in-school training program on conflict and violence prevention, and on peaceful conflict resolution. ⁷⁵

KEY GOAL: Assist During Childhood

- **Linking the Interests of Families and Teachers (LIFT)** - 10 week aggression intervention program for 1st and 5th grade at-risk students. Program has 3 elements: classroom education component (20, 1 hour sessions), Good Behaviour Game (where children are rewarded for avoiding negative behaviours), and parental training (6 meetings focused on development of good home environment).^{76, 77, 78, 79, 80}
- **Seattle Social Development Project (SSDP)** - multi-year (grades 1-6), school-based program in economically deprived neighborhoods. Program includes training components for both parents and teachers; teacher training focuses on proactive classroom management, interactive teaching, and cooperative learning, while parental training focuses on family management, communication, and teaching children drug use resistance strategies.^{81, 82, 83 84}
- **Anderlecht Initiative** - mediators brought into a Belgian school to facilitate communication between students the school the family. The role expanded to mediate more issues and keep contact with 'at risk' children.⁸⁵
- **Clinic-based parent training plus child training programs** - programs were based on selective and indicative samples of behaviours related to crime. There are mixed results about the impact of these programs⁸⁶
- **Strengthening Families Program (SFP)** - universal family-based intervention program for youth (10-14) to increase family protective processes, reduce risk factors. Program consists of seven 2 hour sessions; sessions are split between skill building and structured family activities. An additional 4 sessions are conducted 6-12 months after the initial 7.^{87, 88}
- **Triple P** - offers different levels of supports to families with the aim of creating a stable supportive family and to reduce problematic behaviour.^{89, 90}
- **Preventive Treatment Program (PTP)** – Canadian training program for parents and male children (7-9) from low socioeconomic families who display problem behaviour. Participants complete approximately 20 sessions.⁹¹
- **Youth Inclusion Program (YIP)** - neighbourhood-based program targeted at high risk youth (13-16). Programming includes mentoring, education, and recreational activities. Program goals include increasing access to services and preventing youth entry into criminal justice system. Program is most effective when optimum number of known offenders participate, and if youth participate for at least 10 hours a week.^{92, 93, 94, 95, 96, 97}
- **Youth Relationship Project** - Ontario based project aimed at helping 14-16 year olds develop healthy relationships with partners through education and conflict resolution.⁹⁸
- **Brief Strategic Family Therapy** - 3 month family therapy program for youth (8-17) at risk of behavioural problems. Program focuses on modifying maladaptive patterns of interactions within families. Program includes three components: joining family, diagnosing problems within the family, and restructuring the family.⁹⁹

KEY GOAL: Assist During Childhood

- **Gang Prevention/Intervention through Targeted Outreach** - program designed to help Boys and Girls Clubs address the community's gang problem. Program has 4 components: community mobilization of resources, recruitment of 50 youth (6-18) who were at-risk for gang involvement, promoting positive developmental experiences for these youth, and providing individualized case management (in law enforcement, schools, families, and boys/girls club).¹⁰⁰
- **Police Athletic League (PAL)** - members of police force coach youth (6-18) in sports programs and other programs, including: day care programs, educational resource centres (supports individualized learning outside of classroom), computer literacy programs, and adventure based learning (1-2 day sessions fostering communication, team, and trust skills through outdoor activities).¹⁰¹
- **Multidimensional Treatment Foster Care** - foster care program for adolescents with histories of criminality and are at-risk for incarceration. Foster families implement structured, individualized program, with focus on development of social skills, while biological/adoptive families are trained in same program. Program involves weekly family therapy sessions.^{102, 103, 104}
- **Multisystemic Therapy (MST)** - family- and community-based treatment program for youth label as delinquent/at-risk youth (12-17) and their families. Provides in-home therapy for individual and their family to address and correct problems within the family, with a focus on factors that contribute to violent/criminal behaviours. MST has been shown in be beneficial in many contexts (family, school, community) and in many studies.^{105, 106, 107, 108}
- **The Fourth R** - London, ON school based program focussed on bringing the 4th R (relationships) into grade 9-11 curriculum. Program includes 21 teacher-directed sessions focused on violence (bullying, peer, group, dating), health (substance use, sexual health), skill building (role playing, assertiveness training, decision making exercises), and the role of bystanders in stopping abuse. Program also includes school-based awareness campaign, involvement of parents, and fostering of links between school and community.^{109, 110}
- **Quantum Opportunities Program** - 4 year program (grade 9-12) for students from low-income families. Program has 3 components: educational, developmental, and service activities. Students complete 250 hours per category per year. No behavioural, health, or location contingencies required for ongoing participation in program.^{111, 112}
- **Manchester Multi-Agency Gang Strategy (MMAGS)** - voluntary program where youth in or on the fringes of gangs are placed into a diversion educational and vocational activities. Program run by staff seconded from police, youth service¹¹³, education and probation.
- **Philadelphia Youth Violence Reduction Partnership (YVRP)** - violence prevention program that functioned through the integration of existing services. Program focused on closer surveillance of youths (under 24) at risk of crime/victimization, and implementation/optimization of services provided by community outreach workers that facilitate youths' social reintegration.¹¹⁴



New Practices

- **“Families” television show** - series run in Australia which offered guidelines for parenting strategies to deal with behavioural problems. Viewers reported greater efficacy as parents than a control group.¹¹⁵
- **Child Advocacy Centres (CACs)** - United States approach where multidisciplinary methods are offered in one location for abused children.¹¹⁶
- **Choose Respect** - a national campaign by the United States Centre for Disease Control and Prevention that aims to motivate adolescents to challenge harmful beliefs about dating abuse through education.¹¹⁷
- **Fight Violence** - Edmonton-based social marketing program directed at engaging young people in creating positive alternatives to violence.¹¹⁸
- **Multi-sector youth gang prevention strategy** - Regina-based strategy that includes classroom component for grades 4-6, a community needs assessment, and the creation of a youth oriented video regarding gang initiation, lifestyle, and strategies for exit.¹¹⁹
- **Aiming High For Young People** - the United Kingdom implemented a ten year strategy for youth which was launched in July 2007. It is a way for the government to help all young people, and distinctly those from disadvantaged backgrounds to be a part in meaningful and enjoyable activities. It ensures that youth will have access to quality services brought by a range of professional workforce who want to make a difference in the young people.^{120, 121}
- **Resolve it, Solve it** - a community media campaign for youth in small American towns led by high school peers. Print, radio and television ads focused upon respect for individual, conflict resolution and bullying prevention.¹²²
- **CyberCOPS** - program developed by the OPP that uses computer games to teach children (grade 7/8) about techniques used by criminals to entrap children. Program involves teacher facilitated discussion of online safety.¹²³
- **Wraparound Milwaukee** - individualized care program for youth (13-17) with serious emotional, behavioural, and mental health needs. Youth must be court-ordered to participate in program. Program has 4 components: care coordination, child and family team, mobile crisis team, and provider network.¹²⁴
- **Roots of Empathy** - Program to teach teenagers about non-violent conflict through emotional literacy. The program involves a neighbourhood parent bringing an infant into the classroom every three weeks.¹²⁵
- **Breaking the Cycle** - youth gang exit and leadership program. Designed for youth (15-23) who are unemployed/ not attending school, program involves intensive 2-week training and 1-week of follow-up sessions. Program participants have opportunity to participate in second phase, a 25 week training/ peer support program (Youth Ambassador Employment Preparation Project).¹²⁶

KEY GOAL: Assist During Childhood



Not So Promising Practices

- **Home/community parent training programs** - programs have inconsistent results and sometimes result in increased delinquency ¹²⁷
- **Boot camps** - camps/residential programs that emphasize discipline and punishment, have elaborate entrance ceremonies (that require people to shave their heads, wear uniforms etc) and graduation ceremonies are more likely to have no effect or increase criminal behaviour than they are to decrease criminal involvement. ^{128,129}

Address Addictions Issues

Increasing services for problematic substance abuse will decrease violence.



Best Practices

- **Four-Pillar Approach to Drug Problems in Vancouver** - drug strategy integrating prevention (includes promotion of healthy families and communities, protecting youth development, preventing/delaying the start of substance use), treatment (includes outpatient/peer-based counselling, methadone programs, daytime/residential treatment, housing support, ongoing medical care), harm reduction (reducing spread of disease, preventing overdose deaths, increasing substance users' contact with health care system, reducing drug consumption in streets), and enforcement (targeting organized crime, drug dealing/houses/trade, improving coordination between judicial, health services, and other social services).^{130, 131}
- **Project Towards No Drug Abuse** - program involves 12 in-class interaction session teaching decision making skills regarding drugs and violence to youth (14-19). Goals of project: reduce drug use, reduce weapon carrying, increase cognitive coping skills.^{132, 133, 134}
- **Midwestern Prevention Project (MPP)** - comprehensive, community-base program for youth (13-19); goal of prevention of drug abuse. Incorporates involvement of family, school, and community. Program emphasizes school-based development of skills to avoid drug use, which is reinforced through the family, community organizations, and mass media campaigns.^{135, 136}



Promising Practices

- **Ottawa Drunk Driving Program** - integrates traffic calming development, driver education, and safe driving enforcement.¹³⁷
- **Students Against Drunk Driving** - program focused youth committing to not drink and drive, and for parents to commit to not punish their children if they request rides home.¹³⁸
- **Prison-based therapeutic communities** - drug treatment program in custodial settings with a follow up community treatment.¹³⁹
- **Project ALERT** - classroom-based substance abuse prevention program. Two-year program consisting of 11 lessons in first year, with 3 booster lessons in second. Program focuses on understanding internal and external pressures to use drugs.¹⁴⁰
- **CASASTART (Striving Together to Achieve Rewarding Tomorrows)** - integration of services to reduce exposure to drugs and criminal activities for youth (11-13) from distressed neighbourhoods. Program involves integration of: community-enhanced policing, case management, criminal justice intervention, family services, after-school and summer activities, education services, mentoring, and incentives.¹⁴¹
- **Project Northland** - universal, 7-year intervention for youth (grades 6-12, with exception of grade 10), involving students, parents, peers, and community members/businesses/organizations. Each year has specific theme; goal of program is to reduce adolescent alcohol use.¹⁴²

KEY GOAL: Address Addictions Issues

- **Brief Alcohol Screening and Intervention of College Students (BASICS)** - intervention program for college students (18-24) who drink alcohol heavily, and have experienced/are at risk for alcohol-related problems. Program involves 2 structure interviews with goal of challenging myths, and providing options to make changes. Program may involve referral to substance abuse treatment service.¹⁴³
- **Serious Habitual Offender Comprehensive Action Program (SHOCAP)** - case management program with partnership between criminal justice agencies and community services; focussed on reducing recidivism of youth (under 18) who are serious habitual offenders. Implementation of program is community-specific, and begins with a needs assessment. Program involves creation of corrective action plans for youth, incorporating accountability, competency development, and protection of community.¹⁴⁴
- **Stockholm Prevents Alcohol and Drug Problems project (STAD)** - program in Stockholm Sweden where bar staff training, security training and enforcement of licensing legislation were used to decrease violence.^{145, 146}
- **Alcohol linking program** - in New South Wales, Australia individuals in police-attended incidents are noted if they had consumed alcohol and where they had their last drink. Establishments with many 'last drinks' received an audit of management practices and training.¹⁴⁷
- **Safer Bars** - a three hour training program offered by CAMH for bar staff and work book for bar owners.^{148, 149}
- **Pressures to Change Program** - Australian program that targets partners of problem drinkers to teach them strategies to promote positive changes in their partners. Resulted in reduced intimate partner violence.¹⁵⁰
- **Strong African American Families Program (SAAF)** - modelled after Strengthening Families program. Family-centered program designed to prevent alcohol abuse. Program includes 7 weekly meetings for youth and caregivers.¹⁵¹



New Practices

- **Regina Inner City Community-Partnership** - Regina police analyzed service calls and identified priority of addressing housing issues as a method to improve quality of life and deal with substance abuse and domestic violence. Addressed housing standards through multi-sector collaboration including property standards, building, fire and public health officials.¹⁵²
- **Social Norms Approach** - an approach to health promotion used in the United States that assumes that people over estimate the prevalence of risky behaviours, like heavy alcohol use and tolerance of violence. This approach corrects these misconceptions through marketing to further reduce these behaviours.¹⁵³

Support Diverse Communities

Welcoming communities reduce isolation and social exclusion.



Promising Practices

- **The Neighbourhood Tutors Project** - works with children and youth from immigrant and minority ethnic families (ages 6-18) in Portugal. Focussed mentoring on young people involved in delinquent and disruptive behaviour. Aims to uphold social inclusion, decrease school absenteeism, promote competency at all levels (socially, cognitively and personally) and promote better parenting.^{154, 155}
- **Cowichan Women Against Violence Society** - Safer Futures Program - Vancouver Island based program that focuses on prevention of violence against women. Includes 4 main projects: local safety audits (assessment of safety of particular spaces and whole communities; provides recommendations for improvement to physical environment, community services, accessibility of community life to women, and long term community planning; produced guide on how to conduct audits¹⁵⁶), women and community safety (production of training package for coordination of local government and women's groups to plan and implement violence against women prevention programs¹⁵⁷; research and dissemination of best practices), neighbourhood links project (James Street neighbourhood project to increase community awareness and participation, create partnerships, and create recommendations and implementations of change; created task force that developed and enhanced social development programs, enhanced physical environment, and created policy/guidelines for gender sensitive approach to community development), and making the links project (development of integrated approach to community health and safety focussed on three areas: developing neighbourhood capacity to identify and address protective factors, linking neighbourhoods with community agencies to strengthen/enhance local resources, and to foster integrated long-term planning)¹⁵⁸
- **Communities that Care (CTC)** - conceptual framework to be used by communities to develop programs targeting youth development. Framework includes assessment tools to determine risk/protective factors in community, and then matches community with appropriate programs. Success of CTC requires: community readiness, community mobilization, needs/strengths assessment, comprehensive youth development plan, implementation, and evaluation.¹⁵⁹
- **San Romanoway Revitalization of Jane-Finch Corridor** - program focussed on reducing disproportionate crime rate of Jane-Finch neighbourhood. Program included creation of programming for children (after-school programs, skill development activities, and summer day camps), creation of local youth employment opportunities, and improvements to physical space (clean-ups, social gatherings).¹⁶⁰
- **Gwich'in Outdoor Classroom Project** - program developed for Aboriginal children (6-12) living in remote communities. Program includes outdoor camp, breakfast program, and in-school programming (focused on life skills, communication skills, and traditional learning). Program developed in collaboration with community, and integrates involvement of Elders. Evaluation shows increased learning outcomes; no information on effects on crime rates.¹⁶¹

KEY GOAL: Support Diverse Communities



New Practices

- **A Man Respects a Woman** - social norms marketing campaign at a university where posters and flyers were used to convey positive findings of a campus survey on men's attitudes and actions towards woman in dating situations¹⁶²
- **Know your Power, Step in, Speak up. You Can make A difference**” - university campus poster campaign that encouraged bystanders to intervene in situations that put students at risk of a sexual assault.¹⁶³
- **Green Dot Program** – a program on university campuses where red dots are placed where a sexual assault or sexual harassment occurs and green dots are placed where some action has been taken to prevent sexual assaults¹⁶⁴

Reduce Income Inequality

Everyone has the right to equal opportunities.



Promising Practices

- **Job Corps**- provision of job training (including job placement), social support (including health care) and educational support to high-risk youth (16-24) in 4 stage process. Program includes residential component, and is individualized and self-paced. Youth (16-24) can participate in program for up to 2 years; each month they receive an allowance. ^{165, 166, 167, 168}



New Practices

- **Inclusionary Zoning** - policy tying production of affordable housing to market-rate residential development. Requires residential development to include affordable housing. Results in creation of affordable housing in same area as market-rate housing, creating communities with mixed socio-economic classes. ¹⁶⁹

Enhance Neighbourhood Capacity

Every community is a potential change agent.



Promising Practices

- **Community Crime Prevention Project**- neighbourhood watch program that reduced burglaries by 50%.¹⁷⁰
- **Circles of Support and Accountability (COSA)** - a group of volunteers who provides support to, and maintains accountability of a male sex offender who is returning to a community. Program works in conjunction with community agencies, treatment providers, and parole/police/ the courts. Volunteers are trained, supported, and make a 1 year commitment to the program.¹⁷¹
- **Weed and Seed approach to Community Development** - programs involve four interconnected strategies: law enforcement to “weed out” violent offenders, community policing to compensate for aggressive policing and maintain community relationship with police, development and implementation of crime and violence prevention/ intervention/ rehabilitation strategies, and support of neighbourhood revitalization/ restoration efforts. The latter two elements are often neglected, which can result in negative impact on community.^{172, 173}
- **Chicago Alternative Policing Strategy** - policing strategy with three major components: shifting accountability of police to neighbourhood level, creating neighbourhood Beat Teams (including police officers, service providers, and residents) to create collaborative programs to address neighbourhood crime problems, and to improve interagency coordination to create comprehensive solutions to crime problems. Program found to increase public confidence in police, and to reduce street, gang, and drug related crime.¹⁷⁴
- **Kansas City Gun Experiment** - training program for police officers regarding effective methods to detect concealed weapons, including traffic enforcement and field investigations.¹⁷⁵
- **Community based policing** - this practice involves police having a more social presence in priority neighbourhoods and focusing on the legitimacy of police.¹⁷⁶



New Practices

- **Social Exclusion Task Force** – the government of England’s approach to reducing social exclusion. It looks at taking care of the most disadvantaged in society and that people are put first.^{177, 178}
- **Gateway Initiative**- collaborative program between Calgary police service and community and neighbourhood services that connects young offenders with community resources to reduce further involvement with judicial system.¹⁷⁹
- **Community and Neighbourhood Support Services Program (CNSSP)** - program that provided ongoing core administrative funding to neighbourhood based service organizations. Program provided core funding for otherwise unfunded social services. Funding provided by province, Metro, and United Way.¹⁸⁰

Ensure Social Support Services Exist

Address the underlying issues that impact violence.



Best Practices

- **Cognitive-Behavioural Therapy within Correctional Settings** - programs focuses on changing anti-social attitudes through exercises to change thinking patterns regarding dominance. Program can be facilitated by correctional staff. ^{181, 182}
- **Post Shelter Advocacy** - United States randomized control study found that providing 10 weeks of advocacy services post-shelter reduced re-victimization and improved quality of life for victims. Advocacy services focused upon mobilizing community resources such as education, housing, employment, childcare, health care and legal assistance. ¹⁸³
- **Safety Plans for Domestic Violence Victims** - Randomized control trial found that women who were given six phone calls to create a safety plan resulted in them practicing more safety seeking behaviours such as hiding copies of important documents, saving and hiding money and having a place to go for safety. ¹⁸⁴
- **Ex-offender job training** - job training provided for older males no longer in criminal justice supervision ¹⁸⁵
- **Cognitive behavioural therapy, moral reconnection therapy and reasoning and rehabilitation** - this style of intervention provided in corrections institutions is associated with a lower re-incarceration rate. ¹⁸⁶
- **Non-prison based therapy for sex offenders** - providing therapy (cognitive behavioural therapy or behavioural therapy) outside of the prison system led to recidivism more often than prison based therapy. ¹⁸⁷
- **Spergel Model** – a three pronged approach that focuses upon prevention, intervention and suppression ¹⁸⁸.



Promising Practices

- **Comprehensive Gang Model** – the Office of Juvenile Justice and Delinquency Prevention in the United States has a project designed to lower and prevent youth gang violence. It's an integrated model incorporating prevention, intervention, and suppression activities. It has five core strategies in dealing with youth involved and their families, and they are: community mobilization, opportunities provision (educational and employment), social intervention, suppression and, organizational change and development. ^{189, 190, 191, 192}
- **Hot spot policing** - increased patrolling in areas (street corners) that are indicated to have high crime rates ^{193, 194}
- **Domestic Violence Treatment Option (DVTO)** - comprehensive intervention system including specialized court and treatment program for domestic violence. Developed in Whitehorse in 2000 for use with Aboriginal population. System includes Spousal Abuse Program (SAP), a ten week long group therapy program followed by four weeks of aftercare. Focused on development of emotional coping skills. ¹⁹⁵

KEY GOAL: Ensure Social Support Services Exist

- **Guiding Good Choices (GGC)** - family competency training program consisting of five weekly sessions: 1 session directed at children (focus: peer pressure), four sessions directed at parents (focus: strategies for protective family processes, effective parenting skills, anger management skills, and involving children in family activities).¹⁹⁶
 - **Boston Gun Project and Operation Ceasefire** - comprehensive strategy design through collaboration between Harvard University, the Boston Police Department, and other criminal justice and social service providers in Boston. The program has two components: focus on illicit gun traffickers, and gang violence deterrence strategy. The deterrence strategy included focusing on chronic offenders within gangs, emphasizing the use of all available legal sanctions when violence occurred, working with community partners to strengthen and broaden existing social services (including mentoring, job training, and high school completion programs), and beginning a street worker social service program.^{197,198, 199, 200}
 - **Gang Reduction Program (GRP)** - a variant of the Spergel model. The GRP is more focused on prevention of gang involvement. The program includes comprehensive approach to youth gangs and violence; integration of evidence-based practices; coordinator of programs, technical assistance, and evaluation; and close collaboration, effective communication.²⁰¹
 - **Gendered responses by police to sexual crimes.**- if it is a female victim a female officer is automatically sent to take the statement²⁰²
 - **Domestic Violence Screening Tools** - a number of screening tools exist that are offered in health care setting. Insulted Threatened with harm and Screamed is one of the most promising. It involves doctors asking patients to rate four questions on a scale of 1 (never) to 5 (frequently). The questions are:
 - How often a partner does your partner physically hurts you?
 - How often a partner does your partner insult or talk down to you?
 - How often a partner does your partner threaten you with harm?
 - How often a partner does your partner scream or curses at you?
- A score of ten or above suggests the patient is being abused. It is not clear if a paper based or verbal survey is most effective.²⁰³
- **Multi-agency risk assessment conferences (MARACs)** - England and Wales data sharing protocols where in monthly meetings data from multiple agencies is shared, with the consent of the individual.²⁰⁴
 - **Sexual Assault Nurse Examiners (SANEs)** - nurses are employed to provide care and support to sexual assault victims. They conduct medical evaluations counsel and support victims and refer them to appropriate services in the community. United Kingdom study found that offering these services through nurses reduced doctor usage and created costs savings.²⁰⁵

KEY GOAL: Ensure Social Support Services Exist

- **Early trauma-focused cognitive behavioral therapy** - therapy improves outcomes for those suffering from post traumatic stress disorder more than normal care or being on a waiting list. Focusing specifically on the trauma incident improves outcomes.²⁰⁶
- **Domestic Violence Courts** - used in Canada, United States and England these courts focus on intimate partner violence and use specially trained staff members. They provide advocacy services, coordination among partner agencies and consistent screening.²⁰⁷
- **Tax breaks** - offering tax breaks to entrepreneurs in extremely high adult unemployment areas. This incentive only works in the more extreme neighbourhoods.²⁰⁸
- **Adult basic education** - providing adult offenders with basic education, vocational education and work programs has the potential to decrease offending upon release from incarceration.



New Practices

- **Abolishment of fixed closing time at pubs in England and Wales** - program hopes to reduce congestion and disorder caused by mass closing of bars.²⁰⁹
- **Youth Assessments** - Quebec currently refers youth for social services assessment before laying a criminal charge. The assessment considers the youth's ability to benefit from different program options.²¹⁰
- **Project PEACE** - police service program with focus on preventing youth gun use and gang involvement. Program includes educational programs, videos, and workshops promoting peaceful conflict resolution, and encouraging youth to create positive change in neighbourhood.²¹¹
- **Phoenix Print Shop** - non-profit commercial print shop in Toronto; provides training program, paid work placements, and follow-up support for homeless and at-risk youth.²¹²
- **Improving courtroom experiences of youth** - treating youth with respect and civility, engaging them in procedures of courtroom, and use of a therapeutic approach to the courtroom process have been found to have a positive impact on outcomes of youth involved in criminal justice system.²¹³
- **Improved police support to victims** - providing information sheet describing resources and important information helpful to victims following a crime (eg. locksmith, local distress centres, information regarding self-protection).²¹⁴
- **Helplines** - phone lines for victims of violence allow them to report abuse and get referred to appropriate services. These services should be 24 hour to be most effective.²¹⁵
- **Expressive Writing** - allowing victims to write about their traumatic life events reduces depression among female domestic violence victims who have left their abuser. It is important to note that these techniques may not be appropriate for victims of other violent crimes.²¹⁶

KEY GOAL: Ensure Social Support Services Exist



Not So Promising Practices

- **Gun amnesties and gun buy-back programs** - do not reduce violence unless targeting to high-crime areas.^{217, 218}
- **Aggressive policing** - suppression efforts without interventions and community support have been found to increase gang cohesion and aggravate police-community tensions.²¹⁹
- **Short term employment training programs for at-risk youth** - when these programs are short term and non-residential they are ineffective in decreasing criminal behaviours.²²⁰
- **Court diversion to job training for adults** - programs are ineffective in decreasing criminal behaviour.²²¹
- **Arresting youth for minor offences** - this practice increases criminal behaviour.²²²
- **Intense supervised probation/parole and home confinement/electronic monitoring:** - several studies have investigated the impacts of this approach and found participants were more likely to re-offend.²²³
- **Single Session Psychological Debriefing Services** - offering only one psychological counselling session to a violence victim does not assist and may even increase the risk of post traumatic stress disorder.²²⁴
- **Three-strike laws** - evidence suggests policy leads to both short-term and long-term increases in the rate of homicide.²²⁵

End Notes

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CONVERSATIONS OF SUBSTANCE: YOUTH IN WATERLOO REGION ON ISSUES OF SUBSTANCE USE

Report prepared for Waterloo Region Crime
Prevention Council (WRCPC)

Prepared by T. Darisi & G. Van den Daele, Openly
and WRCPC staff





Thank you!

We would like to gratefully acknowledge and thank each and every young person who openly shared their thoughts, experiences, and insights with us. Your insights and resilience are inspiring. We would also like to thank Lutherwood, oneRoof, City of Cambridge, KW Counselling, 7th Inning, The Working Centre, U-Turn, and Kinbridge Community Association, as the community partners who connected us and/or provided space for us to hold conversations with youth across Waterloo Region. We are deeply grateful for your time and support!

This report was commissioned by the Waterloo Region Crime Prevention Council, with funding from the Waterloo Wellington Local Health Integration Network. Accessible formats of this document are available upon request.

How we gathered the data

For this report, we engaged 33 young people between the ages of 13 and 26 in conversations related to issues of substance use. These conversations ranged across their everyday experiences with various substances, explored what contributed to and encouraged their use of substances, looked into their experiences with services and schools, their relationships with parents and caregivers, and finally, sought to find out what might be needed from their perspective to ensure optimal health and safety. We organized group conversations hosted by community partners in Kitchener and Cambridge who serve youth farthest from the opportunities available to others (sometimes labelled 'marginalized', 'vulnerable' and/or 'at-risk' youth). We provided \$25 as an honorarium to each person who attended.

This report provides "grounded truth" of youth's experience to further contribute to dialogue and action by including lived experiences of those frequently not consulted or engaged in policy and program related efforts. In the discussion that follows, we have tried as much as possible to keep the language and experiences as shared by youth themselves. The youth were open and frank in their observations, and we attempt to honour that courage in being as direct in reflecting on the themes and insights shared.

We completed a thematic analysis of participant conversations and stories. A preliminary analysis was shared with the staff team at WRCPC and refined into key themes and messages with their input.



A note about language

Qualitative research tries to convey findings as much as possible in the words of participants, i.e. those closest to the experience without sanitizing what has been said. This research report is no exception. We are trying to share what we heard without significantly changing reflections on raw and challenging experiences.

We have omitted specific place names mentioned by youth to avoid stigmatizing specific neighbourhoods or organizations.

Why this research report?

Conversations of Substance was commissioned by the **Waterloo Region Crime Prevention Council (WRCPC)** to highlight the perspectives on substance use and related issues of youth farthest from opportunities, and often farthest from consultation and engagement efforts. **Conversations of Substance** will help guide the development of the **Waterloo Region Youth Engagement Strategy (WR YES!)** during the opioid crisis which has affected communities across Canada in unprecedented ways. Waterloo Region is no exception.

The intention of engaging with youth farthest from opportunities (more commonly labelled 'at-risk', 'marginalized', 'vulnerable' etc.) was to surface perceptions and experiences that could improve knowledge about the challenges young people within Waterloo region face, to gain a clearer sense of the complexity of lives lived at the margins of mainstream society, and to support systemic strategies for youth equity within Waterloo region.

The youth we spoke with identified several benefits of using substances such as escaping harsh realities, and were cognizant of the risks. Some of the youth we spoke were 'street-involved', some were not attending school - all of which are risk factors associated with higher rates of substance use and other negative impacts compared to the general population¹.

For those youth we spoke with who are attending school, there are reasons for concern. Ontario school-based data shows that youth in high schools in the Waterloo Wellington area rank higher than their Ontario counterparts in the use of any substance. For comparison, youth in Ontario high schools use more cannabis than the majority of their European peers. Iceland's rates of cannabis use are the lowest in Europe with consumption rates approximately 1/3 of Ontario's high school students. A hybridized version of the 'Icelandic model' is a key prevention component of the WRCPC's Youth Engagement Strategy should resources be made available for implementation within Waterloo region.

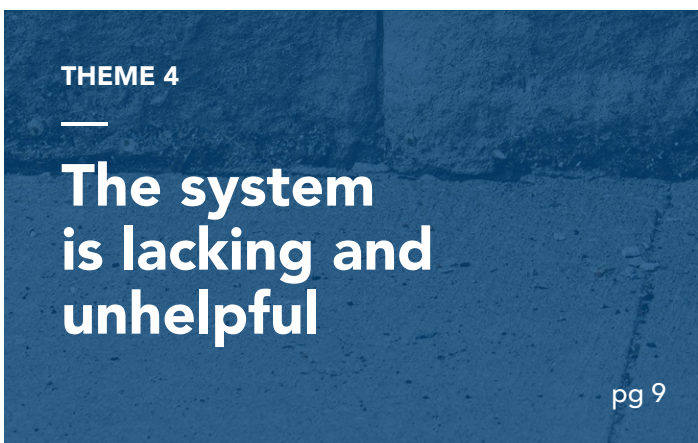
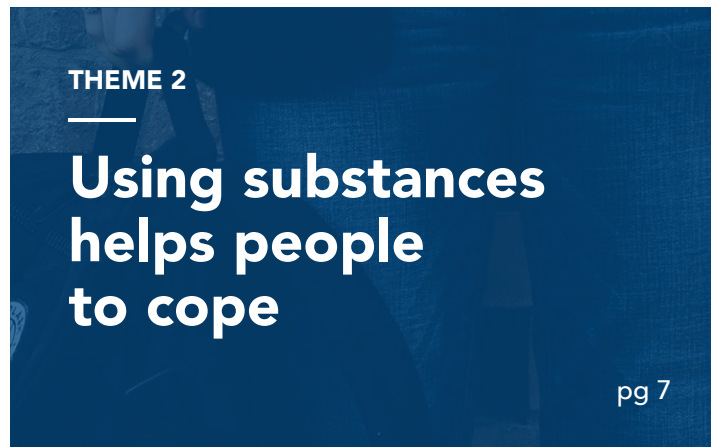
Finally, the contamination of the Canadian drug markets provides a clear impetus for dedicated efforts to reach youth (and adults) beyond those that are the easiest to engage. Accidental deaths associated with Canada's ongoing fentanyl crisis are now the leading cause of death for those aged 30-39 years². Overdose fatalities are not dispersed evenly: deaths are overwhelmingly concentrated among lower income individuals; among males and among those leaving correctional facilities³.



Key Themes

In our conversations the strongest themes to emerge were about the huge impact of experiences in the social environment and to issues of mental health. Participants drew connections between substance use, coping strategies, the pressures of school specifically and life more generally, relationships with or disconnections from their parents and the wider family and their living conditions including lack of stability in meeting basic needs.

The discussions are presented as a series of themes.



Theme 1: Getting drugs is easy

There is no doubt in the minds of the young people we spoke with that drugs are readily available and easy to obtain. They know where to go and who to ask. They expressed the sense that drugs are “everywhere” and include those they can purchase from the unregulated market and those substances that they or their peers are prescribed. In this regard youth echoed what are at times broader community sentiments and named specific areas of XXX and XXX where they claim it is easy to obtain substances.

In their own words

- “ You could walk downtown and get hooked up right now.
- “ From what I have seen around, it’s pretty much like a new world you could say from marijuana, marijuana is like everywhere.
- “ Everybody smokes crystal meth. Everybody.
- “ XXX and XXX are horrible for hard drugs.
- “ Like everywhere is bad in XXX. It is XXX, it is sketchy.
- “ You walk around XXX and you see so many needles, like a ridiculous amount of needles. You go into the forest behind XXX and you see thousands and thousands of needles.
- “ I have no problem if you do whatever drug you want to do; I have no problem with that but it is scary when I go to XXX [public location] when my cousin brings her kids there.
- “ Downtown XXX and downtown XXX are the two places where I wouldn’t leave my kids alone.

Theme 2: Using substances helps people to cope

While acknowledging the use of a variety of substances, youth in our conversations spoke primarily about using cannabis when sharing their reasons for using substances. Using cannabis was said to be a way for them to relieve anxiety. They spoke extensively about anxiety and mental health, noting that anxiety is a common condition for them and their friends. Participants talked about using drugs to calm the pressure they feel from their parents and from school, which was often described as an unfriendly environment. They talked about how depression and isolation was a reason for using substances, and referred to personal experiences of childhood

trauma, and family and social breakdown. Some participants shared that they had contemplated suicide.

Other participants noted the influence from peers which reflected a broader consensus amongst youth that everyone is using substances. A few participants spoke of the state of the world, social media and how challenging it is to be a teenager in current times. In almost all examples they shared, they explained that getting high was a way to soothe themselves, characterizing substance use as a coping mechanism.

In their own words

“ Pretty much all my friends smoke pot and have anxiety.

“ Anxiety runs in XXX.

“ That is why they smoke weed, just so they can calm down from everything else around them. They are just worried about themselves.

“ There is just so much to worry about, one hand you got drama, one hand you got your school work, on the other hand your family life, your social life and all that stuff... When a kid has something to balance himself, to make him stop going down the ladder, and to stop falling into those deep thoughts, it's just something about it that is really soothing. I wouldn't say I even smoke weed for the high, I smoke weed to silence the voices.

“ When I am in a situation where I am incredibly suicidal, to me, I think it is a lot less harmful for me to turn to cocaine or weed. I think it is a safer option to turn to that than to kill myself.

“ When you plan on murdering yourself, that's when you know you need help from the drugs. That's when you go to meth, fenny, or shrooms or acid.

“ There is an incredible amount of pressure on us, and no one seems to realize that we are the generation that has the most amount of pressure on us because we have to constantly be performing at our best.

“ I will literally get high just to ignore the fact that people are shit.

Theme 3: Starting and stopping and starting substance use is common

Participants shared experiences of addiction and/or dependency; identifying how they began using substances as well as experiences they have had trying to overcome problematic substance use. They often answered questions about starting and stopping the use of drugs with stories that referred to trauma, abandonment, foster care, running away or having been “kicked out” of their house. A few participants attributed their problems with substances to having been introduced to drugs by an older sibling or having parents who used. Some recognized how medications prescribed for

attention deficit hyperactivity disorder (ADHD) and/or pain relief can lead to dependency. They often spoke in terms of their triggers, listing the relationships and situations they saw as contributing to their use of substances. Others commented on the experience of stigma and isolation that comes with addiction, and how that experience of loneliness that comes from stigma further perpetuates drug use.

In their own words

- “ Addiction is a bitch.
- “ Lack of stability is a big problem. That for me is a huge one. I didn’t have any stability in my life regarding where I live. For example, living with roommates has been an utter disaster for me.
- “ Addicts getting exiled by people, by their families and everything else. When you have a void in your life, you try to compensate with drugs, and then people like abandon you, then that creates an even bigger void in your life, and it just makes you use more. You get nowhere.
- “ People self-medicate because they feel it makes them more functional and more normal, and it ends up getting out of hand.
- “ It’s the instant gratification you get from using too. You get instant gratification; you feel like, ah, I feel better. Later you are going to feel way worse, but for a bit it is better.
- “ I have stopped (using substances) for a partner and that went to shit. It didn’t work.
- “ No matter how many times people tell you like to stop, it doesn’t matter if you are not ready.
- “ Being homeless is a big trigger.

Theme 4: The system is lacking and unhelpful

Participants had strong words for a variety of institutions and specifically named schools, the mental health system, local hospitals and police. The school system was viewed as unsupportive, and not designed for all students. One youth described it as a “right-handed learning system.” Several youth also noted that schools for them can be a place for bullies and social isolation.

Other participants expressed that there are enormous pressures on students, from elementary school through to high school and into post-secondary institutions. They connected these pressures to both mental health challenges and substance use.

In their own words

- “ The kids at my school thought it was really funny to be bullies.
- “ School is a big thing, my brother he just turned 7, and he says he wants to die because he hates school so much. It’s like, buddy...it’s just that there is no support.
- “ I jumped to high-school which is a population of almost XXX people, even then is one of the lowest school population in Waterloo region and that is still a lot of kids. It is stressful being in an environment with that many people, especially when you are trying to deal with all the twists and turns of being a teenager, hormones, figuring out who you are outside of this conformed little box of what you are supposed to do.
- “ It [the system] is so f... My buddy is in college and he is now addicted to cocaine and Adderall because he takes it to help him stay up so he can study all night for his exams and stuff.
- “ It is actually the older generation that is a lot more of the problem because they also tend to have a lot more power and do a lot more criticizing about, oh you are on welfare, and well you are just leaching on me. You are living on the streets, you are dirt, trash, and you are never going to be good enough. I have literally had a teacher in my fourth grade tell me I will work at McDonalds and never be anything for the rest of my life.

Youth also strongly criticized their hospital-based mental health experiences, particularly if they had turned 18 and had to be admitted as an adult. One shared an experience of being handcuffed and being taken to the hospital for a mental health breakdown. Another noted that self-medicating was a better experience than going to the hospital.

In their own words:

“ They do the same thing to me, they hold me for 24 hours, and I leave the next day. It is just a vicious cycle of them constantly ‘forming’ you, keeping you overnight for observation, and then sending you home in the morning. Which is an ineffective system and they need to find a way to fix that.

“ I was working at XXX and I had a mental breakdown at work to the point where they had to call the police on me. I got taken by police to the hospital and I got handcuffed. The looks people give you when you get put in handcuffs; it is like you are a criminal. I am being treated like a criminal because there is something wrong with my brain, something that I didn’t choose to happen to me. Honestly, I think one thing cops should stop doing is handcuffing people on mental health cases.

“ That is what is making people our age turn to drugs, because our mental health is so bad. Hospitals don’t do jack shit to help. I know that for a fact, because I have been in XXX hospital at least twenty times in the last year for mental health. And they did jack shit for me.

“ The psych ward, f... me. I have been six times, it is horrible. Like literally, f... me. It’s horrible. It’s f... horrible. When I was in holding, it was the first time I went, and I just had turned 18 so I went into the adult psych ward. Cops found me on the side of the road pretty much f... dead and they kept me in holding and I like woke up, and I was in this f... blue suit and I was strapped to the bed, and I was like: you got to be f... kidding me. I was there for f... three months and it was hell on earth.

“ They tried to form me when my ex-boyfriend tried to call the f... ambulance on me, and tried...they put me in a little blue suit, and I was out the next f... day I was. I am a really good talker I guess. I am like: I don’t want to be here, please let me leave. I won’t do it again. I have been admitted in for holding, but I was always able to talk my way out of it every time.

Some youth noted their preference for cannabis over prescribed medications to improve their mental health. Seeing cannabis as “natural”, and “not that bad”, they believed it was better than their prescription medications, which they characterized as “chemical” and “unnatural”. They also noted their belief that some medications provoked anxiety and depression and made their mental health experiences worse.

In their own words:

“ I was taking medication before, and it was just unnatural and chemical, I wasn’t really a fan of taking something that I wasn’t too familiar with. It is just really weird, because the different chemicals and ingredients in it can be kind of scary for some people. I can see someone going with weed because you prefer something natural.

“ Taking Zoloft before 21, you are just pretty much trying to fight depression with depression.

“
I am being treated like a criminal because there is something wrong with my brain, something that I didn’t choose to happen to me.

Theme 5: On being an ally

The youth were very clear about the extent of their mental health challenges and their need to have adults (especially parents) in their lives who recognize them for who they are. They spoke of the need for adults who are empathetic, and who can be there to support them in the way that they need and who avoid shaming. They were also clear about their need for mental health services that are appropriate, effective, and youth centred. Youth conveyed that if they had the power to make decisions, they would put way more emphasis on preventing mental health issues as well as awareness raising and education. Finally, they underscored the effectiveness of harm reduction and commended services that provide good supports.

In their own words:

- “ In December my mom got an email from my grandma...she knew what was up with me, she knew I was using (substances) and stuff like that. And then my mom asked her for help and advice, and she told her, you know what, your daughter is going to be good when she realizes she needs help, when there is going to be that click in her head that says: I. Need. Help. And that is what happened. I saw that email. It really helped me out like I was waiting for someone to actually understand, not somebody just yelling at me, telling me to f... stop, like, really you are telling a drug addict to put down their pipe, are you crazy? That makes you want to do it more.
- “ A kid should be able to talk to a professional, who is licensed, who has had his background checked, and that should be in the Charter of Rights.
- “ The big message is, honestly, they need to put more work into helping youth with their mental health. That is a huge thing. Even high-schools can do way, way more to help with students' mental health, in so many ways. You have to take gym as a mandatory credit; honestly, they also should do a mandatory credit on mental health.
- “ I think it should all start at school because every kid in Canada is obligated to go to school. If I was the head of all that, like the queen or something, and I was like to decide all this, I would be like: okay, let's put those resources into schools first, because that is where the youth are at.

“
At some point it should come down to our government saying, we need to introduce programs to help youth who are struggling with mental health.

- “ Harm reduction is legit, key, to helping people instead of telling us you have to get clean, stop doing what you are doing, f... up your life. You got to be respectful about what you say.
- “ At some point it should come down to our government saying, we need to introduce programs to help youth who are struggling with mental health.
- “ Parents need more coping mechanisms too; they do not really know how to handle kids. Like teens are now so overexposed nowadays to social media, they do have means to everything like that. They have seen so much, and especially the news recently. And I don't think parents are necessarily handling it in the best of ways, because they are lashing out.

Summary: Nothing about us without us

This report provides important insights from the young people who are often excluded from engagement opportunities within Waterloo region. The findings highlight the impact of structural and societal stigma, particularly in the context of substance use. The perspectives shared here provide important directions for collectively establishing and/or improving upstream as well as downstream efforts in Waterloo region. Intentional efforts to engage those members of the community farthest away from opportunities are an essential ingredient of building healthier and safer communities for all.

The goal of this report is to add to the existing body of evidence that demonstrates the value of meaningful engagement and co-design with those most affected by policies and programs.

There is high value in including those most in need of prevention efforts and treatment services in the planning and delivery of services and approaches. Including those who are often labelled 'hard to engage', 'marginalized', and/or 'at-risk' can lead to improved individual and population based health outcomes and significant reductions in victimization and crime. The design of social solutions greatly benefit from increased meaningful and intentional involvement of those farthest away from opportunities.

The Waterloo Region Crime Prevention Council is grateful for the willingness of all participants to share their experiences and reflections in an effort to advance strategies that prevent and/or reduce the individual and community impacts of problematic substance use. Together with Openly, we appreciate the efforts of

participating agencies and staff, often in the face of pervasive work overload, to bring participants together for this study.

The Waterloo Region Crime Prevention Council will use the voices of the participants to further inform the development of the **Waterloo Region Youth Engagement Strategy** and encourage others to consider their roles in ensuring that those voices are present in conversations across Waterloo region.




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Appendix A:

Focus group conversation guide with youth

- Youth will be reimbursed for their time with \$25 cash
- Food and drinks will be provided

Introduction

Hi! My name is Geetha. Thank you very much for joining me today. The Waterloo Crime Prevention Council is interested in learning about the reality of youth lives around use of drugs and/or alcohol. We're curious to better understand some of the reasons youth may start, continue, and/or stop using opioids or other substances. Your input today will help design better ways to support youth in your community.

Our conversation today is informal. There are absolutely no right or wrong answers. Your honest opinions and thoughts are super welcome. I am not here to judge, I'm here to learn from you all. What you share with me today, will be shared with the Waterloo Crime Prevention Council. Though you will not be identified in any way (e.g., your name will not be shared, or any other information that may identify you); your thoughts and input will be shared in a thematic way. Your feedback and input are vital. Your participation is completely voluntary.

May I have your permission to record our conversation? I'd like to make sure I capture what you are saying accurately. Note, this recording is for me only, and it would not be shared with anyone. It will be deleted immediately after I take notes.

Do you have any questions for me before we begin?

** Start recording**

Note: The questions following the introduction on the following page are meant to guide the discussion, though may not be asked exactly as noted.

Exploration Questions

1. Just to get a sense of who's here, do you mind telling me your first name, and how old you are?
2. I'd like to invite us to do an exercise together to better understand what youth are experiencing in their lives. [See Empathy Map Activity on page 14]. First, let's think of someone you know, or some people you know in the community who may be doing drugs or alcohol. Without naming them, can you tell me a little more about this person. How old are they? What's their gender? We are going to ask a few different questions about what this person may thinking, feeling, hearing, and/or doing.

Note: The questions will be adapted, as needed, according to the youth in the room.

Empathy Map Activity

Empathy Map Areas	Questions	Question Objective (internal)
Think and Feel	What's on this youth's mind on a typical day? At home, on the weekend, at school?	To better understand what is on their mind. What realities are they facing on a day-to-day basis?
Do and Say	What is the youth doing typically on a day-to-day basis? Over a week? What are they saying to themselves, to others?	What are youth doing, engaged in, in their daily lives?
See	What are they seeing around them, in their daily lives? At school, at home, in the community?	To better understand youth's environment, more deeply, what does it look like? What may be motivating/de-motivating them to use alcohol or drugs?
Hear	What is this person hearing in the community, in their daily lives?	What messages are youth hearing? What may be motivating/de-motivating them to use alcohol or drugs?

What supports do they have, what challenges do they face?	What are some of the biggest supports, if any, this youth has in their life? Why are those the most helpful? What are some of the biggest challenges, if any, this youth faces?
Around Substance Use: Exploring Pushing and Preventative Factors	What may have been some of the factors that pushed this youth towards using drugs or alcohol? What are some of factors that may pull (or prevent) this youth away from using drugs or alcohol? [explore for deeper responses] What are some of the ways this experience could be different for this youth? (e.g., What may have stopped this person from using alcohol or drugs, what would have been different in their lives and/or in the community; what would need to exist for it to be different?)
Magic Button/Wand	If you had a magic button, and you could press this button and life would be different for youth in this community. What would be different? What would need to be in place?
Youth Engagement	And finally, I'm curious, if you had to list the top 3 ways to engage youth, what would that be?



Published by Waterloo Region Crime Prevention Council (WRCPC) April 2019.

For more information please contact 519.575.4400 ext. 3474.

www.preventingcrime.ca

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From: [Laura Morrison](#)
To: [Laura Morrison](#)
Subject: FW: Surveillance Camera Pilot Project
Date: April 22, 2022 11:49:32 AM
Attachments: [unknown.png](#)

From: Chaiti Seth
Sent: April 20, 2022 10:22 AM
To: Town Council <towncouncil@wolfville.ca>
Cc: Erin Beaudin <EBeaudin@wolfville.ca>; Barbara Shaw <bshaw@wolfville.ca>
Subject: Surveillance Camera Pilot Project

CAUTION: This email originated from outside of the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Hello Town Councillors,

I am writing today to express my concerns and strong objections to the use of surveillance cameras in public spaces in the Town of Wolfville. I understand the concern caused by ongoing vandalism in Wolfville. As a community development professional and immigrant, one of the strengths of Wolfville I've observed is that we are a small community with strong relational ties. When I first moved here in 2013, I was amazed by how quickly I could find common friends or connections with most people I met. This sense of relationship is both nurtured by and helps create trust, empathy and connection between people. Working to strengthen these feelings and underlying community strengths is far more likely to achieve the common end goal of safer, kinder neighbourhoods where people felt seen and welcome. Surveillance and policing rarely lead to more cohesive and trusting neighbourhoods. Policing often further entrenches existing biases and power dynamics; disproportionately affecting racialized peoples, those living in poverty, etc. where preexisting inherent biases can come to the forefront in the absence of meaningful engagement. Surveillance cameras are not a form of meaningful community engagement.

Ongoing vandalism is a symptom. Let's take the opportunity to dive deeper, ask genuine questions about the root causes of these actions of a few distraught people and respond as the community of care and relationships we often are and can be. Resorting to short-term and short-sighted measures such as surveillance will breed mistrust, antagonism and could be a divisive force in a small community. We have all collectively been through a lot these past couple of years. My heartfelt plea to Council is to invest in building community relationships, accountability and trust rather than policing. The research is also clear—policing does not lead to more cohesive, resilient communities.

Consider other steps forward:

- Community consultations with skilled facilitators and facilitated mediation between parties
- Eyes-on-the-street placemaking approaches (what community projects and initiatives will get more people out in the community watching out and caring for each other?)
- Spaces for people with concerns or issues to be heard and accessible mental and physical

health supports

- Meaningful equity training accessible to residents, town staff, and students to build relationships across existing divides

I look forward to hearing from you and hope that you will use approaches that strengthen our community rather than dividing and introducing fear and a sense of being watched.

In trust,
Chaiti Seth

Chaiti Seth (*she/her*)

Lecturer

Community Development
Acadia University
Wolfville, Nova Scotia

Room 102, 24 Highland Ave.
t. [\(902\) 585.1562](tel:9025851562)

I live and work in Mi'kma'ki, the ancestral, unceded and unsundered territory of the Mi'kmaq nation. Under the Peace and Friendship Treaties, we are all treaty people with our share of gifts and responsibilities to people and this land.



From: [Laura Morrison](#)
To: [Laura Morrison](#)
Subject: FW: Cameras
Date: May 9, 2022 4:57:30 PM

From: Conor Vibert
Sent: May 9, 2022 4:29 PM
To: Town Council <towncouncil@wolfville.ca>
Subject: Cameras

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Dear Elected Representatives.

Please don't go with surveillance cameras. You will be leading us down the wrong path. Their origins were in the streets of London when they were introduced to combat IRA bomb campaigns.

Conor

Conor Vibert
Concerned Wolfville Taxpayer

From: [Laura Morrison](#)
To: [Laura Morrison](#)
Subject: D_Daniels_Community Video Camera Policy
Date: May 2, 2022 12:44:09 PM

From: David Daniels
Sent: May 2, 2022 12:24 PM
To: Town Council <towncouncil@wolfville.ca>; Erin Beaudin <EBeaudin@wolfville.ca>
Subject: Community Video Camera Policy

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Sent from my iPad

May 2, 2022

Dear Council Members:

Please accept the following questions and comments concerning the proposed Community Video Camera Policy.

Section 10 of the Policy states in part:

10 Third-party Access to Digital Recordings

10.1 Third parties may request access to digital recordings in the following manner:

10.1.1 An application pursuant to Part XX, Freedom of Information and Protection of Privacy, of the MGA

10.1.2 As part of a legal actions against the Town; or

10.1.3 By way of a court order or otherwise as

provided for by law.

10.2 Law enforcement personnel may request access to digital recordings for law enforcement or investigate reasons by contacting the CAO.

10.3 A third party who is given access to digital recordings may be required to acknowledge his or her duties, obligations, and responsibilities with respect to the confidentiality, use, and disclosure of the digital recordings in writing.

- “Third-party” is not a defined term in the Policy. You may wish to define this term.
- Is a recording of a person walking on the sidewalk “personal information” in accordance with MGA, Part XX?
- In regards to s. 10.3 of the Policy, what does “access” mean? The person can view the recordings at a Town facility? The person

making the request is provided with digital copies of portions of the records the person has requested?

- The Policy states at s. 10.3 that the person requesting access to records “*may be required to acknowledge his or her duties, obligations*”, etc. Under what circumstances will the Town require such written acknowledgements?
- Under what authority is the Town able to require written acknowledgements of the duties, etc. of the person making a request to access digital recordings?
- **If a third party makes a** request to access a digital recording from a particular camera during a specified period of time, then what are the issues/questions the Responsible Officer will confront in responding to the request?

Respectfully,
David A. Daniels

From: [Duncan Ebata](#)
To: [Town Council](#); [Wendy Donovan](#); [Wendy Elliott](#)
Subject: 10 Year Valley Tourism Strategy
Date: April 27, 2022 8:43:08 AM

CAUTION: This email originated from outside of the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Good morning friends,

There is one of the tourism Stakeholder vision and Idea Generation sessions happening at Devour HQ this morning at 10am-11am:

[https://www.facebook.com/events/7188562704551022/?acontext=%7B%22source%22%3A5%2C%22action_history%22%3A\[%7B%22surface%22%3A%22page%22%2C%22mechanism%22%3A%22main_list%22%2C%22extra_data%22%3A%22%5C%22\[%5C%22%22%7D\]%2C%22has_source%22%3Atrue%7D](https://www.facebook.com/events/7188562704551022/?acontext=%7B%22source%22%3A5%2C%22action_history%22%3A[%7B%22surface%22%3A%22page%22%2C%22mechanism%22%3A%22main_list%22%2C%22extra_data%22%3A%22%5C%22[%5C%22%22%7D]%2C%22has_source%22%3Atrue%7D)

There are many others here: https://www.facebook.com/pg/valleyren/events/?ref=page_internal

It's really important that as many community members as possible join this as tourism affects culture and everyone.

Warmly,

Duncan

Duncan Ebata

Food and Story Facilitator,
Rising Tide Experiences | Front Street Community Oven

Office/Cell: 1-902-692-9421

Projects at: duncanebata.com/welcome

From: [Laura Morrison](#)
To: [Laura Morrison](#)
Subject: FW: Video Surveillance Project
Date: May 2, 2022 3:30:08 PM

-----Original Message-----

From: ElizabethAnn Mills
Sent: May 1, 2022 11:22 AM
To: Town Council <towncouncil@wolfville.ca>
Subject: Video Surveillance Project

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Hello

I would like to express my opinion on the video surveillance project being proposed. I will be away the day of the Committee of the Whole meeting on May 3 (without internet access).

As a longterm resident of the area being surveilled, I support the project. While I recognize that there are privacy issues involved, so far policing and polite signage have not prevented or controlled the large nuisance parties, vandalism and thefts that have occurred in this area. I am not sure whether video surveillance is the final answer to the problem but it is certainly worth a shot.

Students who live in this area who object to this project should really put pressure on Acadia University to provide safe on-campus sites for partying and drinking alcohol. I object to the university foisting this problem onto longterm residents living adjacent to the campus.

As are all longterm resident property owners, we are entitled to the quiet enjoyment of our property, which is very difficult to do with the noise and disruption that occur around us on a regular basis throughout the school year.

ElizabethAnn Mills

From: [Laura Morrison](#)
To: [Laura Morrison](#)
Subject: FW: Security cameras
Date: April 22, 2022 10:58:00 AM

From: Frank Lussing
Sent: April 21, 2022 10:20 PM
To: Town Council <towncouncil@wolfville.ca>
Subject: Security cameras

CAUTION: This email originated from outside of the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Mayor and Councillors,

I am writing on behalf of the Board of the Acadia Cinema Co-operative Ltd. The Board represents the interests of more than 800 Co-operative shareholders.

We wish to express our strong support for the installation of a security camera in the vicinity of the Al Whittle Theatre's Main Street marquee. In addition to the security issue currently under consideration by you, we believe that the presence of such a camera will represent a strong deterrent against the vandalism that has destroyed parts of the Theatre marquee's neon lighting a number of times over the past few years.

The consequence of such damage is felt in a number of ways. Damaged marquee lighting results in a tawdry appearance that reflects badly on the Theatre's image as well as the overall appearance of Main Street. Serious damage to the neon tubes, something that has occurred more than once in the past few years, can cost the Co-operative thousands of dollars. Furthermore, sourcing new neon tubes is becoming increasingly more difficult given the limited number of neon tube artisans. There is, in fact, only one such individual east of Montreal.

The marquee represents an important part of the Theatre's visual appeal. The Co-operative continues to make every effort to provide the community with satisfying and rewarding cultural experiences and we all want its associated identity to be strong and admired. Anything that will assist us in this effort will reflect in a positive way on not just the Theatre but all of downtown Wolfville.

We look forward to your positive decision on this important issue.

Respectfully submitted,

Frank J. Lussing
President
Acadia Cinema Co-operative Ltd.

From: [Glyn Bissix](#)
To: [Town Council](#)
Subject: Surveillance Cameras in Residential Areas
Date: April 28, 2022 6:08:50 PM

CAUTION: This email originated from outside of the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Mayor and Council,

In light of what I understand to be an organized campaign to oppose Council's decision to install surveillance cameras in residential areas close to campus and the resulting imminent review of the decision by the Council's Committee of the Whole, I would like to register my family's support for the original decision of the Council to install cameras on a two-year trial basis.

As long-standing residents of Wolfville with strong ties to Acadia University as employees, volunteers, and students, we have observed with increasing concern the ongoing erosion of quality of life for those residents living in proximity to the Acadia Campus due to the disrespectful, disruptive, and occasionally threatening off-campus behaviour of young adults of university age. Despite many pleas over the years, Acadia has failed to take a leadership role in finding a resolution to this issue.

Arguments against the decision to install cameras appear to focus on potential rights infringements for renters and what seems to be a defence of revellers' rights to behave in whatever manner they choose, unconstrained by any reasonable codes of conduct. To this I would respond that cameras may be carefully positioned to avoid privacy concerns but that business as usual, should this policy be retracted, would be completely unacceptable and affected homeowners would be well within rights to petition the Nova Scotia Utilities and Review Board to reduce property taxes to reflect the devaluation of their properties resulting from years of persistent unruly behaviour. I am aware of at least two instances in Nova Scotia where the Utilities Board was sympathetic to property tax reduction when the rights of homeowners to the peaceful enjoyment of their property was infringed upon. Should the homeowners of Wolfville's affected areas successfully take collective action, this would then mean higher taxes or reduced services for the rest of us.

In closing, we would like to register our support for the installation of surveillance cameras in the residential areas close to the Acadia campus.

Sincerely,
Glyn Bissix
Sue Bissix
Samantha Bissix

From: [Laura Morrison](#)
To: [Laura Morrison](#)
Subject: FW: Surveillance Camera Inquiry
Date: April 22, 2022 11:19:32 AM

From: Grace Buckel
Sent: April 20, 2022 10:54 PM
To: Town Council <towncouncil@wolfville.ca>
Cc: Erin Beaudin <EBeaudin@wolfville.ca>; Barbara Shaw <bshaw@wolfville.ca>
Subject: Surveillance Camera Inquiry

CAUTION: This email originated from outside of the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe.

To Whom It May Concern:

I am writing this email with frustration, fear, and disappointment in the Town of Wolfville's proposed surveillance cameras to monitor various streets of Wolfville. I would like to preface this email by saying that I am not against surveillance, I think it can be a useful and beneficial tool when used correctly. My issue is not from a place of discomfort for privacy, but instead anger towards the individuals that clearly lack the understanding of how a community is developed for resiliency.

I have just finished my third year at Acadia, studying community development with near perfect grades, while also volunteering in the community and on campus. I work 2 jobs throughout the school year, not including being a teaching assistant for the university. I am telling you this information because, while it is irrelevant, it shows that I am not against this pilot because of fear of being caught for wrong doings. I am a good student and an excellent community member; my fear is that the people in positions of power in this town do not understand how to address complex issues within our community, and it is the community members that will suffer.

Let's talk about why:

1. *Surveillance cameras are not in any way a solution to the issue of vandalism and property damage.* This pilot is proposing a punishment to an issue rather than a solution to what causes it. If the individuals that designed this project understood community development, such as the resources, infrastructure, services, and socio-economic related factors that contribute to the vibrancy and health of a community, this project would not have made it off the drawing board. **This is probably why the previous pilot "Good Neighbours Make Great Neighbours" failed, because it does not address the problem, it reacts to the results.** *You need to be looking at the whole picture.* What is missing from the community that results in these behaviours? What education/support is provided to students/residents about consuming substances responsibly? *Is there anywhere else, or anything else they could be doing instead of damaging property?* Consider the time of day/places this issue occurs most often, are there any other options for people to go or things to do other than this behaviour at that given time? In Wolfville, stores close early, restaurants close early, recreation centres close early. What is still open after 11pm in Wolfville? Bars and Pubs- that's it. Risk management means developing and building resources/services for the users. **If there is**

nothing else to do in a town except for drink and break things, that is exactly what will happen, regardless of your cameras. This means many people will be punished, or it will mean that they will gravitate to areas without cameras- which brings me to my next point:

2. Have you ever heard of the saying “strict parents make sneaky kids”? Well, the same is true for an *overbearing, under-caring local government*, and its residents. If the Town of Wolfville were to place surveillance cameras in the proposed locations (the most trafficked party areas of the town), **students will simply migrate to the quieter residential areas in Wolfville, causing grief for the people that live in the area** (if you don’t understand why they migrate instead of discontinuing their actions, read 1. Again!). This also poses the risk of causing undue harm, as young people have longer commutes to less populated areas that are unfamiliar to them.
3. **The cost to install, staff people to monitor, and the regular maintenance of these cameras will likely cost more in tax-payer dollars than the stolen street signs and damaged property. Unless I’m wrong, and if that’s the case I would like to be shown an in-depth financial analysis of these factors.**
4. Currently, I live above [REDACTED], one of the areas that will be monitored if this pilot gets approved. I already have issues with strangers taking photos of my bedroom window, and do not feel comfortable with the “authorized individuals” having access to this whenever they want without my knowledge. I am sure many residents have this concern, and yet I don’t believe any of us have been personally contacted about this project. **Another sign that you have not done any effective assessments or evaluations with the stakeholders in the community.** *Many people I know have described this pilot as a “potential abuse of power”, but it my opinion- it already is.* The town of Wolfville is proposing to breach my right to privacy, and I had to find out about it through an email from my professor (warning me). This makes it seem as though the local government is attempting to keep this pilot quiet, which is unsafe and dangerous behaviour that I completely disagree with.
5. **No part of me believes that there has been enough research, exploration, or details determined for this pilot to be safe.** What is currently being proposed has minimal information about the negative impacts that will inevitably arise from this project. *I think that this project was put together sloppily, but not by mistake.* Having minimal information that only highlights the factors that make your idea look good, is unethical and something that I was taught was wrong when I was in high school. **Not being transparent about the possible negative repercussions that may arise from this gives community members a false sense of assurance in the pilot.** I would also like to see a complete list of everyone involved in designing this pilot, I want the names and titles of each allotted position. Is there anyone involved in the development of this project with a background in community ethics? Conflict resolution? Computer science? Community development? Has the future of government and the possibility of what this pilot may evolve into been considered? My guess is no, because if it was, the pilot proposal that is accessible to the town would have more information. The lack of real forethought of what this pilot could mean is dangerous.

I can continue to go on about the reasons this pilot is unethical, poorly designed, and unsafe, but I am not paid by the Town of Wolfville. The individuals who developed this project are paid by our local government, and somehow were unable to produce the information above. Whether it’s due to a lack of knowledge, or intentional missing pieces, this pilot is dangerous and ineffective. There

are solutions to problems and there are punishments for the adverse effects of the problems, our local government should consider carefully which route they would like to take.

Please feel free to email me if you have any questions or would like to provide me with answers to the ones, I asked you.

Grace Buckel
She/Her

From: [Laura Morrison](#)
To: [Laura Morrison](#)
Subject: FW: Town surveillance
Date: April 29, 2022 2:43:58 PM

From: Wendy Donovan <WDonovan@wolfville.ca>
Sent: April 28, 2022 7:51 AM
To: Jaiden Decaire
Cc: Town Council <towncouncil@wolfville.ca>
Subject: Re: Town surveillance

Good Morning Jaiden;

Just to clarify as the Towns Mayor I am
The towns official spokesperson and when I do these interviews I am speaking on behalf of council
not for myself. This item will come
To council for discussion in May at the committee of the whole on Tuesday May 3rd at 8:30. This will
come to Council in June for a decision. Council meetings are public. It is important that you have a
fuller understanding of how these processes work including that the Mayor is the towns
spokesperson and does not promote their pet project.

I encourage you to follow council's discussion on this pilot initiative when staff's report comes to
council in May. You may find some information of which you are not yet familiar.

Mayor Wendy Donovan
Town of Wolfville
(902) 698-6342

On Apr 28, 2022, at 7:42 AM, Jaiden Decaire wrote:

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attachments unless you recognize the sender and know the content is safe.

Hey there,

I wanted to follow up and relay Some obviously intrusive concepts of the new camera
surveillance by-law project program promoted by incumbent mayor Wendy. First off,
this by-law discriminates against students and is put in place specifically to help
vindicate the towns bias as to who causes the destruction of property, even though the
town has little to no evidence it is the students creating this damage. Another point
being, if mayor Wendy and the town council do not see the oblivious Parallels between
George Orwell's book "1984" and this new pilot program.... I suggest you do some
reading. This by-law will not only be costly but also completely ineffective, the fact of
the matter is. Camera's will not stop crime and property damage from being

committed. Especially with these by-laws discriminating and putting pressure on the necks of student's, many will lash out against this discrimination guarantee it, creating damage elsewhere or destroying the Cameras themselves. just look at the sign pilot project, they all got torn down and the plan was scrapped. These camera's will also be destroyed in the same way but much more costly, wasting immense amounts of tax payer dollars as well as time. As these crimes carry less of a fine/conviction than it would cost to install new cameras constantly. Use your head for once Wendy LMAO

A concerned resident

From: [Laura Morrison](#)
To: [Laura Morrison](#)
Subject: FW: Surveillance Cameras
Date: May 9, 2022 10:18:31 AM

From: Liesel Carlsson <[REDACTED]>
Sent: May 5, 2022 7:59 PM
To: Town Council <towncouncil@wolfville.ca>
Cc: Erin Beaudin <EBeaudin@wolfville.ca>; Barbara Shaw <bshaw@wolfville.ca>
Subject: Surveillance Cameras

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Hello,

The issue of the surveillance cameras in Wolfville as a mechanism to deter vandalism has come to my attention, and I am writing in with my thoughts on the issue. I spend my working days here, and much of my functional time too – shopping, recreating, etc.

It strikes me as obvious that if the surveillance cameras are being set up to deter vandalism, that there be accompanying documentation that builds in time-bound reviews of their usefulness. I.e., if after 1 year they have not deterred vandalism, or helped catch a vandal (and therefore problem goes away), then they be removed. Then, annual review about whether they are meeting their intended purpose. If not that specific purpose, then out they go. I'm sure you have heard many thoughts from residents who are concerned about all of the unintended consequences that we would not want to become their new purpose. While there are myriad reasons that adding MORE surveillance cameras (in addition to the many that likely already exist around businesses), the main one I'd like to highlight is that this approach is likely to lead to declining levels of trust and run against the efforts we are putting into inclusiveness and diversity. I am no expert in this topic, but you are likely to further punish already marginalized populations. Both of those things are bad for communities on the whole.

In general I also think this type of approach to creating respectful societies is a bit like how our health care system currently works, and this is not a complement. We are constantly dealing with crisis on the sick-end-of-things, and never investing enough in health promoting societies. How about for every dollar that is spent on surveillance cameras, one dollar gets spent on other cool outlets for the type of energy that whoever is channeling into vandalizing? Big blank walls that invite people to do graffiti? A huge drum for people to beat their angry energy on? Whatever – a good recreation or community development department will have better ideas than me. Create more exciting things to do.

Thanks for hearing my thoughts.

Kindly,
Liesel

Liesel Carlsson, PhD, PDt.
Associate Professor, School of Nutrition and Dietetics

Acadia University



LinkedIn: www.linkedin.com/in/liesel-carlsson

Publications: <https://orcid.org/0000-0001-8857-9608>

Pronouns: she/her or they/them

From: [Laura Morrison](#)
To: [Laura Morrison](#)
Subject: FW: Video Cameras
Date: April 22, 2022 11:51:13 AM

-----Original Message-----

From: Mike Crowtz
Sent: April 20, 2022 6:48 AM
To: Town Council <towncouncil@wolfville.ca>
Subject: Video Cameras

CAUTION: This email originated from outside of the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Opposed to the idea of security cameras being placed around town.

Dear Members of Council,

I am writing to express my concerns about the video camera pilot.

I do not want to live in a town that places innocent citizens and visitors under surveillance as they go about their daily lives.

I do not want to live in a world where every time someone leaves their house they are surveilled by the government.

I do not want leadership that installs cameras to monitor its citizens in public space, on main street, and in their neighborhoods. Never in my community development education and professional work has greater policing been discussed as a solution for community development.

This pilot project will not address the issue at hand and has great potential for further igniting the issue.

There has been a lack of community consultation on this issue. We have the opportunity to use the next four months to start developing a strategy, with our community development experts, for engaging and consulting students when they return in September, and then together, we can pave a path forward in a meaningful and thoughtful way.

This pilot does not address the root causes but may actually reinforce problems. This pilot is an attempt at a simple solution for a complex problem that needs multiple solutions from consultations to create actual culture change and long-term prevention. This is a complex problem which means it requires complex solutions. I understand wanting to find a quick and easy solution, but that is not realistic, and in fact may amplify issues, such as what happened with the signs. We cannot afford to be reactionary.

This project will only further divide our community and reinforce harmful narratives about our community.

This project does not promote a sense of safety, welcoming, or inclusion.

I am requesting that this pilot project be postponed until meaningful community engagement with students and long-term community members can be had, and community development professionals have been consulted. There is not enough research or community consultation to support this pilot project.

Kindly,

Melissa Grandberg

Wolfville Citizen
Acadia Alumni

From: [Laura Morrison](#)
To: [Laura Morrison](#)
Subject: FW: Video surveillance
Date: April 25, 2022 8:49:46 AM

From: N Alexander
Sent: April 22, 2022 12:54 PM
To: Town Council <towncouncil@wolfville.ca>
Cc: Erin Beaudin <EBeaudin@wolfville.ca>; Barbara Shaw <bshaw@wolfville.ca>
Subject: Video surveillance

CAUTION: This email originated from outside of the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Good morning,

I am concerned regarding the proposed installation of surveillance cameras as a precedent for privacy rights infringement in public spaces. Although I sympathize with the need for alternate solutions to vandalism issues, this is not a solution that I support as a Wolfville citizen.

Thank you for your efforts in this matter,

Natalie Alexander


May 2, 2022

Dear: Wendy Donovan,
Oonagh Proudfoot,
Wendy Elliot,
Mike Butler,
Jennifer Ingham,
Jodi MacKay,
Isabelle Madeira-Voss,
Erin Beaudin,
Barb Shaw

As I am unable to speak at the May 3rd COW meeting and participate in the discussion around the proposed video camera surveillance project, I am offering this commentary, based on my experience, actions and interactions with members of my neighbourhood, which will be impacted by Council's decision to either proceed with or discard this proposed project.

Permanent residents and students live in this neighbourhood together, and on our street we work very hard to make sure everyone feels like they are part of a supportive community. It has been my observation that the students who live on our street are just as impacted by negative party behaviours and theft and destruction of property as the permanent residents are: we have received requests for help from our student neighbours in the past year to deal with parties from campus invading their house after they had asked them to leave and locked the door - parties forced their way in through the windows. We have had student neighbours call us and ask us to call the police on the students who live in an adjacent apartment to them because they were so disturbed by a disorderly party that they could not get to sleep. They asked us to call the police for them because they were afraid of the ramifications of "ratting on" other students... The list goes on and on.

As residents we have had our property vandalized, we've been woken up by drunken student fist fights outside our bedroom window, we've had students urinating in our garden, and we've been subjected to a slew of entitled verbal abuse from students who come from campus determined to find a party to go to. The first place they look for parties is on Fairfield St, because we are the first street across from the Tower on campus. Party trolls circle Fairfield, Hillside, Bay and Highland for hours most weekend nights into the wee hours of the morning. Everyone who lives on this "party trolling loop" are subjected to the behaviours, theft and vandalism that results from Acadia's campus-alcohol policy.

Video cameras may not be the entire solution to the problems we experience here, but they may be part of the solution. We have tried several other approaches to curb these behaviours, but nothing has had an impact on students coming from campus who have no ownership in our neighbourhood. We have hosted student-neighbour BBQ's, block Christmas parties, and board game nights. We have students over for dinner, we bake them birthday cakes, we give them rides to and from the airport, we dog-sit for them, we take them out for meals in local restaurants, we help them when they are in distress, we offer assistance in dealing with dishonest landlords and we have given them a place to stay when they need one. Students who do not live here often do not respond positively to polite requests to lower their voices on the street after dark. Students who do not live here respond with entitled indignity if they are asked why they are attempting to steal street signs. Students who do not live here feel it is their right to drag race down Bay Street. Students who do not live here believe they may ignore "no parking" signs and fire hydrants with impunity. Students who do not live here believe it is their right to trespass through private property. The video surveillance project is a temporary project that needs to be attempted to see if it can have a positive impact on our specific situation.

Incidentally, part of the narrative being advanced by some of the commentary on the video surveillance project is that we are an economically depressed neighbourhood and we should not be targeted or suppressed by video surveillance. I have no idea where this narrative has come from, or why anyone would think it applies to our neighbourhood. Another narrative is that there is a belief that video surveillance could be used to racially target groups of people in our neighbourhood. This narrative is also confusing, as it has been made clear that the video footage will be stored in Toronto and referenced only if an incident is reported to the Compliance officer or RCMP. Nobody will be watching the video 24/7 and trying to target anyone. Reported behaviours will be targeted – not people. The blanket application of studies and theories about video surveillance in other communities, done for reasons that do not match the reasons Wolfville is considering video surveillance, cannot be directly transferred to our specific situation.

The reality of our world is that we are already under video surveillance in a number of different venues, for a number of different reasons. Nobody wants to live in a neighbourhood where video surveillance is regarded as a required part of the solution to the social ills we see here, and nobody wants to see people charged with criminal behaviours. The

hope is that video surveillance and signage, when utilized well, may help deter behaviours that are deliberately anti-social or illegal. It may create greater security in neighbourhoods experiencing a negative impact on the quality of life experienced by everyone who lives there, if the footage is consistently used to fairly enforce by-laws and laws. The goal is that the combination of signage and cameras will deter individuals from engaging in anti-social and illegal behaviours in the first place. If it does, this project may be considered a success. It is worth a try.

Thank you for your time and consideration,

Sincerely,

Noel McQueen
[REDACTED]
Wolfville

From: [Noel McQueen](#)
To: [Town Council](#); [Barbara Shaw](#)
Cc: [Noel McQueen](#); [george Kearley](#)
Subject: Comments for the May 3rd COW meeting - discussion of the proposed video surveillance project
Date: May 2, 2022 11:30:13 PM
Attachments: [May 3rd COW Meeting - video surveillance comments.docx](#)

CAUTION: This email originated from outside of the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Dear Mayor, Town Councillors, Erin Beaudin and Barb Shaw,

Please find attached comments I would have made regarding the consideration of the proposed video surveillance project at the May 3rd COW Meeting, had I not had a time conflict with another commitment.

Thank you all for all of the time, effort and consideration you have put into this proposal thus far,

Sincerely,

Noel McQueen

From: [Laura Morrison](#)
To: [Laura Morrison](#)
Subject: N_Weekes_Video Surveillance in Wolfville
Date: May 2, 2022 2:51:06 PM

From: Natalie Weekes
Sent: May 2, 2022 2:48 PM
To: Town Council <towncouncil@wolfville.ca>
Subject: Video Surveillance in Wolfville

CAUTION: This email originated from outside of the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Dear Wolfville Town Council,

I am writing to express my concern and apprehension regarding the proposed pilot project to install a number of video surveillance cameras around Wolfville.

I understand and empathize with the situation that many residents are dealing with. While I endure the occasional raucousness across from my own backyard, I recognize that I do not live on the streets that are hit hardest by parties and by the issues that others are frequently experiencing.

I love this town, and chose to live here due in no small part to its authentic commitment to community. Having lived in and visited many different places around the world, there are precious few places like Wolfville left.

Relationship-building is a complex, multi-faceted, and continuous process that needs all sides working together. Ultimately, its foundation must be rooted in trust, and I fear that surveillance cameras are the antithesis to this. They will likely capture evidence in the short term, but this solution will be fleeting, and they will gradually eat away at the trust that so many here have worked so hard to build up.

If there is anything I can do to help in exploring alternative solutions, please reach out.

Submitted Respectfully,
Natalie

Natalie Weekes

Sent using 100% recycled electrons

From: [Laura Morrison](#)
To: [Laura Morrison](#)
Subject: FW: Surveillance of Private Residence
Date: May 11, 2022 1:21:34 PM

From: [Ofir Schwartz](#)
Sent: May 11, 2022 12:05 PM
To: [Wendy Donovan](#); [Isabel Madeira-Voss](#); [Mike Butler](#); [Wendy Elliott](#); [Jennifer Ingham](#); [Jodi MacKay](#); [Oonagh Proudfoot](#)
Subject: Surveillance of Private Residence

CAUTION: This email originated from outside of the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Hello,

I am writing to voice my disapproval of the Town of Wolfville's plans to install surveillance cameras which would be monitoring my private residences on Fairfield Street. Surveilling my private residence is an infringement of my, and my tenant's rights to privacy.

My tenants are young females, some under the age of majority, and I do not think it is legal to film their place of residence without obtaining permissions from each resident.

If cameras are to be installed on Fairfield Street, I would like my properties: 5 Fairfield and 6 Fairfield to be excluded from any live or recorded footage.

I understand your desire to reduce crime in the Town of Wolfville, but surveilling private residences is an infringement of my rights as a property owner and potentially a crime under the criminal code of Canada to film underage female tenants in their own homes.

Thank you for your consideration,
Ofir Schwartz

From: [Laura Morrison](#)
To: [Laura Morrison](#)
Subject: FW: Surveillance
Date: May 10, 2022 9:21:20 AM

From: Sarah Anderson
Sent: May 9, 2022 7:25 PM
To: Town Council <towncouncil@wolfville.ca>
Subject: Surveillance

CAUTION: This email originated from outside of the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Hello,

I'm emailing simply to express my support for the surveillance cameras in the proposed locations. We have many friends and colleagues in that area who have suffered stress, theft, vandalism, etc.

I'm curious, though, about whether or not this can be cost-shared with Acadia? It just seems like every effort on this issue comes from the town. It would be nice to see the University take ownership and show proactivity on this.

Thanks for your time,

Sarah

From: [Laura Morrison](#)
To: [Laura Morrison](#)
Subject: FW: Thoughts on the video camera pilot
Date: May 12, 2022 1:26:32 PM

From: Sadie Beaton
Sent: May 12, 2022 11:30 AM
To: Town Council <towncouncil@wolfville.ca>
Subject: Thoughts on the video camera pilot

CAUTION: This email originated from outside of the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Dear Mayor and Council,

I'm writing you today as a new resident of Wolfville. We moved here in part to provide an expansively safe place for our kids to grow and play in- and we had heard that this town was "progressive."

I was (perhaps naively) surprised, then, upon searching your Facebook page for information about summer daycamps a few weeks ago, to find an upcoming engagement session about a possible video surveillance pilot project in residential areas of the town.

As a new resident, I'm still learning about the history of tensions between established homeowners, landlords, university students, and Acadia itself. And I appreciate that this issue of public vandalism and disruption has a long and nuanced history which I do not fully understand. But I don't think that context is fully necessary when it comes to my concerns about such a project, and especially the slippery slope I feel it invites the town into.

I think you have all been made aware of the reams of research that shows how this kind of surveillance (and accompanying signage etc) is simply ineffective at stopping the behaviour at issue. Not only is it ineffective at the surface level, but as many of you have already acknowledged. it fails to address the social roots of the problem. These roots are deep and complex, of course, and I appreciate that you have taken steps to address these dynamics over the years- but it seems to me that now is not the time to turn away from more community-minded approaches.

These kinds of pilot projects are almost never reversed whatever the results, and often drift from their original limited scope to be used and abused by a variety of actors for sometimes dubious reasons. I am concerned that the involvement of the RCMP in particular will lead to a kind of project "mission drift" with the results being increased policing of racialized, poor and young people in this town.

Thus far I haven't seen the serious equity concerns that have been raised about this project addressed by staff or council members. With all of the public and documented concerns with racism and other inequities that have been raised here, I think it requires more deep and serious

consideration and is my biggest concern with this pilot.

How would you ensure that this increased surveillance wouldn't lead to increased policing of poor and racialized members of the community in order to placate the concerns of well-heeled homeowners? In particular, what would be your plan to prevent the RCMP, with its centuries long history of violence against Black and Indigenous folks in particular, from making use of this surveillance to perpetuate disproportionate violence against the most oppressed members of this community?

When I think of a safe community, I think of one that is inclusive, and committed to empathetic community-based approaches. Policing and surveillance take away from that kind of deep safety and I am disappointed that you are considering increasing the already high levels of policing and surveillance that seems to happen here. It is the opposite of the "progressive" values that I was hoping to see from this town council.

I hope you will re-consider moving forward with this pilot, and perhaps engaging more of the community over a longer period for a more fulsome discussion and exploration of other options available to approach these deep rooted and long standing issues of concern.

Thanks for your time,

Best,
Sadie

--

Sent from Gmail Mobile



Stephen Schneider, Ph.D.
Department of Criminology
Saint Mary's University
sschneider@smu.ca

I have worked in the field of crime prevention and community safety since the early 1990s as a student, scholar, educator, researcher, government policy analyst, community-based practitioner, and consultant.

As a researcher and policy analyst with the federal Department of the Solicitor General in the early 1990s, I was involved in developing Canada's first national crime prevention strategy.

My doctoral dissertation, defended in 1997, examined obstacles to the mobilization of disadvantaged communities around crime prevention. The case study for this ethnographic research was Mount Pleasant, located on the east side of Vancouver.

Following completion of my dissertation, I became the Coordinator of the Mount Pleasant Community Crime Prevention Office. This position provided me with firsthand experience in planning and implementing crime prevention and community development initiatives.

After I left the crime prevention office, I worked as a researcher and consultant, specializing in the field of crime prevention. This includes three years with KPMG Investigation and Security Inc. in Toronto, where I conducted numerous threat and risk assessments and safety audits for neighborhoods, government agencies, and private sector firms.

Through my work with KPMG or my own consulting practice, I have conducted crime prevention and community safety research and applied projects for the RCMP, Canada Mortgage and Housing Corporation, the British Columbia Police Commission, the Solicitor General Canada, the Toronto Community Housing Corporation, and the Halifax Regional Municipality.

In 2006, I received a \$380,000 grant from the National Crime Prevention Centre to develop, implement, and assess SMU PALS, a comprehensive tutoring and mentoring program for at-risk children (ages 5-12) based on the principles of crime prevention through social development.

I am currently piloting a recidivism prevention project I designed called the Saint Mary's Academic Resilience Team (SMART). The project is intended to help at-risk and court-ordered youth (13 to 18) successfully finish high school and enter a post-secondary institution.

I served on the Halifax Mayor's Roundtable on Violence in 2008 and 2013. In the first, I moderated focus groups that explored how to advance community crime prevention initiatives in the city. As part of the second roundtable, I was responsible for researching and writing a report on preventing and controlling criminality, violence, and recidivism among high risk youth, including those affiliated with gangs.

I have published two books on the topic of crime prevention. My first book, published in 2007 by the University of Toronto Press is entitled *Refocusing Crime Prevention: Collective Action and the Quest for Community* and was adapted from my doctoral dissertation. I have also written a textbook entitled *Crime Prevention: Theory and Practice* – the second edition of which was published in by CRC Press in 2015.

In addition, I have authored numerous articles for peer-reviewed journals on the topic of crime prevention and community policing.

I currently teach three relevant courses at Saint Mary's University: The Theory and Practice of Crime Prevention, Practicum in Social Development, and Practicum in Community Development. I also teach a course on the Canadian Criminal Justice System at Acadia University.

From: [Laura Morrison](#)
To: [Laura Morrison](#)
Subject: FW: Security cameras in public spaces
Date: May 2, 2022 2:57:30 PM
Attachments: [Stephen Schneider crime prevention bio.doc](#)

From: Stephen Schneider
Sent: May 2, 2022 1:21 PM
To: Town Council <towncouncil@wolfville.ca>; Erin Beaudin <EBeaudin@wolfville.ca>; Barbara Shaw <bshaw@wolfville.ca>
Subject: Security cameras in public spaces

CAUTION: This email originated from outside of the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Hello,

I would like to express my opposition to the town council's proposal of erecting cameras in public space to combat local crime and disorder problems (noise complaints, public drunkenness, vandalism, trespassing, etc).

I voice my opposition not only as a resident of Wolfville, but as a criminology professor who specialized in community crime prevention.

My resistance to the cameras are based on the following: (i) there is no empirical evidence from past studies on CCTV systems that such cameras deter or prevent crime or disorderly acts or have evidentiary value), (ii) erecting cameras in public spaces is highly intrusive (and contributes to the increase in online & digital surveillance of people in both public and private spaces in recent years), (iii) town council and staff don't seem to have approached this local problem systematically (ie., a planning stage that entails safety audits, public consultations, including interviews with key stakeholders, other local research, review of the extant literature documenting strategies addressing similar problems implemented in other jurisdictions, and a comprehensive plan with multiple complementary strategies); and (iv) a lack of investigation into and consideration of numerous other alternatives that can be more effective than the proposed cameras.

I would be happy to consult with town council and staff on how to approach this local problem in a more systematic and empirical manner (while also sharing my crime prevention textbook which has a plethora of relevant information and strategies in situational crime prevention, community crime prevention, crime prevention through environmental design, as well as planning and implementing local crime prevention projects).

My credentials are summarized in the attached document and can also be found [online](#).

Yours Sincerely,

Stephen Schneider, Ph.D.
140 Main Street, Wolfville
Professor
[Department of Criminology](#)

Saint Mary's University
Halifax, Nova Scotia
B3H 3C3
www.storyoforganizedcrime.ca

Saint Mary's University is in K'jipuktuk, Mi'kma'ki, the Ancestral and Unceded Territory of the Mi'kmaw People

From: [Laura Morrison](#)
To: [Laura Morrison](#)
Subject: FW: Video Camera Pilot
Date: May 12, 2022 1:23:14 PM

From: Wes Booth
Sent: May 12, 2022 12:30 PM
To: Town Council <towncouncil@wolfville.ca>
Subject: Video Camera Pilot

CAUTION: This email originated from outside of the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Dear Members of Council,

I am writing to express my concerns about the video camera pilot.

I do not want to live in a town that places innocent citizens and visitors under surveillance as they go about their daily lives.

I do not want to live in a world where every time someone leaves their house they are surveilled by government.

I do not want leadership that installs cameras to monitor its citizens in public space, on main street, and in their neighbourhoods.

Kindly,

Wes Booth

Wolfville Citizen

--

Wes Booth

He/Him

We acknowledge that we are located and operate in Kjipuktuk, in Mi'kma'ki, the ancestral and unceded territory of the Mi'kmaw People. This territory is covered by the "Treaties of Peace and Friendship" which Mi'kmaw, Wəlastəkwiyyik (Maliseet), and Passamaquoddy Peoples first signed with the British Crown in 1726. The treaties did not deal with surrender of lands and resources but in fact recognized Mi'kmaw and Wəlastəkwiyyik (Maliseet) title and established the rules for what was to be an ongoing relationship between nations. We are all treaty people.

From: [Laura Morrison](#)
To: [Laura Morrison](#)
Subject: FW: Regarding Wolfville's Community video camera pilot project
Date: May 2, 2022 3:23:21 PM

From: Wendell Graham
Sent: May 1, 2022 6:41 PM
To: Barbara Shaw <bshaw@wolfville.ca>
Cc: Town Council <towncouncil@wolfville.ca>
Subject: Regarding Wolfville's Community video camera pilot project

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Hello Barb,

We understand there will be a Committee of the Whole meeting regarding this project early next week. As long term residents of the area (nearly 30 years), we have noticed an increase in the level of disruptive behaviour. We are also involved in and aware of the significant efforts of the good neighbours committee over the past few years to try to work with the many stake holders involved. We think the video project is a good idea and wish to add our support for the plan. It will be very interesting to see if it will make any difference to the disruptive behaviour.

Regards

Marijean and Wendell Graham

From: [Laura Morrison](#)
To: [Laura Morrison](#)
Subject: FW: Regarding Wolfville's Community video camera pilot project
Date: May 11, 2022 4:20:11 PM

From: Wendy Donovan <WDonovan@wolfville.ca>
Sent: May 11, 2022 3:28 PM
To: Wendell Graham
Cc: Town Council <towncouncil@wolfville.ca>
Subject: Re: Regarding Wolfville's Community video camera pilot project

Hello Wendell;

Thank You for your email and for your thoughts on this matter.

I am not sure to what initiative you are referring. The motion regarding the video cameras was forwarded to Council from Committee of the Whole as presented. It will be voted on on Tuesday.

The Town is not involved in any new investigation. I understand that some members of the community are discussing some things they may do to assist in managing these issues. The Town would most certainly accept support from well organized groups wishing to support our collective desire to ensure all our neighborhoods are safe and welcoming.

All the best

Mayor Wendy Donovan
Town of Wolfville
(902) 698-6342

On May 11, 2022, at 2:33 PM, Wendell Graham wrote:

CAUTION: This email originated from outside of the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe.

I am writing again to follow up on this project. I understand there is new effort to investigate alternate causes, or root causes, for the ongoing problems in our areas. I will start by agreeing with this effort. Past projects have not provided effective solutions and new approaches could well prove helpful.

However I am concerned that many arguments against the cameras have relied on strawman agreements to make their position stronger. For instance the suggestion that the effected area is an economically depressed zone is nothing short of insulting to the home owners in the area. I can think of at least 4 properties that have invested

significantly in their properties over the past few years. This suggestion says less about the home owners (the real stakeholders) and possibly more about the uncontrolled rental properties. Although I would point out that many of the student renters are far from depressed based on the cars we see parked in their yards most party weekends.

But more to my point, I am concerned that this new investigation is suggesting that the concerns for the cameras are so significant that the project should be postponed to allow for further study. I am opposed to this delay. I believe the town's efforts to follow provincial guidelines for video surveillance are well founded and provide reasonable protection against misuse. We are quickly moving to apartment sublet and weekend party season like we have endured over the past few years and I strongly ask that the camera project not be delayed. I fully realize some of the cameras may look into our property and I welcome the possibility they give to resolve the ongoing concerns. We are also planning to have family visit our home for much of the summer and we would very much like to be able to enjoy the peaceful summer evening like we were used to during our children's childhood.

So again, more power to the new study but please don't put off the planned cameras based on arguments from those not directly involved with the problem.

Regards

Wendell Graham