Crime Prevention and Policing Service Model Review

The Province of Prince Edward Island Public Safety Division

Appendix 4.4 Literature Review

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4.4 Literature Review

4.4.1 Methodology

Resources used for the purposes of this review were located in international, national, and provincial library catalogs; academic databases; and search engines. Search strategies were built in consideration of the social, situational, political, and economic conditions of the province of PEI including of concepts such as rural, small-town and small-metropolis; “service delivery”; “resource allocation”; responsiveness; governance; ”economies of scale”; and “policing networks”. Articles found through these searches were not always retrievable for review, but are still included in the “Additional Works” section at the end of this examination.

4.4.2 Current Challenges of Policing in Canada

A growing number of stakeholders within international, national, provincial or state, and municipal jurisdictions are assessing public services in the 21st century. Trends such as globalization, changing demographics and the information revolution, amongst others, have changed the nature and expectations of public service. In Canada, public perceptions of governmental services have been reported as have become too politicized, hierarchical, and process-orientated, yet despite this, Canadians are generally satisfied with public sector performance and service delivery. Citizens do, however, seek improvements in their government in relation to truth and transparency, provision of services that are knowledgeable, helpful, and results-oriented, and for these outcomes to be demonstrable.

Looking to the future, The Public Policy Forum suggest that the public service should be:

- Relevant and meaningful to Canadians.
- Networked with provinces, territories, private enterprise and the non-profit sector.
- Partnered with other organizations in the delivery of services and implementation of programs and policies.
- Active at people management so it can hire, train and deploy staff quickly.
- Citizen-focused with an emphasis on collaboration and consultation.
- Values-infused, outcome oriented and accountable exercising the leadership Canadians expect and reflecting their values and priorities.
- Growing emphasis on well-being and workplace health.

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1 WorldCat; AMICUS; Prince Edward Island’s Public Provincial Library, and UPEI’s Robertson Library.
2 Including Criminal Justice Abstracts; NCJRS; Social Science Research Network; JSTOR; SpringerLink; HeinOnline; ProQuest; Sage Premier; and Wiley Online.
3 GoogleScholar, Bing, Internet Archive, and Google.
5 Ibid.
6 Ibid.
Savage (2007) looked at three decades of policing reform in the United Kingdom and determined that reform is driven by both external and internal forces. System failure; influences from overseas; performance and ‘value for money’; and, individuals and pressure groups, shaped change from within, while public inquiries; miscarriages of justice; legal changes; political agendas; and cultural shifts, were the external drivers of police reform.

Looking to Canada, police face a number of the same drivers of change.

- Changing landscape of accountability and oversight. Policy disasters, police failures, scandals and corruption have led to more scrutiny of policing policy and practice at all levels.
- Struggles to legitimize service delivery in the new landscape which includes both public and private law enforcement services.
- Globalization and the greater reliance on international cooperation of those in criminal justice to police borderless crimes, such as illicit drugs, human trafficking and wildlife trade.
- Complexity of today’s social problems and the changing politics of social policy
- New technologies and the increased access to information
- Demographic changes
- Financial austerity - Rapidly rising policing expenditures are a concern to Canadians who feel that the police may be pricing themselves out of business despite the stability of calls for public service.
- Organizational structure and culture as impediments to knowledge and information sharing within and across organizations. Abrahamson and Goodman-Delahunty (2014) revealed seven mutually exclusive impediment themes in policing: processes/technology, individual unwillingness, organizational unwillingness, workload/overload, location/structure, leadership, and risk management. When viewed from the knowledge management infrastructure perspective, organizational structure was the single most common impediment identified, followed closely by organizational culture.

Political, social, economic, and environmental influences, more often than not, determine which service delivery measures are selected, implemented, expanded, or dismissed, and how they are prioritized. For example, crime prevention should be adopted as a policy principle to complement traditional law and order policy, however, shifting priorities, scarcity of resources, changes in administrations and the influence of public opinion make it difficult to implement and sustain long term policy and practice.
Instead, in many jurisdictions, more government focus has been placed on increasing the penalties for crime than on its prevention, despite evidence that it has little or no deterrent affects, and may even increase crime. Further, evidence for certain practices or target populations may be overlooked because of pressure to deliver rapid responses to crime problems resulting in solutions that may have little relevance to a specific problem, or favor certain crime prevention strategies that are politically fashionable, but have no evidence-base.

4.4.3 Approaches to Community Safety and Security, and Crime Prevention

Policing approaches are adopted in response to community perceptions of crime, social disorder and community safety, as well as community expectations for the role of police. The responsibility for social and crime control, and community safety was traditionally that of multiple partners within the criminal justice system. The police, courts and corrections had the role in enforcement, apprehension and penalty, but this law and order approach did little to focus on crime prevention in any other than a generalized, improvised manner. Additionally, these allies in criminal justice had limited capacity to deal with the factors directly affecting crime and community safety including situational, social, political, and economic conditions.

The development of crime prevention as a policy and practice alternative was due to these perceived failing of the criminal justice system. In response, approaches to crime prevention developed to address crime at all levels: primary (reducing opportunities for social disorder and crime), secondary (focusing on at-risk individuals, groups, or communities), and tertiary (preventing offenders from re-offending). Linden (2007) argues:

_The most sensible strategy to pursue is one that recognizes that all crime prevention strategies have their strengths and weaknesses. A comprehensive strategy should include prevention programs that involve cooperation among different levels of government and other agencies and groups that can contribute to the solution; that are targeted to areas where they are most needed; that use a broad range of prevention approaches tailored to the specific needs of the communities; that draw upon programs that have been shown to be effective in other places; and, that give the community a meaningful role in prevention._

Given the strong investment of resources in approaches by individuals, police agencies, communities and governments, the requirement for an evidence-base of rigorous, scientific, research practice gained importance. Evidence-based crime prevention was defined by Welsh

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(2007) as “programs and practices that are proven to be effective through sound research methodology and have produced consistently positive patterns of results”. Evaluation is considered to be of high quality if the evaluation methodology is either of the experimental (randomized and non-randomized) or quasi-experimental evaluative research design, both of which possess a high degree validity - internal, construct and statistical conclusion validity. Notable evidence-based, evaluative community safety and crime prevention programming information is available through many of these agencies:

- Centers for Disease Control and Prevention (CDC), http://www.cdc.gov
- Center for Evidence-Based Crime Policy (CEBP), http://cebcp.org/
- Coalition for Evidence-Based Policy, Social Programs that Work, http://evidencebasedprograms.org/
- Office of Juvenile Justice and Delinquency Prevention (OJJDP), http://www.ojjdp.gov/
- Washington State Institute for Public Policy, Evidence-Based Juvenile Offender Programs by Elizabeth Drake http://www.wsipp.wa.gov/rptfiles/07-06-1201.pdf

More recent literature identifies a remaining need to place evidence into practice, especially into local context and conditions. A recent evidence-based policing matrix, developed by Lum, Koper, and Telep (2011) is described as a

…research-to-practice translation tool that categories and visualizes all experimental and quasi-experimental research on police and crime reduction according to three common dimensions of crime prevention – the nature of the target, the extent to which the strategy is proactive or reactive, and the specificity or generality of the strategy. This categorization and visualization of policing evaluation studies reveals three-dimensional clusters of effective studies, which we refer to as "realms of effectiveness."
These clusters of evaluation studies provide insight into the characteristics and commonalities of effective police strategies, and can be used by police agencies to guide future community safety and crime prevention programming. Their mapping of 97 police evaluation studies using this tool found that proactive, place-based, and specific policing approaches are more effective at reducing crime than individual-based, reactive and generalized ones.

4.4.4 Future Service Delivery Models and Stakeholder Responsibilities

A growing number of international, national, provincial and municipal jurisdictions are debating the future of policing in the 21st century. Organizational concept, practice, and function of the police are undergoing great transition and will continue to do so. Alberta hosted a *Future of Policing in Alberta Roundtable* in March 2007 bringing together numerous stakeholders from policing services, commissions and committees, academics, other law enforcement and security agencies, the community and orders of government.

A number of themes were identified including provincial leadership; equitable policing; civilian oversight and governance; a public safety network; an attitude of flexibility and innovation; strategic planning and research; professionalism of policing and related agents and agencies; and finally, organizational sustainability.  

In 2012, MCSCS hosted a *Summit on the Future of Policing in Ontario* which was followed by the creation of the Future of Policing Advisory Committee (FPAC), to act as a governance body and oversee four working groups, with the goal of determining core and non-core police services in support of effective, efficient and sustainable police service delivery. Ontario is leading the development of a potential national framework for police performance measures based on the provincial model it is developing under FPAC. In December 2013, British Columbia introduced a BC Policing and Community Safety Plan to develop its own long-term, strategic plan. Nationally, The Minister of Public Safety, on behalf of Public Safety Canada, has asked the Council of Canadian Academies to assess the current evidence and knowledge on how policing is organized and delivered in Canada.

There exists significant variation between jurisdictions, governmental administrations, governmental and non-governmental departments and agencies, police, communities, and practitioners with respect to the roles and responsibilities of participants in community safety and

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security initiatives. Many of these stakeholders have identified the need to use permanent responsibility structures to sustain service delivery initiatives over the long term. For example, a fundamental requirement for success and sustainability of crime prevention and community safety initiatives is the establishment of a governance structures that will sustain crime reduction efforts through political and environmental change. This means:

- establishing a locus of responsibility with strong political leadership
- establishing multi-agency and multi-disciplinary partnerships in order to harness the combines expertise of different government departments, nongovernmental organizations, the corporate sector and local citizens
- mobilizing local political and administrative authorities
- emphasizing the need for greater integration of safety as a cross-cutting element of municipal planning.¹⁰

### 4.4.5 Government

The legislative frameworks that can constrain the escalation of policing costs and provide greater service delivery is the responsibility of government. Leuprecht (2014) has offered Quebec as a model of the balance struck by provincial reform and legislative renewal.

The recognition of the role of local government in community safety and security initiatives began with international conferences of municipal associations, and led to the integration of recommendations into policies and guidelines in many international, federal and local governments and public and private agencies.¹¹

Local governments have a role to play in mobilizing key stakeholders, developing local actions plans, and implementing short and long term solutions accomplished through collaboration with and support from other orders of government. While local governments often profess to have the lead role in crime prevention, they often lack authority to demand accountability from agencies and organizations that have a key role in crime reduction.¹² The involvement of municipal governments in local crime prevention and community safety initiatives is important because this governmental level is best able to identify local crime problems and the conditions that contribute to them. There is a need for communication between state and local government about

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¹¹ In Canada, various parliamentary committees and national organizations have recognized the need for a coordinated multi-agency approach. The Canadian Council on Social development, the two standing Committees on Justice and the Solicitor General (The Horner Report and the Cohen Report), the Canadian Association of Chiefs of Police and the Federation of Canadian Municipalities are some.

transferring authority and decision-making powers to local government, securing resources, considering the non-recurrent nature of most funding, and agreements about expectations and outcomes.\textsuperscript{13}

4.4.6 Police

Police members from all ranks possess the potential to be change agents for their organization, and to building their capacity as knowledge workers and ideas generators in forging change. Caputo and Vallee (2010) found through a survey of police that crime prevention was seen as a core policing function by Canadian police service members, yet paradoxically, it was also the first core policing function to be suspended in times of budgetary constraints.\textsuperscript{14}

Caputo and Vallee argue that police are in a unique position with respect to social development approaches since they are well positioned to facilitate an integrated, multi-agency response to social problems. This idea is supported by Jamieson, Beals, Lalonde & Associates (2000) in finding that police are indeed major participants and sponsors of crime prevention in Canada.

Policing partnerships provide an alternative to traditional law and order policing and facilitate the consolidation of their law enforcement and crime prevention roles.\textsuperscript{15} Leuprecht (2014) argues that there are countless inefficiencies related to the role of police in Canada’s justice system. He questions why police who are making upwards of $100,000 a year are performing so many non-core policing duties when other jurisdictions are delivering as or more effectively, efficiently, and productively through alternative service delivery in the form of both civilianization and outsourcing. Examples cited include: administrative functions, such as finance and human resources; burglary investigations, lifting fingerprints, and collecting DNA evidence; prisoner transport and court security; transcription of interviews; professional development and training; and background checks.

Specifically, savings which can be generated from having

- forces share or contract dispatch, tactical teams, forensics, and investigations
- cross-training police, fire, and Emergency Medical Services
- common provincial standards and processes for hiring, communication, and procurement;

\textsuperscript{13} Ibid.
\textsuperscript{15} Ibid.
• using technology, including record management systems to gather evidence and share it with the court and defence, and using lapel cameras, license plate readers, and more, to make the job easier.\textsuperscript{16}

Finally, he recommends that the escalating growth in costs can be curtailed by re-directing calls and call volume to allow police to spend more time on problem-focused and community-oriented policing; rewarding achievement rather than seniority; reforming the leadership and institutional culture (or brace for a crisis); spending less time reactively “fighting crime” and more time on proactive intervention, mitigation, and prevention; having police colleges spend more time on developing critical thinking and analytical skills so as to counter a paramilitary institutional culture; and shifting from command-and-control principles to more participative and dispersed leadership and management.

4.4.7 Private Security

Policing partnerships with private security is a growing trend. Policing executives and practitioners have come to consider collaborative approaches are necessary to address the complexity of crime problems at local, provincial, and national levels. The formation of such partnerships provides mutual benefits from resource sharing, tactical training, crime control and loss prevention, and investigative support, among others.

4.4.8 Courts

There is a need to provide alternatives to traditional criminal justice court response. Specifically, alternative courts are needed to address particular conditions within a community as they may relate, for example, to domestic violence, drug abuse, or mental health issues.

The recent release of the House of Commons’ Report of the Standing Committee on Public Safety and National Security entitled, \textit{Mental Health and Drug and Alcohol Addiction in The Federal Correctional System}, recognizes that investment is required to ensure that people with mental disorders and addiction problems do not end up in prison due to a lack of community resources recommendation. It supports this assertion in recommending that “the federal government support the creation and funding of more drug treatment courts to divert offenders with addictions to treatment centers and mental health courts to divert those with mental health

needs to appropriate services.” The Committee further recognizes the need to support aboriginal offenders.

4.4.9 Community

Community involvement in safety initiatives and crime prevention partnerships with police have largely been within the community-policing approach. Lately, there has been a move beyond community-oriented policing to community governance. Community governance is a philosophical approach to local governance in which municipal agencies, city leaders, and the community view themselves as partners in crime prevention and community safety initiatives and collaborate to address community problems and improve the overall quality of life.

Community-governance concept is embraced for its ability to create a network amongst municipal agencies, community organizations, businesses and individuals. Such governance requires organizational change at the local government level. Local governments can organize to implement the four elements that compose the community governance philosophy:

- partnerships among municipal agencies
- partnerships with the community
- collaborative problem-solving efforts
- organizational change

Much of this mobilization can be credited to Canada’s National Crime Prevention Strategy (NCPS) which provided community-oriented project funding aimed at mobilizing communities and increasing their capacity for crime prevention. Community mobilization for crime prevention is of three inter-related types:

- In support of law enforcement – began with the emergence of community policing as a policing initiative designed to increase local knowledge, improve police-community relations, and engage citizens as active participants in service delivery. Increasing responsibilities on community residents was seen as a good strategy for reducing the opportunities for crime and increasing community solidarity, while minimizing pressure on policing resources. Community mobilization has become more strategic concentrating on mobilizing residents in troubled neighbourhoods and crime “hot spots”.

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• Community Mobilization to advance change within the criminal justice sector – activists and advocates have become increasingly involved in collaborative attempts with the criminal justice system to change policies and practices so that institutional structures and processes are more responsive to the needs of diverse populations. For example, the Missing Women Task Force, which organized on behalf of missing and murdered aboriginal women in Canada.

• Community Mobilization to advance community safety and well-being - community mobilization was integrated into social developmental approaches of addressing the root causes of crime. It linked a wider range of community participants-individuals, groups, organizations, agencies, schools, businesses and governments- focused more broadly on community safety and well-being. An example is the TAMARACK Institute’s Vibrant Communities Initiative which seeks to improve the quality of life for Canadians by reducing poverty through community partnerships and resource optimization. Vibrant Communities exists across Canada in municipalities such as Abbotsford, BC; Calgary, AB; Winnipeg, MN; Hamilton, ON; Montreal, QB; Saint John, NB; and, Saint John’s, NFLD.

4.4.10 Evidence-Based Programming Considerations for PEI

A comparative review of crime prevention strategies and programs by Homel (2009) found that there are eight characteristics shared by modern crime prevention programs:

1. collaborative multi-agency based action
2. problem-oriented analysis and intervention design
3. multiple interventions to address linked problems
4. evidence-based, or at the least, evidence informed policy and programs
5. outcome focused with performance and effectiveness measures
6. centrally developed and driven, but locally delivered
7. partnership and shared outcomes
8. focused on principles of inclusiveness and participation.

Many of these characteristics can be found in existing crime prevention and social programming in PEI. In light of the municipal, provincial and federal policing priorities in the province of PEI, and evidence-based programming which considers social, situation, economic and political conditions the following programs may also be considered:

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20 TAMARACK. An Institute for Community Engagement. Vibrant Communities. Available at: http://tamarackcommunity.ca/g2.php.
22 See the RCMP L Division 2014/2015 - Year in Review; Charlottetown Police Service at http://charlottetownpolice.com/introduction;
23 See Canada’s National Crime Prevention Centre research on Promising and model crime prevention programs.
4.4.11 Children and Youth

**Communities that Care (CTC)**

A research-based conceptual framework that is used to guide communities in selecting the most appropriate policies, actions and programs to promote youth development. It combines inter-sector partnerships with analysis of risk and protective factors unique to each community and measures outcomes based on validated tools. Evaluation has proven promising for this framework in reducing crime and delinquency. Communities’ that Care is implemented in both Ontario and BC.

**SNAP (Stop Now and Plan)**

A model, community-based program for children under 12 who display early signs of anti-social or conduct behavior, those in conflict, or at risk of coming into contact with the criminal justice system.

Augimeri, Walsh and Slater (2011) indicate significant improvement for children by reducing aggression, conduct problems, and overall externalizing behavior, as well as counts of oppositional defiant disorder and attention deficit hyperactivity disorder symptoms. Additional benefits for SNAP were observed on measures of depression and anxiety problem behavior and helping to shift the course of criminal outcome.

The program is currently under the management of the Centre for Children Committing Offences (CCCO). Replication sites known as SNAP® Affiliates, enter into stringent formalized licensing agreements that include assessing site readiness and theoretical philosophy, ongoing training and consultation, and an accreditation quality assurance process which ensure sites are able to deliver the highest quality of service and to replicate successful outcomes, changing life course trajectories of these high-risk children and families.

**Boys and Girls Club of Canada**

This program targets youth, aged 5 to 18, and their families in high-need communities. Programming is offered in physical activity; health and safety; leadership, growth and empowerment; learning and career development; and, community services. Twenty-one evaluations of Club programs and activities over twenty years were examined to determine the
impact of membership. 59% felt the Club had helped in their school life; 60% in family life; 74% felt the Club helped them to avoid conflict with the law.\textsuperscript{24}

**Olweus Bullying Prevention Program (BPP)**

BPP is a school-based program in Norway that aims to prevent the development of bullying, reduce existing victimization and improve peer relationships among elementary, junior high and high school students. Intervention strategies exist at three levels: individual (e.g. discussions among students, teachers and parents), classroom (e.g. peer and parental meetings, classroom rules), and school (e.g. school rules, coordinating committee, student monitoring).

There were substantial reductions in self-reported bullying and bully victimization. Also there was decrease in self-reported vandalism, theft, violence and alcohol use. A second study found a 30% to 70% reduction in self-reported bullying and bully victimization. Also there were improvements in classroom order and discipline and more positive attitudes towards school work. It has been implemented in the United Kingdom, the United States, and Germany.

**FastTrack**

Designed as a comprehensive, long-term strategy to prevent serious and persistent antisocial behaviours among children. FAST Track’s main goals are to increase communication and bonds between individual, family and school environments, enhance children’s social, cognitive, and problem-solving skills, improve peer relationships, and ultimately decrease disruptive behavior in the home and school. This multi-dimensional program includes: parenting training; home visitations; social skills training; and classroom intervention. It has been adopted in the United Kingdom, Australia, United States and Canada.

**Regina Anti-Gang Services (RAGS)**

Administered the North Central Community Association, the program works with gang-involved Aboriginal youth and young adults living in the North Central neighbourhood of Regina, Saskatchewan.

The program provides intensive support services to reduce involvement in gang life and to facilitate leaving gangs. Activities were developed and designed based on combining available

evidence from three existing crime prevention programs: Wraparound Milwaukee, Youth Engagement and Circle of Courage. The RAGS program is supported by Public Safety Canada, National Crime Prevention Centre’s Youth Gang Prevention Fund (YGPF). This pilot project will be evaluated in March, 2011.25

Oshki Annishinabe Nigaaniwak or Young Aboriginal People Leading (Aboriginal Youth Strategy)

A two-part initiative designed to increase the participation of Aboriginal youth in civic services including programming and employment and provide funding support for eleven community-based employment and employment development projects.

CHOICES Youth Program

Partnership of the Winnipeg School Division, Manitoba Justice, and the Winnipeg Police Service. A youth program aimed at addressing the issues of at-risk youth and giving them the tools they need to make healthy choices in their lives. The CHOICES Youth Program operates in eight schools in the Winnipeg School Division targeting students in Grades 6-8.

Project Breakaway

A partnership initiative whose program purpose is to assist individuals in breaking away from the streets and moving on to healthier lifestyles by connecting them to community support services. It has been effective in reducing the number of calls to the Winnipeg Police Service and the Winnipeg Fire and Paramedic Service by linking street involved individuals with the appropriate community support services.

Waterloo Region Street Gang Prevention Program

Based on the acclaimed Spergel Model and provides support for sixty youth (and their families) between the ages of 13-24, who are involved with gangs, or at risk of gang involvement. There is also a community education component that aims to reach 750 community members annually, many via current neighbourhood organizations and networks.

The Street Gang Prevention Project is a three-year project with collaboration amongst six unique organizations: The John Howard Society of Waterloo Wellington, Lutherwood, Reaching Our Outdoor Friends (ROOF), St. Mary’s Counselling, Waterloo Regional Police, and The Waterloo Region Crime Prevention Council.26

Astwood Criminal and Social Justice Strategists will be conducting the $190,000, 42-month impact evaluation of the Waterloo Region Crime Prevention Council’s $3.4 million street gang prevention program.27

**Gwich’in Outdoor Classroom Project**

A promising Canadian crime prevention program targeting Aboriginal children, aged 6 to 12, living in the remote northern communities of Fort McPherson and Aklavik, Northwest Territories. Children and families within this community experienced multiple risk factors, such as high rates of violent crime, substance abuse, poverty, sexual and physical assault, and family violence. The intervention strategy adopted encompassed Gwich’in traditions, values and customs targeting the children’s’ lack of attachment to family, school and community.

With the collaboration amongst children, teachers, families, Elders and other community members, the program was able to provide academic and traditional skills and cultural training, as well as, breakfast and after-school programming. The program was evaluated by the National Crime Prevention Centre and had been found to increase school attendance by 20% and achievement by 75%, in addition to developing positive social skills amongst the children.28 The particular program demonstrates the importance of using culturally relevant interventions and collaborations amongst local, multi-agency stakeholders.

**Leadership and Resiliency Program (LRP)**

A model multi-component program aimed at youth aged 14 to 19. LRP seeks to enhance internal strengths, such as leadership, and promote resiliency while preventing substance abuse and violence. Outcomes show a 75% reduction in school suspensions; 47% reduction in juvenile arrests; 60-70% increase in school attendance; and, a 100% high school graduation rate.

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27 Ibid.

Life Skills Training (LST)

A model drug education program aimed at students in grades 6 and 7, aged 12 to 15, which teaches personal self-management skills, social skills and drug resistant skills. This strategy has been tested for over twenty-five years and outcomes include: a 50-70% reductions in tobacco, alcohol and marijuana use; cuts in multiple drug use up to 66%; a reduction in pack-a-day smoking by 25%; and decreased use of inhalants, narcotics, and hallucinogens; and in a grade 12 follow-up study, an almost 20% reduction in smoking initiation and 10-15% reduction in drunkenness.

Project Towards No Drug Abuse (Project TND)

Another model drug education program aimed at high school students, aged 14 to 19, providing motivation-skills-decision-making instruction. Outcomes include: a 27% prevalence reduction in 30-day cigarette use; 22% prevalence reduction in 30-day marijuana use; a 26% prevalence reduction in 30-day hard drug use; a 9% prevalence reduction in 30-day alcohol use among baseline drinkers; a 6% prevalence reduction in victimization among males.

Multi-Systemic Therapy (MST)

A model treatment program in juvenile offender management. It asserts that individuals are part of a network of inter-connected systems and targets anti-social behaviours and improving the family's ability to overcome the delinquency. After initial intensive therapy, interventions are designed specifically targeting risk factors of the offender and the system(s) within which the offender lives. Empirical support for this program found reductions of 25-70% in long-term rates of re-arrest, reductions of 47-64% in out-of-home placements, extensive improvements in family functioning, and decreased mental health problems for serious juvenile offenders. This program

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has been reviewed by Blueprints, the National Crime Prevention Centre, UNODC, and the Washington State’s Institute of Public Policy.

4.4.12 Families

Nurse-Family Partnership (NFP)

A home visitation program for low-income, and/or unmarried, expectant or new mothers. The nurses’ visitations are designed to provide mothers’ instruction in pre and post-natal care of children, positive health related behaviors, and maternal personal development. “Effects found in two or more trials include (i) reductions in child abuse/neglect and injuries (20-50%); (ii) reduction in mothers’ subsequent births (10-20%) during their late teens and early twenties; (iii) improvement in cognitive/educational outcomes for children of mothers with low mental health/confidence/intelligence (e.g., 6 percentile point increase in grade 1-6 reading/math achievement).”32

Functional Family Therapy (FFT)

A promising, family-based, clinical therapeutic prevention strategy to address antisocial or conduct disorders, delinquency, substance abuse and violence issues among youth at risk aged 11 to 18. The program focuses on increasing the protective factors through a number of phases—engagement, motivation, assessment, behavior change and assessment. A number of studies have demonstrated the effectiveness of this approach and its good cost effectiveness ratios. This program has been reviewed by the Blueprints, the National Crime Prevention Centre, and Washington State’s institute of Public Policy.

Multidimensional Treatment Foster Care (MTFC)

A model, cost effective, foster care program for youth which provides an alternative to group or residential treatment, incarceration, and hospitalization. Youth targeted in this strategy have problems with chronic antisocial behavior, emotional disturbance, and delinquency. Community families are recruited, trained in behavioural management techniques, and closely supervised to provide MTFC-placed adolescents with treatment and intensive supervision at home, in school, and in the community.33 Findings suggest “for girls, more than 50% reduction in criminal referrals

32 Top Tier Evidence. Nurse-Family Partnership (NFP). Available at: http://toptierevidence.org/wordpress/?page_id=168
and days in locked settings, and roughly 40% reduction in pregnancy rates, two years after random assignment. For boys, evidence of reductions in criminal activity is promising”.  

**Strengthening Families Program (SFP)**

A promising family-based intervention program targeting youth aged 10 to 14 years old and their parents. The program is designed to increase family protective factors while decreasing potential risk factors that have the potential to impact youth negatively. After a 4-year follow-up, the “proportion of new substance users in the intervention group was significantly lower than that in the control group for all five measures of lifetime substance use”.  

In terms of school outcomes, found “positive effects on school engagement measured in the 8th grade (p < .05), which in turn was associated with positive effects in academic performance in the 12th grade (p < .05).” Other finding include a reduction in aggression and hostile tendencies.

**The Domestic Violence Treatment Option (DVTO)**

An innovative specialized court and treatment option targeting the First Nations population with high rates of domestic violence in Whitehorse, Yukon. This DVTO court program engages multi-agency partnerships by police, probation officers, a specialized Crown attorney, victim services, and women’s groups in providing group therapy and aftercare to offenders addressing the underlying causes of their abusive behaviours and skills needed in managing them.

The result is a comprehensive social intervention response directed away from a traditional criminal justice sentencing. Evaluations of the program found a decrease in recidivism by 28% to 20%, with 45% of re-assaults occurring within the first two months, and 9% after twelve months.

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34 Top Tier Evidence. Multidimensional Treatment Foster Care (MTFC). Available at: http://toptierevidence.org/wordpress/?page_id=313.


Cowichan Valley Safer Futures

A community development response and research program administered by the Cowichan Women Against Violence Society targeting violence against women and children, in aboriginal or other marginalized communities. In May 2004, this project received a Women’s Safety Award to reward good practices and policies relating to women’s safety and the improvement of women’s sense of safety.

4.4.13 Neighbourhood

Crime-Free Multi-Housing Program (Vancouver)

A community-based crime prevention program for rental properties, administered by the City of Vancouver and the Vancouver Police Department. It encourages apartment owners, managers, residents, police and other agencies to work together to reduce opportunities for crime and social disorder activity on rental property.

The three phase certification process involves Landlord Management Training, CPTED Inspection, and a Resident Safety Meeting. Self-reported success by one Mesa, CA adopter has seen reductions in calls for service a little over 75%. He further states a reduction of “95% to 99% in some of our gangland apartment complexes that have been turned into family oriented communities because of this program.”

The B.C. cities of New Westminster and Victoria indicate an average reduction in police service calls to CFMH certified properties that range from 38% over a five-year period, to 45% over a one-year period. In Mesa, Arizona where the program originated, there are published statistics of 21 properties which indicate an on-average reduction of 37% in police service calls and 48% decrease in written police reports over a three to five-year tracking period.

However, challenge is in measuring different variables. Canadian cities using this program include Edmonton, Ottawa, Peel Region, Saskatoon, and Prince Albert. Canadian cities which have studied and chosen not to use the CFMH program are Calgary, Winnipeg, Toronto, Halifax.

Multi-sector Cocoon Neighbourhood Watch

A neighbourhood crime prevention program which builds upon local partnerships between the

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police and community residents, businesses, social services, and the like. Community meetings, education in the implementation of basic CPTED principles and work with social service agencies to mitigate risk for crime, are all components of this program.

An evaluation of the Multi-sector Cocoon Neighbourhood Watch in the high crime estate of Kirkholt (Rochdale, UK) showed a 58% reduction in burglary in first year, 75% reduction in burglary over 4 years, 80.5% drop in repeat burglaries over 4 years. A replication of the program in the high crime area of St-Henri in Montreal (QC) produced a 41% reduction in burglary after one year.\(^\text{39}\)

**Burglar Beware**

Burglar Beware is a community-based strategy in Western Australia to identify and implement interventions to reduce burglary. Burglary is viewed as a social problem indicative of the health of a community. Joint ownership of the problem by the community agencies and government led to the creation of a problem-based implementation plan characterized by an initial security appraisal, property marking, sharing information amongst partners, media campaign and targeted police operations.

Western Australia saw a 20% reduction in residential burglaries in a single year, and when implemented in the rural community of Carnarvon, it resulted in a 50.5% reduction in residential burglary.\(^\text{40}\)

**Regina Auto Theft Strategy**

A comprehensive auto theft strategy that educates and equips car owners with anti-theft devices, and addresses risk factors of auto theft offenders. Following its fourth year of operation, the Regina Auto Theft Strategy has shown an overall 44 per cent reduction in auto thefts. This translates into 1,697 fewer cars stolen in 2005 than in 2001, before the strategy was implemented.\(^\text{41}\)


Winnipeg Auto Theft Suppression Strategy

A highly successful partnership between Manitoba Public Insurance, Manitoba Justice and the Winnipeg Police Service that is aimed at reducing auto theft in Winnipeg. In 2008, on average fewer than 10 vehicles were stolen per day, a decrease of almost 60% since 2004.42

4.4.14 Adult Offenders

Circles of Support and Accountability (COSA)

A tertiary crime prevention program targeting young, adult, male sexual offenders at risk to re-offend upon release from custody. Circle members work with police, parole or probation officers, the courts, corrections, community agencies and treatment professionals to provide a supportive network of resources and services designed for the successful integration of the offender into the community.

The empirical data obtained by Wilson (2005), as reported by the National Crime Prevention Centre, found a 70% reduction in sexual recidivism, 57% in all types of violent recidivism, and a 35% reduction overall as compared to non-COSA offenders.43 COSA programming is found throughout Canada in the Fraser Valley, Vancouver, Calgary, Prince Albert, Regina, Saskatoon, Winnipeg, Kingston, Peterborough, Toronto, Ottawa, Montreal, Moncton and St. John’s, among other locations.

A 2008 experimental implementation COSA by the Minnesota Department of Corrections from a cost-benefit analysis that less recidivism produced an estimated US$363,211 in costs avoided to the state, resulting in a benefit of US$11,716 per participant, or more simply, for every dollar spent on MnCOSA, the program generated an estimated benefit of US$1.82 (an 82% return on investment).44 COSA is also operating in Fresno, CA; Denver, CO; Durham, NC; Lancaster, PA; and Burlington, VT.

42 Macleans.ca. Auto Theft: Winnipeg Too much joyriding in the ‘Peg. by Philippe Gohier on Friday, March 6, 2009. Available at: http://www2.macleans.ca/2009/03/06/auto-theft-winnipeg/
Prolific and Priority Offender Management Program

In February 2008, the prolific offender management pilot project was launched in six BC communities: Kamloops, Nanaimo, Prince George, Surrey, Victoria (Capital Regional District), and Williams Lake. The project uses increased supervision and targeted intervention with a small group of prolific offenders to address the issues that lead to criminal behaviour.

This pilot project ended and results evaluated by the Centre for Applied Research in Mental Health and Addiction (CARMHA) and Simon Fraser University determined there was potential for a number of benefits associated with inter-agency collaboration and management of prolific offenders, including reduced recidivism, improved offender welfare and enhanced community safety.45

Serious Habitual Offender Comprehensive Action Program (SHOCAP)

A tertiary crime prevention program for persistent youth offenders located in Prince Alberta, Regina and Saskatoon. It is designed around an offender case management system along with extensive information and resource sharing partnerships between criminal justice agencies and community services.

Offenders are provided with corrective action plans designed to develop their individual competencies and increase accountabilities to the courts and community while monitoring and supervision provides increased community safety. SHOCAP has been found to improve resource allocation and interagency cooperation, focus and enhance criminal justice system response to patterns of delinquency, and improve the morale of justice system personnel.46 The SHOCAP system has been employed successfully in over 150 communities in the United States and Canada. The most impressive empirical support for SHOCAP's effectiveness is from Oxnard, California, where despite having one of the lowest police-to-population ratios in the country, there was a 38% reduction in violent crime and a 60% drop in the murder rate.47

4.4.15 Conclusion

There are a numerous internal and external challenges with respect to the policing in Canada generally, and PEI policing specifically. New models of policing must take place within the context of situational, social, political and economic considerations which necessitates the increased use of policing networks which can leverage resources distributed throughout the province.

Literature is clear that there continues to be a need to strengthen community services and intra-governmental governance frameworks which will strengthen any model of policing service delivery, and community safety and crime prevention strategies.
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