SAFER SOCIAL HABITAT:
NORTH AMERICAN AND
EUROPEAN MEETING ON
PREVENTING CRIME IN
PUBLIC HOUSING
COMMUNITIES

Montreal, Quebec, Canada
November 16 & 17, 1995

FINAL REPORT

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AUSSI DISPONIBLE EN FRANÇAIS

TABLE OF CONTENTS

ACKNOWLEDGEMENTS

Irvin Waller
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International Centre for
the Prevention of Crime

Michel Marcus
Délégué général
Forum Européen pour
la sécurité urbaine

EXECUTIVE SUMMARY

On November 16 and 17, 1995, the European Forum for Urban Safety (EFUS) and the International Centre for the Prevention of Crime (ICPC) convened a meeting under the theme, "Safer Social Habitat", in Montreal, Quebec, to address the growing crime and insecurity problems faced by public housing communities across North America and Europe.

The Canada Mortgage and Housing Corporation (CMHC) provided funding for this meeting. The Société d'habitation du Québec provided local support.

More than 60 people from seven countries in North America and Europe attended the two day meeting. Participants included housing managers, municipal elected officials, police, and crime prevention practitioners and experts working to reduce crime and insecurity in and around public housing communities.

The first day of the meeting included panel presentations from cities across Canada, the United States, and Europe (Belgium, France, Italy, Scotland, and Spain). Presentations were also made by national housing organizations from Canada, the United States and France.

The second day opened with a study tour and presentations of "La Petite Bourgogne", a downtown Montreal public housing community that has reduced crime significantly through prevention schemes carried out in partnership with tenants, police, community groups, and the city crime prevention agency, Tandem Montreal. A report on the importance of urban security and crime prevention to Habitat II ("The City Summit") in Islanbul, Turkey, in June 1996, was presented by Rooftops Canada. Meeting summaries and perspectives were followed by a dialogue on recommendations and follow-up.

The Montreal meeting was the first step of a longer-term initiative of the EFUS and the ICPC to harness internationally the practical know-how from housing agencies, crime prevention practitioners, and the public at large to improve the quality of life in and around housing communities by reducing crime, violence, and insecurity.

The purpose of this joint initiative is to make the social habitat safer from crime, by:
- sharing promising crime prevention practices between those in selected North American and European public housing communities;
- identifying lessons to be learnt and developing a plan of action to improve practices in the participating locations and other similar locations;
- creating an on-going network for improving the response to crime; and,
- preparing input to the City Summit for adaptation of these improved practices through the mobilization of housing departments on a widespread basis.

Panel of Canadian Cities

In the Province of Quebec, the entities responsible for the quality of life and security in the housing projects are the municipal housing offices, the non-profit organizations, and the housing cooperatives. The City of Montreal Housing Board encourages the formation of tenant associations, the setting up of youth homes in rental buildings, and the organization of information sessions and joint action with the

people involved. The Board has established some ten youth centres which make it possible to stage cultural, sport, and community activities.

The Quebec City Municipal Housing Board promotes a preventive strategy towards insecurity problems in its public housing communities. Its work is guided by the principle that no housing project will have the reputation of being less safe than the surrounding community.

In 1991, the Metropolitan Toronto Housing Authority (MTHA) launched the Safe Neighbourhood Initiative to reduce the crime rate in its 11 largest public housing communities. The resident-focused program had three key components: community development, basic security, and improvements in project designs.

In 1980, the John Howard Society of Sudbury, Ontario, opened a day centre which offered residents of a public housing community a series of programs and services, such as leadership training, financial planning, coaching, and advice for families in need. The centre contributed to an increased feeling of pride among the young people in the community. The program has since been replicated in 9 other communities in the city.

Discussion focused on the involvement of tenants in community safety and crime prevention programs in public housing. Tenant participation is integral to sustained crime prevention and must be supported by the housing board.

Panel of American Cities

The Knoxville Community Development Corporation which manages some of the public housing stock in Knoxville, Tennessee, operates a "Youth Apprentice Program" providing employment opportunities for young people living in public housing. At ages 12 to 14, boys and girls can take part in a number of after-school apprentice programs designed to build skills in a number of fields. At age 16, they are eligible to be hired as part-time employees to work for the housing community in which they live. Self-esteem and skill building are central components of this program, which help youth avoid coming in conflict with the law.

In the late 1980s, the Norfolk Redevelopment and Housing Authority with other city agencies established a comprehensive, community-driven crime prevention program entitled "Police Assisted Community Enforcement" (PACE) in a number of public housing communities in Norfolk, Virginia. This program has since become city-wide. PACE embodies the premise that a community's best chance for reducing crime and mitigating the fear of crime is by mobilizing and coordinating key public, private, and voluntary - with emphasis on citizens - groups to work on quality of life issues.

To engage the majority of residents who are not involved in working to reduce crime, the Housing Authority of Jacksonville, Florida, altered its mindset and approach to crime. First, the housing authority took responsibility for eliminating crime. Second, all admissions and occupancy policies were redesigned to accommodate the new mission statement: "There will be no crime in public housing."

In 1994, the Neighborhood Justice Network (NJN), with the support of the Boston Housing Authority, launched "Operation Outreach" to reduce crime in three public housing communities in the Boston area.

Outreach workers and social service/city agencies worked with residents to: identify and address their quality of life concerns, put in place a method of accountability to ensure proper delivery of social services and resources to high crime areas, and bring about a visible change and implement concrete solutions to crime problems.

In the discussion it was agreed that there was a tendency to focus on the surface problems in public housing, those most visible, which in most cases involve a call for the eviction of residents and increased security and police presence. It was noted that efforts to identify residents' needs and concerns was one of the fist steps towards moving beyond an individual focus. Programs which focused on crime prevention through social development and education show some of the greatest benefits to housing communities, in the short-and long-term.

Panel of European Cities

To deal with rising feelings of insecurity, the City of Gand, Belgium, set up neighbourhood contact committees, the goal of which is to openly discuss problems which may arise between different cultures, to plan various activities designed to reduce prejudice, to concretely identify problems and to come up with solutions to them. This structure made it possible for the residents to work better together and to break down intercultural barriers between new arrivals and the traditional local population.

A program called "Safe Cities" was implemented in the region of Émilie-Romagne, Italy, to deal with the multiple facets of the crime problem. A Task Force was set up to implement and operationalize the "urban security" concept and to initiate an efficient democratic approach in the implementation of crime prevention measures in the cities in the region. A major portion of the program was aimed at assisting immigrant populations through the provision of schooling, housing, and social services.

In Scotland, nearly half of the households live in social housing units. In the City of Edinburgh, the Housing Department is the largest landlord, having responsibility for 30 percent of all the households. The current approach to crime reduction in social housing includes physical design improvements and changes in management. Residents are encouraged to become involved and to work closely with the housing board.

In the City of Barcelona, Spain, the urban planning system is aimed at creating a sense of collective ownership and enjoyment, which facilitates the promotion of a spirit of tolerance and liberty. In this context, residents have developed a stronger feeling of belonging.

The City of Grenoble, France, adopted a population management strategy to address a range of crime and disorder problems. For families in difficulty, two approaches are utilized: the relocation of problem families and offering social support to families in need.

In the City of Saint-Denis, France, the emphasis of reducing insecurity was placed on getting people back into the work force, with young people being a top priority. Youth associations were also set up in social housing properties to help in opening up the labour force to young people.

In the presentations, consensus was reached on the necessity to act simultaneously on the range of factors affecting urban security, in consultation with people in the districts. It was also felt that

interventions must involve both corrective measures for difficult situations as well as preventive measures in the first instance.

Panel on National Housing Policies

A number of member housing co-ops of the Co-operative Housing Federation of Canada have responded to safety and security concerns through making physical changes in the living space, developing rules about violence, and raising awareness through education campaigns. In the early 1990s, a housing co-op in Ontario established itself as a "domestic violence free zone". A bylaw was developed to provide for the co-op to intervene in cases of suspected abuse. The co-op also provided for subsidies to assist victims of abuse to stay in the coop, as it was recognized that survivors of violence need their home and the support of their friends in a time of crisis.

The British Columbia Coalition for Safer Communities, with funding from CMHC, is involved in a national and international research project with the objective of developing national housing related security guidelines or standards related to Crime Prevention Though Environmental Design (CPTED) principles. Research activities include the identification of key practitioners involved in the development of housing related safety and security based on CPTED, a 10 year review of the literature, and a review of the work carried out by these practitioners.

The Council of Large Public Housing Authorities (CLPHA) advocates on behalf of the special needs of its large public housing authority members, which own and operate 40 percent of the U.S. conventional public housing stock. Some of its core activities include working for the preservation of public housing for low-income households, the identification of solutions to address severely distressed public housing, and the improvement of security.

L'Union Nationale des Fédérations d'Organismes d'HLM is France's national housing organization. Property, maintenance, technical equipment, and the protection of the community are the first obligations of HLM to its housing units. France's national Security Law charges HLM with the responsibility for providing the highest quality of safety for its housing units.

Common to the presentations was the notion that national/central and provincial/state governments must provide leadership to uphold the fundamental human right of affordable and secure shelter for all. As well, governments must begin to recognize public housing as a resource vital to the protection of this basic human right. This recognition must be substantiated in efforts to ensure the long-term viability of the public housing stock, with attention to modernization, redevelopment of distressed sites, and quality of life and crime prevention programs.

Many crime prevention programs in public housing communities across North America and Europe have demonstrated significant gains in reducing levels of crime, violence, and substance abuse, and have proven to be cost-effective strategies versus hiring more police or private security.

Report on Habitat II

The purpose of Habitat II (The City Summit) is to bring about adequate shelter for all and sustainable human settlement development in an urbanizing world.

Crime has a tremendous impact on the sustainability of cities. It negatively affects all facets of a city's livelihood. The City Summit is concerned with urban crime and has made it part of its agenda. The International Centre for the Prevention of Crime is tasked with spearheading a best practices workshop at the City Summit, which will bring together best practices from across the world in preventing urban crime.

Discussion focused primarily on the need for a greater emphasis to be placed on urban security in the Habitat II Agenda.

Next Steps and Recommendations

Three key next steps and recommendations were identified to further discussion and action on safer social habitats. First, submission of the meeting's findings to Habitat II. Second, the establishment of an ad hoc working group, consisting of representation from Canada, the U.S., and Europe. Third, the holding of a follow-up meeting in Rennes, France.

This report present a summary of the panel presentations, participant and panelist discussion, and the key findings of the meeting. Four appendices are included at the end of the report: the meeting program, a report on "La Petite Bourgogne", a list of key sources with contacts, and the list of participants in attendance at the meeting.

FOREWORD

Irvin Waller, Director General
International Centre for the Prevention of Crime
Montreal, Quebec

I am pleased to welcome all of you to the "Safer Social Habitat" ("Un Habitat Social plus sûr") meeting here in dynamic, multi-cultural Montreal. We are grateful to the Canada Mortgage and Housing Corporation for the support they provided to stage this important event and work towards safer public housing communities in Canada and abroad. The Société d'habitation du Québec provided generous local support.

This meeting is the first step in a longer-term initiative of the European Forum for Urban Safety (EFUS) and the International Centre for the Prevention of Crime (ICPC) to harness internationally the practical know-how from housing agencies, civil society, and crime prevention practitioners to improve the quality of life in and around housing communities by reducing crime and violence.

With the exception of modest slow downs in reported crime in some industrialized countries in recent years, the last thirty years have witnessed dramatic increases in the rates of violent and property crime. Street and household crime create loss, inflict physical and psychological wounds, undermine the safety of neighbourhoods, and take lives. The efforts to stem the tide have been insufficient, costly, and sometimes threatening to basic human rights.

Crime in public housing has warranted special attention. Scientific research points to higher levels of crime and violence in public housing and an increased risk of victimization compared with other populations. Higher levels of poverty, unemployment, and blocked opportunities for youth are just some of the factors associated with crime and criminality that are more prevalent in public housing communities. The spatial nature of these factors in public housing coupled with often inadequate services (e.g., day care, parenting programs, health care, youth recreation programs) and a lack of community cohesion are breeding grounds for crime and violence.

Many successes in preventing crime in public housing across the world exist; however, few are widely known and even fewer find their way into action on any extensive basis. These successes have come about through partnerships between agencies and citizens that influence the causes of crime or modify the situations that provide opportunities for victimization. It is hoped that over these two days we will identify other proven and promising practices in preventing crime and improving quality of life in public housing communities, and begin to put into practice on much wider scale what has shown to work.

Pierre Saragoussi, Advisor to the Assistant Executive Director
Société Centrale Immobilière de la Caisse des dépôts
Paris, France

You asked me to assume the "interpolator" function during the proceedings and I am honoured to do so. Although I am not an expert in crime matters, I will closely monitor what is said to be in a position to deal with the extremely delicate issue of safe housing.

James Taggart, Senior Analyst, Social and Economic Policy and Research
Canada Mortgage and Housing Corporation
Ottawa, Ontario

Canada Mortgage and Housing Corporation is pleased to be a sponsor of this international exchange focused on improving the safety and security of social housing. Freedom from fear is one of the most central aspects of a high quality of life and in this we have not only a mandate but a moral responsibility to act.

At the same time, we need to ensure that we offer a balanced response to concern over crime. We need to address the issues in the area of target hardening but not to the point of creating a fortress mentality. We need as well to foster a spirit of community through which local communities can act effectively to ensure the safety of all.

Frequently, we have seen that it is a concern over crime that prompts a group of social housing residents to organize themselves for action. From such core efforts have grown many impressive community organizations ready and able to take on a wide range of issues and, in the process, building their own capacity and contributing to the sense of self-worth of the participants.

We look forward to hearing of the experiences of others from across Canada and the United States and in Europe, and to learn from their lessons.

Claude Roy, Urban Planner
Société d'habitation du Québec
Montreal, Quebec

On behalf of la Société d'habitation du Québec, I wish to thank the ICPC for providing us with this opportunity to interact with such a diversified audience on matters involving social housing and urban security.

This interaction represents, for us, a unique occasion to compare our practices with those of other colleagues who have had, in the past, and who still today have to cope with increasingly intricate problems in this area as attested by the varying scopes of interventions by the municipalities participating in this meeting.

The Quebec approach, as we will see later on, focuses on prevention and on participation by the communities involved, although different due to the absence of high concentrations of social housing should nevertheless be compared to others to make us more aware of the importance of keeping housing units in an adequate and safe environment.

Michel Marcus, General Delegate
European Forum for Urban Safety
Paris, France

Cities always need to learn from other cities: this is a network to clarify up certain problems. Four basic questions should be highlighted, bearing on the adaptation of rental management (sensitivity of housing units to insecurity) to different types of regulations:

(1) For the owners of social housing units, it is necessary to work in partnerships, to form local coalitions (what methodology to use? what institutionalization?).

(2) The implementation of defense strategies (situational prevention, prevention measures integrated in to construction details, what profitability for what level of efficiency) and appeasement strategy: opening up of social housing to the district.

(3) Financial liability problems increasingly borne by the owner: what should the limits be for the residents? How do residents contribute to combat insecurity and to what extent?

(4) Evolution of the trades: Social clause allowing builders to hire young people in difficulty.

1. PANEL OF CANADIAN CITIES

Chair: **Claude Roy**, Urban Planner
Société d'habitation du Québec
Montreal, Quebec

1.1 Presentations

Normand Bergeron, Director
Direction de l'habitation sociale
Société d'habitation du Québec
Quebec City, Quebec

La Société d'habitation du Québec is a provincial housing agency responsible for managing the social housing portfolio in collaboration with its representatives: municipal housing boards (650), non-profit organizations (365) and housing co-operatives (91).

It should be pointed out that social housing only accounts for 4.5% (82,833 units including 63 520 low rental units) of the total housing stock in Quebec, a situation which is quite different from that in certain European cities. In addition, the phenomenon of massive ghettoization has been avoided in Quebec due to the fact that there are no more than 30 projects with over 100 units intended for families. Indeed, families only represent 29% of the special client groups (49% seniors; 19% singles; and 4% special client groups). The client mix is heavily weighted to women (73%) and mostly singles (52%) with annual incomes in the $10,739 range (Can.) and paying an average rent of $225 (Can) equal to 28.4 % of their incomes.

The total annual cost of financing all these 82,833 social housing units (2,122 housing projects) amounts to $650 million (Can), 55% of which is financed by the federal government, 35% by the Province and 10% by the participating municipalities which pick up the tab for operating deficits incurred (expenses - revenues = deficit).

The entities responsible for the quality of life and security in the housing projects and for relations with the clients are the municipal housing boards, the non-profit organizations and the housing co-operatives. La Société d'habitation du Québec develops programs and supervises the standards whereas the federal government provides funds and sets national standards.

Security, as such, is thus a local responsibility although the provincial agency, the SHQ, is concerned naturally about the existence of harmonious relations in the social housing projects developed within its territory.

Normand Daoust, General Manager
Montreal Municipal Housing Board
Montreal ,Quebec

The Montreal Municipal Housing Board is mandated by the City of Montreal and the Quebec government to meet the needs of the residents of Montreal in terms of social housing. Since it was set up in 1969, the Board has built, or renovated, 18,000 units on 800 different sites in the various districts of Montreal and housed some 30,000 tenants. The Board manages a few large scope projects with 200 units and more including "les Ilots St-Martin" in the la Petite Bourgogne district which has 313 units.

As for the crime issue, the Board has adopted distinct strategies vis-à-vis projects intended for families and those for seniors given the different problems to be faced.

In its strategy for seniors, the Board undertook, in collaboration with Tandem-Montréal, an agency concerned with the preventive component of urban security, an operation called "Trois fois rien...je dors bien" which was designed to make the population more aware of the need to protect themselves against theft. This involved the promotion of concrete habits such as locking doors and checking the identity of visitors which indeed made people feel safer.

The situation in family-oriented projects, however, is more difficult without being alarming, especially in the larger projects. Most of the offenses here involved vandalism, noise making, over-consumption of alcohol, drug trafficking and sometimes prostitution which creates a general climate of violence and insecurity for the tenants. Most of the offenses are committed by adolescents and young adults (20% of the Board's clients are in the 10-24 year old category). This increased climate of violence can usually be explained by a high school drop-out rate, the hopeless situation in which youth find themselves, unstable family situations and poverty which is observed everywhere.

The Board thus developed a series of measures focused mainly on getting people to take charge of their own lives. The Board encourages the formation of tenant associations, the setting up of youth homes in rental buildings, the organization, in collaboration with the CLSCs and people working on the streets, of information sessions and joint action with the people involved.

The ten or so youth centres set up are making it possible to stage cultural, sport and community activities. Young people can get to know each other, become involved in interesting projects and the crime rate is reduced accordingly.

The Board has always stressed the necessity for people to take charge of their own lives and to integrate into society, all this in view of offering a better quality of life for our tenants.

Pauline Gingras, President
Quebec City Municipal Housing Board
Quebec City, Quebec

The Quebec City Municipal Housing Board is responsible for managing over 4,000 social housing units spread over 58 projects. Its mission is to provide low-rental units to low-income people in its territory. Most of these units are occupied by seniors followed by women-headed single-parent families.

The main security problems experienced occur in the family-oriented projects and involve vandalism, drug traffic or the sale of other illicit substances, and prostitution. All this has the effect of creating a climate of insecurity among the tenants and the feeling that they are losing control over their environment.

The Board used a preventive intervention strategy in the action it took with the end result that no social housing project is currently experiencing major crime problems and no project has the reputation of being less safe than the surrounding community.

Thus the Board's community services component has, over the years, promoted the tenant integration concept (resident janitors, references for security, maintenance tasks) in the activities occurring in its buildings.

The Board's intervention strategy also promotes the formation of tenant associations, partnership and immediate resolution of complaints.

If an emergency situation occurs or if control of the building is threatened, the Board intervenes in collaboration with the tenants, the police and security departments, and proceeds with the required measures (eviction if necessary to put back in place a prevention and consolidation plan in collaboration with the residents.

The Board also successfully experimented with the idea of setting up youth homes as a tool to reduce the crime rate, all this in a close spirit of collaboration.

Sheila Scarlett, Acting Director
Security Department
Metropolitan Toronto Housing Authority
Toronto, Ontario

The Metropolitan Toronto Housing Authority (MTHA) is one of the 56 agencies managing low rental housing in Ontario and is the largest in Canada with 33,000 units under its responsibility. The MTHA, in addition, provides housing for over 125,000 people.

Its main mission is to offer safe, good quality and affordable housing within its territory.

The housing stock is quite diversified going from large, high density projects to suburban row houses. Thus the Regent Part project contains 1,357 social housing units. This is the largest complex of its kind in Canada.

For the MTHA, promoting self pride, personal responsibility for one's condition and the feeling of belonging is a priority. The MTHA works in close association with its client groups which are multicultural in character (50 different spoken languages) made up, for the most part, by single parent families where the mother is the household head.

Over the years, the drug traffic problem and its consequences on the surrounding community have become major threats for MTHA residents. The other problems associated with security are prostitution, vandalism and loitering in residential buildings. It is thus in view of solving these problems and of ensuring a safe and healthy environment for its residents that the MTHA in March 1991 launched a vast operation to reduce the crime rate called "Safe Neighbourhood Initiative" (SNI). The SNI's objective was to reduce the crime rate in the eleven largest real estate projects and subsequently, based on this experience, to extend the concept to all MTHA projects.

Broad consultation and comprehensive planning preceeded the implementation of the SNI itself and this was effected to ensure that it garnered the support of the residents in the community. This action, first and foremost, would involve an analysis of the risks of crime and disorder of all sorts conducted by the residents and the police department in view of establishing action priorities and agreement by all the stakeholders.

The program focused on three key intervention sectors: community development, basic security and improvements in project designs. The SNI was co-ordinated by the MTHA Security Department and staff from other departments including the Departments of Recreation and Interracial Relations which worked along with the residents and the social services in the eleven communities involved in the project.

Certain initiatives advocated included in particular, the installation of closed circuit cameras, the implementation of recreational activities for adolescents and children, physical adaptations to buildings and to landscaping to increase self-surveillance, reinforcing municipal by-laws and finally a more mobile security component, all this in conjunction with the residents.

The first result of these efforts was an appreciable increase in a general feeling of safety throughout the communities targeted as confirmed by the MTHA staff and residents. More detailed information on this integrated security effort is available in two MTHA publications identified in Appendix C: *Making our Neighborhoods Safe* (MTHA, 1992) and *Reclaiming Urban Neighbourhoods*, an evaluation of the MTHA Safe Neighborhood Initiative (The Research Group, 1993).

Clara Freire and Yollande Lalonde
Sudbury John Howard Society
Sudbury, Ontario

The John Howard Society is a community organization with the responsibility to understand and to combat the problem of crime as it relates to the legal system as a whole. The Society's prime mandate is crime prevention through various services, community education, suggestions for reform, and lobbying efforts with the authorities involved.

Toward the end of the 1970s, as a result of concerns for rising crime rates and a sharp increase in fear among residents, the police together with elected representatives and civil servants from a number of government agencies accelerated discussions in view of measures on Second Street in Sudbury where the pubic housing project Birkdale Village was located.

The John Howard Society handled this problem successfully by, in particular, working on setting up a park located near the housing project. In 1980, the John Howard Society opened a day centre intended for the residents of Birkdale Village and called it "Our Place". The centre thus offered a series of programs and services for the project residents such as leadership training, financial planning, coaching and advice for needy families. In 1989, the centre was completely controlled by the residents themselves and the public housing project.

The centre made it possible to increase a feeling of pride among the young people in the community. False fire alarms and arson decreased rapidly once the centre was up and running.

In 1990, proud of its initial success, the John Howard Society extended its crime prevention effort to the nine other communities in the city. The enhanced program, called "Crime Awareness Program" or "Crime Awareness and Prevention Service" is focused on education and prevention and targets young people between 5 and 16 years old and their parents.

The Society promotes personal contact with needy residents and assigns a representative from the tenants association to this task. A number of the subjects addressed under this program involve increasing awareness of the danger of AIDS, of shoplifting, of alcohol and drug consumption and the necessity of good eating habits. At the end of its first year, the program had already helped hundreds of young people and people close to them.

1.2   Summary of Discussion

In spite of the diversity of the experiences related by the members of the panel and in spite of the wide range of project sizes discussed, one common point was identified in the presentations - the importance of tenant involvement in the implementation of measures and programs designed to prevent crime.

The participants discussed the involvement of tenants which seems essential for low-income clients whose days are taken up trying to solve the multiple problems that they have to cope with.

According to some participants, we do not require sufficient availability and involvement by the more financially secure residents.

Are the residents always responsible for everything related to the security of their habitat and in their milieu? It is acknowledged, however, that their involvement in the decision making process helps reduce short and long term criminality. Their participation must be backed up by the project manager, however, and not be effected unilaterally with the community.

The effort invested in mobilizing and supporting participation must be innovative and no one should feel excluded. This involvement by the residents, in addition, helps to reduce the hesitancy which exists to denounce crime and takes the edge off victimization thus allowing for better use of the services offered and the ease with which the need for new service can be identified.

The participants then raised the issue of the existence of a concrete and structured framework to support/facilitate resident participation in the proposed interventions. It was noted that among the participants on the panel, Toronto's MTHA has formalized such an approach to attain its objectives.

Finally, we distinguished between punitive approaches and those based essentially on prevention: in light of the presentations, it seems that these two contrary visions are in fact complementary to be used depending on the nature and the gravity of the problems experienced by the building managers.

2. PANEL OF AMERICAN CITIES

Chair: **Caroline Samuels**, Research Associate
Council of Large Public Housing Authorities
Washington, D.C.

2.1   Presentations

Bill Crown, Housing Director
Knoxville Community Development Corporation
Knoxville, Tennessee

The Knoxville Community Development Corporation oversees the management of more than 4,000 public housing units, as well as the "Rental Assistance Program", which includes close to 1,600 additional units.

To address a wide range of crime and disorder problems and fear of crime in Knoxville's public housing communities, the Corporation launched a "Safer Neighborhoods Program". The program focuses on four key areas: crime prevention through environmental design, law enforcement, alternatives to crime and drugs, and employment and educational opportunities for youth.

Efforts to prevent crime through re-designing the physical environment include street closures, fencing, security screens and re-enforced steel doors, and a street leasing program. The law enforcement component of the program includes such measures as a bike patrol unit, a "no trespass" program, and increased police presence during the night. Alternatives to crime and drugs focus predominately on children and youth. Boys and Girls Clubs of America, Scouts of America, Sisters of the Rainbow, recreation centres, and full social services units are just some of the many programming efforts offered in Knoxville's public housing communities.

The "Junior Apprentice Program" is one of the main employment opportunities available to young people living in public housing. At ages 12, 13, and 14, boys and girls can take part in a number of after-school apprentice programs designed to build skills in a number of fields. At age 16, they are eligible to be hired as part-time employees to work for the housing community in which they live. The "Future Program" provides these young employees with the opportunity to attend college or after-school programs, with funding made available by the Community Development Corporation. Self-esteem and skill building are central components of this program, which help youth avoid coming in conflict with the law.

Vera Franklin, Director
Resident Initiatives Department
Norfolk Redevelopment and Housing Authority
Norfolk, Virginia

The Norfolk Redevelopment and Housing Authority (NRHA) provides housing, redevelopment, and conservation programs to the City of Norfolk, Virginia. The NRHA is responsible for the management of 4,079 units of public housing, 1,992 units of assisted housing, and 374 units of

low/moderate-income home-ownership.

In an effort to address high crime levels in Norfolk's public housing communities in the late 1980s, a comprehensive, community-driven crime prevention program entitled "Police Assisted Community Enforcement" (PACE) was established. Initially piloted in public housing communities and selected private neighbourhoods which were high density and had a range of social factors conducive to breeding crime (now city-wide), the PACE program set out to develop a viable partnership between citizens in the public housing communities and other communities faced with similar needs. PACE embodies the premise that a community's best chance for reducing crime and mitigating the fear of crime is by mobilizing and coordinating key public, private, and voluntary - with emphasis on citizens - groups to work on quality of life issues.

Membership of the PACE team includes critical city agencies - schools, social services, mental health, health, housing authority, recreation, police, environmental health - and resident management leaders, civic leagues, and churches. PACE is implemented through the Support Services Committee, the Family Assessment Services Teams (FASTs), and the Neighbourhood Environmental Assessment Team (NEAT).

The Support Services Committee is the key policy-making body, which appoints ad hoc sub-committees to look at identified problems. FASTs, which include residents, address the needs of multi-problem families and serve as a vehicle for information sharing and problem solving. The team calls upon line staff from various agencies to carry out neighbourhood-based activities. NEAT is tasked with responding to environmental concerns in the targeted neighbourhoods, such as vacant and dilapidated housing, abandoned vehicles, garbage, and overgrown lots.

Highlighted was the implementation of the PACE program in the public housing community known as Diggs Town, which has a total of 426 units. Based on a detailed analysis of the problems facing the community and active resident participation, a combination of physical re-design and social interventions were implemented. Some of the key physical measures included improved street lighting, fencing, and the addition of porches to each unit which improved natural surveillance. A family self-sufficiency model delivered by the local social services agency and the housing authority empowered residents to overcome the lack of incentives to participate in government-backed programs designed to overcome a reliance on social assistance, for example. As a result of these efforts, a renewed sense of pride and ownership was instilled in the residents, as well as a noticeable decline in the levels of crime and the fear of crime.

Kenneth J. Finlayson, Principal Associate
Institute for Law and Justice
Alexandria, Virginia

This presentation focused on reducing crime in public housing in the City of Jacksonville, Florida. The presenter was a former director of the housing authority in Jacksonville.

The Jacksonville Housing Authority has 3,000 conventional public housing units in 17 communities. The largest community has over 600 units; the smallest 18. Police work closely with the housing authority and occupy an office in one of the public housing communities.

On-site police engage in traditional community police activities and utilize bike units to patrol the areas.

A number of myths were uncovered in attempting to reduce crime in public housing in Jacksonville. The first myth is that crime is inherent in low-income communities. It was found that crime is instead socialized into public housing and, as such, can be socialized out, implying a process. For the Jacksonville experience this process was used to re-engineer public housing operations. It was acknowledged that crime impacts on every aspect of housing operations; consequently, when viewing crime as a process, the reduction of crime can enhance the performance of all operating sectors of public housing.

It was learned in Jacksonville that status quo residents - those which make up 90 percent of all residents, the other 10 percent being divided equally between those who commit the crimes and those who are pro-socially active in creating positive change - control the crime reduction process, but were unwilling to involve themselves in this process for a host of reasons (e.g., fear of reprisal for "snitching"). To engage these residents the housing authority changed its mindset and approach to crime. First, the housing authority took responsibility for eliminating crime. Second, all admissions and occupancy policies were redesigned to accommodate the new mission statement: "There will be no crime in public housing." All the players had joined the policy redesign: legal aid, housing managers, police, social workers, and residents.

One simple but critical aspect of the new procedures was to require housing managers to interview families if they had heard any rumours about a family member's misconduct. The police, on the other hand, responded to management, not calls for service. A list of known problem families was developed and the police began intensive interdiction strategies: buy-bust, undercover surveillance, bike patrol, and other creative tactics. With the first few evictions, status quo families soon realized that it was better to "snitch" on their neighbour because management would have a chance to solve the problem before the police did.

It was found that crime fell rapidly, with little or no drug dealing in all 17 communities where before it was considered commonplace. The important result was that at this point the housing authority could focus on reducing unit damage, grounds problems, unit maintenance turn-around time, maintenance costs, reduce vacancies, and stabilize modernization work. The quality of life improvements empowered the residents to participate in the improvements and staff became enthusiastically involved in participating in radical functional changes to improve the performance of the agency. In one year, the performance of the Jacksonville Housing Authority, as measured by the U.S. Department of Housing and Urban Development, increased from 32 percent to 72 percent.

Marisa E. Jones, Executive Director
Neighborhood Justice Network
Boston, Massachusetts
Myrna Rodriguez, Director, Community Initiative
Boston Housing Authority
Boston, Massachusetts
Jennifer Haynes, Manager
Franklin Hill Public Housing Development
Boston Housing Authority

The Neighborhood Justice Network (NJN) is a privately funded, non-profit agency, dedicated to improving public safety and the quality of life in Boston neighbourhoods. As the technical assistance and training centre to over 500 local agencies, NJN provides the expertise that enables neighbourhoods to build and sustain active neighbourhood organizations to work with the police, city agencies, the courts, and others, to achieve solutions around public safety and crime prevention.

In the fall of 1994, NJN launched "Operation Outreach", an innovative crime prevention initiative designed to reduce crime in specific high crime neighbourhoods in three communities in the Boston area. Operation Outreach uses teams of experienced outreach workers, accompanied by collaborating social service/city agencies, which provides outreach to residents via door-to-door campaigns to develop, in partnership with the residents, innovative ways to:

- break the apathy, fear of crime, and isolation felt by residents;
- reach each resident, identify and address their crime quality of life concerns through existing resources, services, and coordinated civic action;
- institute a method of accountability to ensure proper delivery of social services and resources to high crime areas;
- bring about a visible change and accomplish concrete solutions to crime concerns; and,
- activate a new constituency of crime prevention activists (e.g., residents who have never been a part of crime prevention and community activism, but are most at risk of victimization).

Research carried out by Operation Outreach in one of the public housing communities (Franklin Hill) identified three key issues: (1) the need for aftercare programs for children between the ages of 6 to 12 to avoid recruitment by youths and adults for drug activity; (2) the need for job opportunities for youth between the ages of 15 to 21, when many join criminal gangs; and (3) drug activity is the primary concern of residents. Highlighted below are a number of key events that took place in the Franklin Hill public housing community to facilitate addressing these needs and concerns in an attempt to reduce crime and improve quality of life.

Resource Fair. In conjunction with the Franklin Hill Tenant's Task Force and the Suffolk County District Attorney's Office, Operation Outreach brought together over 30 social service agencies and 90 residents in an effort to link them with available community resources, which included education, health care, substance abuse treatment (e.g., detoxication beds), child care, and aftercare programs.

Come to a Barbeque and Get a Job. Targeted during non-traditional working hours, youth were invited to a job fair and free dinner. Over 200 youth attended and 43 were connected to job opportunities and job training.

Building Captains. Through outreach efforts 36 residents were recruited for building captains to assist in crime prevention efforts. Training was provided in the areas of community empowerment, building maintenance, conflict resolution, and basic strategies for effective crime prevention.

2.2   Summary of Discussion

Discussion focused on the perception versus the reality of crime prevention programs in U.S. public housing and the need to focus on the institutional problems of crime and violence, not the individual (resident).

In many parts of the world there is a strongly held view that "nothing works" in U.S. public housing to address crime and violence. Many European participants were surprised to learn of the many promising practices being carried out in U.S. public housing. It was noted that most public housing in the U.S. is well run and research studies often use an unrepresentative sample of housing communities, hence giving a distorted view.

It was agreed that there is a tendency to focus on the surface problems in public housing, those most visible, which in most cases involve a call for the eviction of residents and increased security and police presence. It was noted that efforts to identify residents' needs and concerns was one of the fist steps towards moving beyond an individual focus. Programs which focused on crime prevention through social development and education show some of the greatest benefits to housing communities, in the short- and long-term.

3. PANEL OF EUROPEAN CITIES

Chair: **Clotilde Tascon-Mennetrier,** Program Director
European Forum for Urban Safety
Paris, France

3.1   Presentations

Marlene Goeffers and Els Nijekens
Housing Department, Gand City Hall
Gand, Belgium

The City of Gand provides social housing to the most vulnerable among its population which includes single parent families, large families, low income seniors and those living in sectors where housing is scarce. In Gand, 11% of the housing stock are social housing units (12,000 units, 2,000 of which belong to the city) compared to 5% in the Flemish region. The waiting list at the present time has approximately 9,000 people.

To meet the increasing demand for social housing, the city decentralized, in the six districts, its "housing stores", the place where you go if you have questions about housing and where you can sign up for social housing or obtain any other piece of pertinent information.

A "social" rental agency was also set up: the city rents private houses and looks after the renovation work in return for a very modest rent.

Although the crime rate is not very high in Gand, a feeling of insecurity does exist which the city attempted to deal with by setting up neighbourhood contact committees the goal of which is to openly discuss problems which may arise between different cultures, to plan various activities designed to reduce prejudice, to concretely identify problems and to come up with solutions to them. This structure made it possible for the residents to work better together and to break down intercultural barriers between new arrivals and the traditional local population.

To repatriate the group of young cast-outs in housing projects in Gand, the very group which had the reputation of contributing to increases in the crime rate, the city hired ten social (street) workers to provide services and to reach out to these young people where they "hang out" (e.g, building entrances). These workers try to gain the confidence of these young people, they organize activities for them and assist them in solving their problems. The goal of this intervention is to direct these young people to existing organizations which can help them. It is in this way that the City of Gand intends to prevent vandalism and various forms of aggression in the underprivileged sectors

Salvatore Palidda, Sociologist
Citta Sicure
Bologna, Italy

In Italy, with a few extremely rare exceptions such as the Emilie-Romagne (Bologna), problems of urban security have never attracted much attention either in terms of national or local politics unless major problems develop (social struggles in the seventies, terrorism in the eighties, organized crime). Urban security problems were ignored until the nineties when local government officials had to become involved in the absense of any national policies. As a rule, the crime problem tends to be glossed over by blaming it all on the phenomenon, immigration or on delinquency.

At the present time, the urban security crisis is expressing itself in virulent terms in a number of large cities (Turin, Gênes, Milan) in the industrial triangle where the transition to the post-industrial society occurred at a time when the traditional forms of social life and control were collapsing. In this context, very little was done to counter the deterioration of the urban foundation. Thus, insecurity swept over both the poorer districts with a high concentration of social housing as well as the so-called better off districts, although the media were much quicker to condemn the situation in the poorer areas.

In the latter, we find a high concentration of social problems as well as chronic unemployment, seniors without financial means, mentally disabled, drug addicts and abandoned children. To this has to be added a chronic absence of social housing. In Milan alone, there are some 100,000 social housing applications to be processed. Young couples are having trouble finding housing. Many families have to live in very cramped quarters in the same unit. In Italy, a million tenants are threatened with eviction because they cannot come up with the rent. In 1993, there were two and one-half million homeless people in Italy. The absence of any political direction as to renting vacant units and the absence of any plan to build affordable units is the direct cause of this profound malaise.

Social housing agencies have felt the negative effects of the political currents and a trend to manage the allocation of housing on political grounds. Moreover, an accentuated deterioration of the housing stock and the absence of social services has created a large malaise in social housing quarters.

In the absence of adequate responses to urban malaise in the large cities and subsequent to the negative effects of urban interventions which succeeded in making the cleavage between the social classes even wider, there seemed to a a short circuit in the security system which led to the identification and marginalization of the problems as being those of the poorer classes and immigrants, two groups which quickly became the scapegoats. This desire to find guilty parties and to exclude them and to distinguish between the "good" and "bad" citizens, all this fuelled by local press coverage, only served to accentuate sentiments of fear and insecurity.

One group of local authorities was tempted by interventions to identify the parties responsible using disorder to create a consensus. It can be said that, in general, local authorities appeared helpless and unable to come up with any articulate strategy to cope with the problem. Understand

first and act secondly is something that still has to be learned, it would seem, when taking on problems of urban life, including urban security.

In this context, the fact that the project was implemented in the Emilie-Romagne region represents a positive element. This region enjoyed relative social and political stability which inoculated it, so to speak, against disruptive social disorders. In addition, there was the presence of a university group concerned by the safe city issue. The "Sicurezza e Territorio" (security and territory) magazine became a form for reflection on this issue advocating a democratic approach to the problem.

A program called "Safe Cities" was thus implemented in the Emilie-Romagne area to deal with the multiple facets of the crime problem. A Task Force was set up to implement and operationalize the "urban security" concept and to initiatie an efficient democratic approach in the implementation of crime prevention measures in the cities in the region. In Italy, local communities have authority in matters of health, social housing, social services and municipal police but not over security. The project was designed to develop a law recognizing local authority in this area.

Thus, to achieve a better understanding of violence in the school and to identify the need for prevention programs in the schools, the City of Bologna recently launched a research project in collaboration with the universities, schools, local and government agencies. The aim here is to provide an integrated and global vision of the real world which young people have to face both inside and outside the school environment.

Given the radical changes occurring in the urban fabric producing negative effects in terms of the crime rate and disorder of all sorts (abandoned houses attracting the homeless, for example), effort was invested in revitalizing the city core. Efforts to meet the problems of peripheral areas were also included in these concerns. A major portion of the program was aimed at assisting immigrant populations in finding schools, housing and social services which are available to them.

Bologna's project is part of a global intervention framework designed to put in place a context where local communities will be given rights and authority in terms of regulating urban security, in a real climate of co-operation between the various government levels and the local level. Moreover, although it is just getting underway, the reflection exercise initiated in Emilie-Romagne is clearly intent on achieving one prime aspect of the undertaking, e.g., increased awareness of the importance of the urban plan and of the consequences of decisions relating thereto and the crime rate in the city.

Tim Kendrick, Director
Crime Prevention Department
Lothian Regional Council
Edinburgh, Scotland
David Hunter, Manager
Housing Department
Edinburgh, Scotland

Tim Kendrick's presentation dealt with the more global context and the social nature of crime and of its particular charactristics in the Scottish context and specifically in Edinburgh whereas David Hunter's paper zeroed in on the role of social housing managers.

According to Mr. Kendrick, the crime rate in England and in Wales is three times higher in social housing than elsewhere in the private housing stock. Indeed, a recent study conducted in 1993, by the Department of the Environment and published under the title *Crime Prevention on Council Estates* (Appendix C) revealed that the most successful intervention methods in this area include the following elements :

* a comprehensive planning process and collection of data likely to inform us as to the development and improvements observed;
* changes in types of management which include the location of the services offered;
* the presence of various depatments and agencies which work jointly to come up with common responses;
* the existence of an organization or agency acting as an intermediary between the targetted residents on one hand and the other agencies on the other, and acting as a catalyst for the effort needed;
* the implementation of various measures including modifications in project design, local management initiatives, concrete security measures, social interventions and measures concerning young people in particular;
* extensive consultation with the residents; and,
* the existence of budgets earmarked for measures to promote security.

In Scotland, the link between crime and social housing has never been evident in that crime has been observed throughout the municipalities. It should be pointed out, however, that the crime rate is lower there than it is elsewhere in the rest of Great Britain.

To effectively address the crime problem, the accent will have to be put on how, in the cities, the range of crime prevention activity has been broadened to take in both the public and private sectors in a united approach stressing inter-agency collaboration.

David Hunter's presentation dealt in particular with the link between crime and social housing. Thus, in Scotland, nearly half of the households live in social housing units. In Edinburgh, the Housing Department is the largest landlord since it houses 30% of all the households. This social housing agency has even increased in size as its role was extended to include social issues such as crime and security.

In the eighties, efforts to reduce crime in social housing were concentrated on physical improvements with some relative success (reduction in open space, safer designs, more private spaces) but contributed very little to treating the deepseated social causes of crime.

The current approach is not limited solely to physical improvements in housing projects but also includes changes in management as such. The residents are encouraged to become involved and to work closely with the Wester Halles Board representatives and this Board has set up a network of 27 resident boards with which frequent meetings are held. Similar terms and conditions of participation are to govern the other boards.

Changes in social housing management may involve for example:
- setting up 24-hour surveillance systems;
- co-ordination between social services and the police;
- setting up a mediation committee;
- setting up of tenant management co-operatives; and
- legal recourse and a ban of certain activities and the use of professional witnesses to denounce extreme cases.

A certain number of these initiatives are aimed at assessing the extent to which resident involvement as a whole concretely reduced criminality. Moreover, it seems clear, regardless of social housing's future, that it is becoming essential for housing managers to show sensitivity to social realities and to facilitate greater control by communities over their living environment.

Another fundamental element is the necessity for housing managers to dispel the fear of crime which has impregnated projects and thus give them new confidence in their own and in nearby communities. A recent study showed in fact that the residents of Wester Halles thought their community to be safe but believed others to be threatening in terms of security.

Josep Lahosa Canelas, Director
Technical Commission for Urban Security
Barcelona, Spain

The City of Barcelona has gone through major changes on political and social levels and in terms of its urban planning which makes it a reference point in this regard.

Over the last few years, Barcelona's social fabric has been modified substantially. Young people and women, in particular, have started to use the city in quite a different manner. The return of women to the labour force has meant a much more extensive use of public places. It thus became urgent to provide better security to the residents of Barcelona all the time and especially in the evening.

Barcelona and its metropolitan area, in the recent past, have had to deal with protest movements criticizing the habitat and urban planning. This is why, over the last few years, sustained effort has been invested in equiping and improving the quality of life in the urban districts.

Urban planning operations thus have to be designed to create links between the various districts in the city and to put an end to isolation and ghettoization (opening up of streets, setting up of parks and services). Public spaces must be built with an eye to promote use by the residents themselves.

Thus, the installation of equipment and the development of projects must be guided by more than mere technological concerns. Effort must be invested to see that the community benefits from this work. The community must feel that it is an active party to these undertakings both while the work is being done and afterwards to avoid feelings of insecurity and marginalization.

Two examples illustrate the concrete application of these principes in Barcelona. In the "Ciutat Vella" district, the city intervened in a joint manner. This was a run-down sector in Barcelona with an aging population and with a high proportion of illegal immigrants.

In the other intervention sector, there was a large youth cohort and a large volume of social housing units. This is a peripheral sector where the residents do not have the impression of being part of a modern and cosmopolitan city.

In these two very different sectors, the common challenge is the necessity of involving the residents and to work with them in dealing with their real world and of improving the perception they have of the relation between the residents and their living environment.

In the "Ciutat Vella" district, the intervention was aimed at reducing the population density and at multiple interventions on the urban lanscape (green space, public places, etc). Moreover, major cultural installation changed the sector's physical aspect (Barcelona Centre of Modern Culture, Faculty of Social Sciences, "Pompeo Fabra" University).

In the peripheral sector, the city used the installations set up for the 1992 Olympics and redistributed them throughout the various sectors of the city to ensure that the city core not be the only district with energy and cultural vitality.

In a word, the urban planning system in Barcelona is aimed at creating a sense of collective ownership and enjoyment facilitating the promotion of a spirit of tolerance and liberty in a context where residents in the districts develop a stronger feeling of belonging.

Djellal Abder, Municipal Councillor, délégué à la politique de la Ville
Grenoble, France

The first concerted measures taken in Grenoble occurred in 1989 in Villeneuve which represented a model socio-community animation experiment when it was carried out.

Thus a permanent observatory of population patterns was set up where the main goal of which was to rebalance the social mix of the population by managing how social housing units are granted.

After a few years of work, a different approach has been observed as pertains to the policy controlling the granting of social units in which the district's stakes and future are taken into account. Certain district intervention practices were modified without drastically changing the district's social mix.

Some people still hesitate before moving to la Villeneuve due to its bad reputation (district's image, deterioration, dirty). And some tenants in this area are also moving out for the same reasons.

Thus, simultaneously with this measure, improvements were made to the way tenants were received in this area and knowledge about the state of the housing units. Thus, a rehabilitation operation was initiated which was not alone sufficient to change the district's image. Concerted and global measures are essential to rectify the current situation.

With the la Villeneuve experience under our belt, and subseqnent to signing the city's contract, the intervention was extended to other districts in Grenoble.

The global strategy consists of identifying population patterns in each district and the areas or sectors where interventions are required.

At the present time, population studies have been conducted in two districts (Village Olympique and Teisseire), and a specific request was executed in another district (Châtelet) and work is continuing in the districts in the city.

Village Olympique and Teisseire
Common features identified in these two districts were clearly evident even if major differences remain between them. Social fragility and increasing levels of poverty generate major problems, in particular:
- neighbourhood relations caused by the concentration of families in difficulty. People with mental health problems in Teisseire;
- loitering by young people in certain buildings;
- maintenance and cleaning which leave to be desired;
- general deterioration of the living environment; and,
- excessive population density.

For these reasons, there is virtually nothing to attract new tenants to these districts and those who do move in are those in precarious situations. Residents find it increasingly difficult to identify with their districts. A global approach became necessary to deal with these multiple problems.

Better maintenance management is imperative but this raises the matter of additional costs to be incurred. Involvement by the "Régies de quartier" (district boards) in this process is important. A specific approach is required to stop loitering by young people and to rehabilitate the housing stock.

For families in difficuty, two approaches are required. One consists of rehousing the problem families and the other consists of offering social support to the other families.

In general, there is a consensus on the need for better management of how social housing units are granted (standardization and uniform management of applications) and to identify the extent to which the applicants are aware of their social environment when their applications are being analysed.

Diversifying the units offered as well as a concerted approach vis-à-vis young people would also make it possible to improve the quality of life in these districts.

The Châtelet District
In this district, a large number of Gitans (gypsies) generates various problems such as:
* isolation of this community;
* conflictual relations with laws and institutions; and,
* difficulty of cohabitation with the community.

Thus, the city had to adopt a population management strategy the objectives of which are as follows: make the community better known and compare the situation in this district with other areas where similar problems have been observed.

In a word, the Grenoble approach must be district specific to meet problems which vary from one district to another but be sufficiently global so as to rally the support of all the stakeholders.

Stéphane Peu, Assistant Mayor
Ville de Saint-Denis
Saint-Denis, France

The municipality of Saint-Denis in the suburbs of Paris has 100,000 residents, 46 % of whom are under 30 years of age. It thus represents the city in France where, all things being equal, there is the highest proportion of social housing. In Saint-Denis, 30% of the residents are not French citizens.

The new social housing context in Saint-Denis, as is the case elsewhere in France, means that due to increasingly restrictive regulation, the average salary earner is gradually being excluded from social housing. This, at a time when access to social housing is becoming more and more difficult.

At Saint-Denis, the emphasis was put on getting people back into the work force, with young people being the priority in view of combatting crime. Youth associations were also set up in social housing properties to help in opening up the labour force to young people.

One major observation to note based on experiences in this matter is the failure of repressive measures to combat crime.

3.2   Summary of Discussion

Given the time constraint, it was not possible to exchange views on the presentations made by this panel. It was possible, however, to highlight convergent elements in the different presentations.

There seemed to be a consensus on the necessity to act simultaneously on the whole range of factors affecting urban security, in consultation with people in the districts.

This intervention must involve both corrective measures for difficult situations as well as preventive measures.

Concerted action must also be taken by combining the practical hands on approach in relation to specific districts with broader reflection in terms of the city itself.

4. PANEL ON NATIONAL HOUSING POLICIES

Chair: **James Taggart**, Senior Analyst, Social and Economic Policy and Research
Canada Mortgage and Housing Corporation
Ottawa, Ontario

4.1   Presentations

Karla Skoutajan, Co-op Management Officer
Co-operative Housing Federation of Canada
Ottawa, Ontario

Founded in 1968, the Co-operative Housing Federation of Canada (CHF Canada) is the organized voice of the Canadian co-operative housing movement. CHF Canada is a non-profit, co-operative association that is owned, controlled, and financed by its members. CHF Canada members include the direct membership of over 700 housing co-ops (more than 45,000 households) in all provinces of Canada except Quebec where housing co-ops are represented through their local federations. The majority of housing co-ops are located in urban areas.

Co-operative housing is a unique form of community-based housing where the residents collectively manage their housing. Residents are members of the co-operative and run the co-op by implementing the international principles of co-operation. Families in co-op households are twice as likely as other Canadian families to have incomes below the poverty line. Co-ops provide housing to a variety of household types, with great diversity (e.g., new immigrants, mobility impaired, single parents).

Many co-ops have responded to safety and security concerns through making physical changes in the living space, developing rules about violence, and raising awareness through education campaigns. In the early 1990s, a housing co-op in Ontario established itself as a "domestic violence free zone". A by-law was developed to provide for the co-op to intervene in cases of suspected abuse. It also provided for subsidies to assist victims of abuse to stay in the co-op, as it was recognized that survivors of violence need their home and the support of their friends in a time of crisis. Over the last few years, CHF Canada has taken action to support the initiatives of housing co-operatives to implement similar by-laws and provide education about violence and its prevention.

CHF Canada is also active in working with their co-operatives in the set-up of conflict resolution and mediation schemes, often linked with community-based organizations offering these services. A number of co-ops across the country have carried out innovative crime prevention measures to address crime and feelings of insecurity. In Saint John, New Brunswick, a co-op renovation project reduced high levels of crime and disorder using physical design changes and partnerships with the larger community and police. A co-op in downtown Toronto set up a security committee and carried out a comprehensive safety audit to guide its crime prevention efforts. Improvements to the physical space, by-laws to address violent behaviour, and education programs helped improve the quality of life of residents.

Patti Pearcey, Co-ordinator
British Columbia Coalition for Safer Communities
Vancouver, British Columbia

The British Columbia Coalition for Safer Communities is a non-profit organization committed to making communities safer from crime. It fosters crime prevention in communities by promoting public interest in building safer and more sustainable communities, encouraging municipal, provincial, and federal crime prevention strategies which address the root causes of crime, and assisting communities through inter-agency collaboration.

The question was posed: Why become involved in trying to make social housing safer? Some of the reasons are linked to residents of social housing being more at risk of victimization. There is a greater proportion of single parents whom, for a number of reasons, are not always able to supervise their children, and are more likely to have insufficient access to basic health care because of unemployment and lower incomes. The most successful approaches to preventing crime and delinquency in social housing communities have been found to include such things as a focus on a ground-up approach, utilizing a community-based model, the involvement of all stakeholders (e.g., residents, housing authority, police, social services, etc.), and a commitment by the housing authority and other governing agencies to basic policies of prevention (e.g., no housing of convicted pedophiles where children play, often unsupervised).

The Coalition, with funding from the Canada Mortgage and Housing Corporation, is presently carrying out a national and international research project with the objective of developing national housing related security guidelines or standards related to Crime Prevention Though Environmental Design (CPTED) principles. Research activities included the identification of key practitioners involved in the development of housing related safety and security based on CPTED, a 10 year review of the literature, and a review of the work carried out by these practitioners. A detailed questionairre to solicit information for the latter research activity was distributed at the time of the meeting.

Also discussed was a promising Vancouver initiative which set out to prevent crime in a housing community, drawing upon local resources and innovative schemes as part of an overall community development plan. A 1993 report produced by the Coalition (*The Evolution of the Stamp's Place Safety Committee: A Community Safety Case Study* - see Appendix C) documents the initiative's development and innovative measures designed to empower residents and engage widespread community participation and support to create a safer living environment.

Caroline Samuels, Research Associate
Council of Large Public Housing Authorities
Washington, D.C.

Founded in 1981, the Council of Large Public Housing Authorities (CLPHA) advocates on behalf of the special needs of its large public housing authority members, which own and operate 40 percent of the U.S. conventional public housing stock. Some of its core activities include working for: the preservation of public housing for low-income households; the provision for adequate funding for public housing operations, security modernization, development, and reconstruction;

the identification of solutions to address severely distressed public housing; and the improvement of security.

It was stated that public housing is a resource that the U.S. cannot afford to lose. According to a recent CLPHA newsletter, "almost half of all public housing units include an elderly and/or disabled family member. In fact, public housing serves far more elderly and disabled residents than other federal programs ... specifically designed for these populations."

Proposed fiscal year 1996 housing appropriation levels by both the U.S. House of Representatives and Senate fall dramatically short of the financial needs of public housing. At risk of funding shortfalls are operating subsidies, modernization, drug elimination, and redevelopment of distressed sites. On the fiscal cutting block is the anti-crime program of U.S. public housing authorities: "Public Housing Drug Elimination Program" (PHDEP). This will result in the loss of many prevention programs directed at steering young people away from crime, such as drug education, recreation, tutoring, and mentoring.

Demolition of distressed, high rise public housing buildings is receiving special attention currently as an approach to save in operating subsidies, security, and modernization funds. Another national policy that has received attention in the U.S. is the use of vacancy consolidations, which provide vouchers to current public housing residents as incentives to find housing in the larger community. Difficulties have resulted from the vouchers and/or certificates being of lower value than market prices for housing.

One cause for concern in public housing is brought about by inadequate policy attention to preventing mixed populations, particularly in buildings occupied predominately by the elderly. Housing shortages have meant the influx of other populations (e.g., single parent families, disabled, criminal element). In many cases, the elderly are placed at greater risk of abuse from residents with mental disorders and substance abuse problems.

Jean-Paul Guislain
L'Union Nationale des Fédérations d'Organismes d' HLM
Paris, France

Established in 1929, l'Union Nationale des Fédérations d'Organismes d'HLM performs three missions:
◆ national representation of the HLM Movement with Public Authorities (Pouvoirs publics), some national groups, and the public opinion;
◆ study of the problems of housing and the elaboration of proposals for social housing policy; and,
◆ information, advice, and assistance to the organizations of HLM, intended to facilitate, rationalize, and develop their professional activities.

Over the course of many months a working group composed of leading organizations of HLM and administrations (Ministry of the Interior, Justice, Social Affairs, the DIV, and Housing) set as an objective, based on local references, to elaborate resolutions that would result in more effective ways to address issues of insecurity in the social habitat. The presentation focused on two principal issues.

First, security is a problem that directly affects the HLM. They have mobilized themselves in the most problematic areas and have observed three recent evolutions: an increase in criminal offenses; an awareness of citizens' needs to address issues of insecurity by proximity in administration, security, and social workers; and a rise in up-keep costs and repairs, vacation time taken by staff, and the rate of staff rotation.

As part of this, HLM is more and more questioning four critical areas. First, security is a strong part of the neighbourhood quality that residents demand. Residents feel that HLM, the financial backers, with whom they have the contract with, have a responsibility for insuring a safe place to live. Second, there is a collective need to develop an action plan to address security issues, which would include such areas as transportation, schools, housing, etc. Third, the Security law (January, 1995) charges HLM with the responsibility of providing security and surveillance. Regular relations with the Director of Public Security for HLM is a strong sign that this new willingness or cooperation is part of the state. Fourth, by the staff working under normal work conditions they will be less at risk of verbal and/or physical aggression.

Second, there is a need for clarification of each role. Too often, questions of safety were given over-simplified and sterile answers: What do the police do? It became clear that the resolution of safety problems require permanent collaboration between all stakeholders: police, justice, mayors, local community groups, and HLM. To clear up any confusion, a guard of HLM is not nor will ever be an auxiliary police officer and a national police officer will never be an HLM guard/agent. A social worker or special educator is not an agent of HLM.

The first step, which is far from being achieved, insists of all pertinent levels of geography (departments, cities, and neighbourhoods) that there is an awareness and understanding of the roles of each other. This will assist in defining each role in prevention activities.

HLM is well aware that their first responsibility consists of fulfilling their obligations to their partners. Everybody at HLM is aware of the "Broken Window" syndrome - where one broken window is not replaced, all of the other windows are at risk of being smashed. The property, maintenance, technical equipment, and protection of the community are the first obligation of HLM.

For many organizations, these obligations are difficult to achieve in certain areas. They are hard to accomplish because they demand far greater human resources (numbers and qualification). In some areas (the most difficult ones), this means higher costs, which are not always available. Services rendered by the organizations of HLM continue to grow: local administration agents, followed by families in difficulty, transfers, local arrangements for the associations, etc. These ways have strengthened the proximity of administration as the first necessary component in the prevention or control of insecurity.

4.2   Summary of Discussion

Due to time constraints it was not possible to have an exchange following the presentations. As such, the following represents a synthesis of some of the central elements that were common between the different presentations.

National/central and provincial/state governments must provide leadership to uphold the fundamental human right of affordable and secure shelter for all. Governments must begin to recognize public housing as a resource vital to the protection of this basic human right. This recognition must be substantiated in efforts to ensure the long-term viability of the public housing stock, with attention to modernization, redevelopment of distressed sites, and quality of life and crime prevention programs. Many crime prevention programs in public housing communities across North America and Europe have demonstrated significant gains in reducing levels of crime, violence, and substance abuse, and have proven to be cost-effective strategies versus hiring more police or private security.

Housing policies, as established by housing authorities and commissions, must reflect local conditions and be flexible enough to address effectively new challenges and issues as they arise. The safety of residents must be a top priority of housing landlords.

Tenant involvement and leadership are critical to the success of crime prevention initiativies in public housing communities. As well, for prevention programs to succeed the involvement of all skakeholders is required (e.g., police, social services, health providers, housing authorities, and tenants). Programs must as well be comprehensive in nature, focusing on the root causes and opportuntities of crime, while at the same time working in tandem with policies and by-laws which regulate a certain standard of behaviour.

5. VISIT TO LA PETITE BOURGOGNE

The participants were able to make a visit to the la Petite Bourgogne district (see Appendix B) located in south west Montréal, a district which has borne the brunt of disindustrialization which led to a sharp decrease in its population between 1950 and 1980.

Between 1981 and 1996, the district's population has increased substantially, however. This is a hetrogenous population with many people in precarious situations financially and healthwise.

This is an unstable district where massive urban renovation interventions produced as an alternative some 1,440 social housing units. Rising crime problems made the district increasingly less attractive (chronic unemployment, illegal drug traffic).

A coalition developed to help the residents take responsibility for their district. The "Coalition de la Petite Bourgogne" gave rise to an action plan and linkage with community agencies and institutions such as the local CLSC and the Police Department led to an appreciable improvement in the quality of life and in securing the residents. La Petite Bourgogne now represents a model of concerted action and the results obtained by the stakeholders attest that this is the type of concerted intervention that should be given prime consideration in problem urban districts. A crime rate which declined sharply over the past few years (46% drop between 1990 and 1993) shows the extent to which these concerted efforts can bear fruit.

6. REPORT ON HABITAT II

Louise Constantin
Rooftops Canada Foundation
Montreal, Quebec

6.1   Presentation

The presentation focused on three core areas: (1) the objectives and themes of the second United Nations Conference on Human Settlements (Habitat II), entitled the "City Summit"; (2) input and issues of non-governmental organizations (NGOs) at the conference; and (3) the importance of preventing urban crime to the Habitat II agenda.

Habitat II will be held in Istanbul, Turkey, June 3 to 14, 1996. Habitat II is the follow-up conference to Habitat I held in Vancouver, Canada in June 1976, which adopted an agenda for human settlements development and led to the establishment of the UN Centre for Human Settlements. The purpose of the City Summit is to bring about adequate shelter for all and sustainable human settlements development in an urbanizing world. Nine principles have been established to assist in achieving these ends: equality; eradication of poverty; sustainable development; livability; family; civic engagement and government responsibility; partnerships; solidarity; and international cooperation and coordination (see Appendix C for the "Habitat Agenda").

NGOs will play an integral role at the City Summit and as part of its follow-up action. Already, NGOs have contributed substantially to the "Habitat Agenda", formerly known as the "Global Action Plan". Opportunities for input to the agenda have included national consultations (each country responsible for a report) and three UN preparatory committee meetingss held in Geneva (April, 1994), Nairobi (April, 1995), and New York (February, 1996). The City Summit recognizes that it is the actors at the community level in both public and private sectors that will bring about improvements to the human settlements condition, supported by national leadership.

Crime has a tremendous impact on the sustainability of cities. It negatively affects all facets of a city's livelihood. The City Summit is concerned with urban crime and has made it part of its agenda. The International Centre for the Prevention of Crime is tasked with spearheading a best practices workshop at the City Summit, which will bring together best practices from across the world in preventing urban crime.

6.2   Summary of Discussion

Discussion focused primarily on the need for a greater emphasis to be placed on urban security in the Habitat II agenda.

In the interim draft Global Plan of Action (the Habitat Agenda) prepared by the Informal Drafting Group of the Preparatory Committee for Habitat II (July 31, 1995) very little mention is made of the importance of preventing crime and violence to the urban environment. Excluded from the report is the acknowledgement of the consequences of crime to urban centres, which include such things as urban exodus, loss of jobs, increased fear of crime, and loss of tourism and investment from multi-nationals. As well, the report fails to provide an effective plan to reduce crime and victimization in cities and towns across the world, which draws upon the findings of international meetings of crime prevention practitioners and governments (e.g., Montreal, 1989; Paris, 1991) and UN meetings (e.g., Ninth UN Crime Congress, Cairo, May, 1995).

7. MEETING SUMMARY AND PERSPECTIVES

Chair: **Ross Hastings**, Chair
National Crime Prevention Council
Ottawa, Canada

7.1   Presentations

Brandon Welsh, Project Coordinator
International Centre for the Prevention of Crime
Montreal, Quebec

Reflecting on the opening words of the first day of the meeting, Mr. Welsh drew attention to a number of proven and promising crime prevention practices from across the world, which have shown significant reductions in crime and improvements in the quality of life in public housing communities. A police-based crime prevention strategy in a high crime public housing community in Newport News (USA) which used both social development and situational measures and was carried out in partnership with the tenants, housing manager, and city agencies reduced residential burglaries by 35 percent in the first year. A city-led program in Delft (The Netherlands) halved crime levels in a large public housing unit in 3 years. Urban design, investments in youth programming, and a number of general improvements in living conditions were responsible for the crime reductions.

Presentations by the diverse range of panellists provided a wealth of information on how these initiatives and others can bring about positive changes in public housing communities. Mr. Welsh summarized some of the key elements of proven and promising crime prevention practices:
♦ systematic and comprehensive planning models to guide action;
♦ comprehensive prevention/intervention strategies (multi-solution oriented approaches to tackle the complexity of crime causation);
♦ community-based and community-driven approaches ("gound up" versus "trickle down");
♦ multi- and inter-agency coorindation - involving all stakeholders;
♦ strong national, regional, and local policies which foster and facilitate local action;
♦ sufficient and sustained funding over the long-term;
♦ rigorous staff training and ties to the community served;
♦ moving beyond the status quo, being innovative. This was best exemplified through the Neighborhood Justice Network program "Come to a Barbeque and Get a Job"; and,
♦ rigorous process and outcome evaluation research.

Pierre Saragoussi, Advisor to Assistant Executive Director
Société Centrale Immobilière de la Caisse des dépôts
Paris, France

Mr. Saragoussi, in his synthesis, voiced the opinion that we have just scraped the surface in terms of crime and that security is a service which we owe to all the residents in the community. He warned the members of the panel against drawing any hasty conclusions as concerns crime. Insecurity in social housing projects goes far beyond the units themselves to engulf the whole

community. Thus, the focus must be on the causes of this insecurity. In a historical perspective, is the feeling of insecurity greater now than it was in 1950, than in 1900, than in 1850? The panel should steer away from unfounded demonstrations.

In our approach to the problem, we must also avoid concentrating too much on architecture as being one source of crime and look instead on urban planning in general and the latter's impact on crime. Thus, in spite of evident architectural differences between Paris and la Petite Bourgogne in Montreal, the approach to the problem is relatively the same.

He also warned against the temptation to believe that the disadvantaged classes are the only one's concerned here. Each social class has its specific crime behaviour; that of the lower classes is more visible whereas that of the well-off classes (fraud, tax evasion, corruption) is more subtle.

He suggested to avoid putting all the problems under one label. Drugs, loitering and prostitution are three quite distinct problems which are looked at with varying degrees of severity. Neither should we give the impression of condoning certain types of violence by metting out strict punishment to visible crimes while virtually ignoring others. What about spousal violence and tax evasion which cost the state millions of dollars annually? Nor should the security service be treated in isolation from other services such as housing, transportation, education, etc.

He also suggested that we avoid the temptation of identifying scapegoats. It seems that each city has its scapegoat. In Paris the blame is put on the "Maghrébins", in Montreal, on the Jamaicans and in other cities, the blacks are at fault. We should not allow ourselves to be seduced by false solutions; partnership interventions between public and private stakeholders are required to ensure coherence and continuity in the measures taken.

In conclusion, Mr. Saragoussi suggested that global measures be adopted which allow us to get through to the actual causes rather than dealing superficially with the effects. As for housing, we must define intervention principles which keep public housing distinct from the private by insisting on the necessity of the city's coherence and of its social cohesion. The principle of equality among residents has to be preserved as pertains to public and private services; otherwise we run the risk of turmoil and that is precisely the problem that we are currently facing.

Ross Hastings, Chair
National Crime Prevention Council
Ottawa, Canada

Mr. Hastings noted that the various presentations on different crime prevention programs focused, for the most part, on vulnerability and the management of public space. Reducing ones' vulnerability to crime and violence involves addressing a complex spectrum of causes (e.g., poverty, broken homes, child abuse, racism, substance abuse). Yet, in many of the cases presented, prevention strategies to bring about such change relied instead on the following three approaches:
◆ enforcement (e.g., more visible policing, accountability to housing authorities);
◆ opportunity reduction (e.g., improved physical security); and,
◆ responsibilization (e.g., victim accountability).

These approaches can fall victim to achieving only short-term gains. By not targeting the primary causes there is an absence of a more permanent, structural change, which could reap longer-term gains. There is also the real risk of geographical displacement in these approaches -we may prevent incidents in one community but move the problem to a neighbouring community. A further drawback of a reliance on these approaches may be the demoralization felt by the community. This comes to play when short-term gains fizzle out and levels of victimization and fear of crime persist. Governments must avoid shifting the responsibility for solutions to local communities unless and until they provide these communities with the supports and resources required for effective mobilization.

7.2. Summary of Discussion

The discussion synthesis first of all zeroed in on the necessity to broaden the debate on crime to go beyond the sole issues of housing and social housing. A more global approach encompassing various aspects of this issue is essential if we are to come up with a solution to the problem.

Secondly, the participants insisted on the importance of the empowerment concept to solve the problems associated with crime in a concerted fashion. The setting up of tenant associations, and the support provided to the latter, are essential in this approach which puts the emphasis on prevention as opposed to coercion or the adoption of punitive laws.

In addition, the participants suggested that while discussing crime, people be careful not to fall into the racism trap and thereby marginalize the problem. On this issue thought has to be given instead, on a global front, to dealing head-on with the major urban issues at stake in the crime problem.

8. NEXT STEPS AND RECOMMENDATIONS

Irvin Waller of the ICPC opened the discussion. Four key issues/events were seen as critical next steps to further discussion and action on safer social habitats. First, the International Conference for Crime Prevention Practitioners (Vancouver, British Columbia, Canada, March 31 - April 3, 1996), being organized by the British Columbia Coalition for Safer Communities and the International Centre for the Prevention of Crime, has devoted one of its nine themes to housing and habitat. Workshops on trends and challenges, problem analysis, case studies, best practices, and plans of action in preventing crime in housing communities will be offered. Opportunities to report on the findings of this project at the Conference have already been scheduled into the agenda.

Second, make more of what is known to work in preventing crime and violence accessible through the sharing internationally of research reports and the development of reviews of proven and promising practices. Third, the production of this report, which includes a listing of key references. Fourth, forward recommendations arising from this meeting to Habitat II.

The ICPC has been tasked with spearheading a workshop on best practices in preventing urban crime at Habitat II. Prevention initiatives in public housing sectors will be a focus of this workshop. The ICPC has plans to develop Internet access to best practices in preventing crime from across the world. The housing sector will be an important element of this service.

The participants suggested that the next stages to follow the Montreal meeting emphasize the multiplication of professional exchanges between the owners of social housing projects. It is becoming evident that said owners are increasingly being faced with problems which go beyond the mere architecutural or physical aspects to a more social level for which the exchange of expertise becomes crucial.

Emphasis was also put on the importance, at the next meeting, to grant priority to matters involving concertation, prevention and the involvement of the tenants themselves in the issues to be grappled with.

Another important element which seems to have the participants' attention remains the relation between the written and electronic press and the crime problem. People have to be made more aware of this issue; information sharing and discussions between the managers of social housing projects and representatives from the information media is essential and this question should, in the opinion of certain participants, be discussed at the next meeting.

It was suggested that those responsible for the meeting organize a work schedule with specific themes within which the participants will share their practices.

Michel Marcus of the EFUS gave a brief report on the meeting in Rennes, France, and other ancillary issues. The need for a global network of cities was discussed. The network of cities would run projects with the goal of not only holding meetings for national authorities, but for comparing with and learning from others' housing policies and programs to identify best practices. Model programs in France, for example, could act as a catalyst for change in how housing

authorities respond to crime problems, sharing knowledge and expertise to other countries. The meeting in Rennes will be one step forward to preparing for this kind of network.

In the interim, work must be accomplished in putting together a good report of what has been discussed at this meeting, in bringing together literature on "what works" in preventing crime in public housing communities, establishing a group of three participants representing Canada, Europe, and the United States to gather data in the form of a grid of information of the different countries' experiences with respect to national policies and issues, local issues, and a concrete plan of action which focuses on actual case study examples. It was proposed that the working group be represented by Claude Roy (Canada), Tim Kendrick (Europe), and Caroline Samuels (USA).

The Rennes meeting will work towards determining the future work plan of the overall project. It was also recommended that participating organizations provide assistance to tenants' associations of public housing communities to take part in the Rennes meeting.

APPENDIX A: MEETING PROGRAM

Un Habitat Social plus sûr/Safer Social Habitat

Les 16 et 17 Novembre 1995
Hotel Château Champlain
Montréal, Québec, Canada

Programme finale/Final Agenda

Jeudi/Thursday 16 Novembre

8:00   Petit Déjeuner/Breakfast (dans la salle Caf'Conc)

9:00   Discours d'ouverture et pleinière/Opening Remarks and Plenary Session
Conférenciers/Speakers:
Irvin Waller, International Centre for the Prevention of Crime/Centre international pour la prévention de la criminalité
James Taggart, Canada Mortgage and Housing Corporation/Société canadienne d'hypothèques et de logement
Pierre Saragoussi, Société Centrale Immobilière de la Caisse des dépôts
Claude Roy, Société d'habitation du Québec
Michel Marcus, Forum européen pour la sécurité urbaine

9:30   Panel des villes canadiennes/Panel of Canadian Cities
Président/Chair: **Claude Roy**, Société d'habitation du Québec

Normand Bergeron, Société d'habitation du Québec, Québec (Québec)
Normand Daoust, Office municipal d'habitation de Montréal, Montréal (Québec)
Pauline Gingras, Office municipal d'habitation de Québec, Québec (Québec)
Shiela Scarlett, Metropolitan Toronto Housing Authority, Toronto (Ontario)
Clara Freire and **Yolande Lalonde**, John Howard Society of Sudbury, Sudbury (Ontario)

10:45   Questions et réponses/Questions and Answers

11:15   Pause/Break

11:30   Panel des villes Américaines/Panel of United States Cities
Président/Chair: **Caroline Samuels**, Council of Large Public Housing Authorities

Bill Crown, Knoxville Community Development Corporation, Knoxville (Tennessee)
Vera Franklin, Norfolk Redevelopment and Housing Authority, Norfolk (Virginia)
Kenneth J. Finlayson, Institute for Law and Justice, Alexandria (Virginia)
Myrna Rodriguez, Boston Housing Authority, Boston (Massachusetts)
Jennifer Haynes, Boston Housing Authority, Boston (Massachusetts)
Marisa E. Jones, Neighborhood Justice Network, Boston (Massachusetts)

12:30   Questions et réponses/Questions and Answers

13:00   Déjeuner/Lunch (dans la salle Caf'Conc)

14:00   Panel des villes européennes/Panel of European Cities
        Président/Chair: **Clotilde Tascon-Mennetrier**, Forum européen pour la sécurité urbaine

        Marlène Goeffers et **Els Nijskens**, Service de logement à la Mairie de Gand, Gand (Belgique)
        Salvatore Palidda, Citta Sicure, Bologne (Italie)
        David Hunter, Edinburgh District Council Housing Department, Edinburgh (Scotland)
        Tim Kendrick, Lothian Regional Council, Edinburgh (Scotland)
        Josep Lahosa Canelas, Commission technique pour la sécurité urbaine, Barcelone (Espagne)
        Djellal Abder, Ville de Grenoble, Grenoble (France)
        Stéphane Peu, Ville de Saint Denis, Saint Denis (France)

15:00   Questions et réponses/Questions and Answers

15:30   Pause/Break

15:45   Panel sur les policies nationaux du logement/Panel on National Housing Policies
        Président/Chair: **James Taggart**, CMHC/SCHL

        Karla Skoutajan, Co-operative Housing Federation of Canada/Fédération de l'habitation coopérative du Canada
        Patti Pearcey, British Columbia Coalition for Safer Communities (Canada)
        Caroline Samuels, Council of Large Public Housing Authorities (United States)
        Jean-Paul Guislain, L'Union Nationale des Fédérations d'Organismes d'HLM (France)

16:30   Questions et réponses/Questions and Answers

17:00   Ajournement de la réunion/Meeting Adjourns

17:30   Réception à l'Hotel de Ville de Montréal/Reception at Montréal City Hall

19:30   Dîner/Dinner (Hotel Meridien)
        Acceuil/Hosted by: Société d'habitation du Québec

Vendredi/Friday 17 Novembre

8:00   Petit Déjeuner/Breakfast (dans la salle Caf'Conc)
9:00   Départ pour/Departure for "La Petite Bourgogne" (Montréal)
        (les participants sont priés de se réunir à la réception de l'hôtel/participants are asked to meet in lobby of hotel)

9:30   Visite de "La Petite Bourgogne"
Conférenciers/Speakers:
Michel Magnan, Tandem Montréal Sud-Ouest
Ron Durand, Service de police de la Communauté urbaine de Montréal (District #24)
Julie Samuels, YMCA, Pointe-Saint-Charles
Martine Thériault, CLSC, Saint-Henri/Petite Bourgogne
Yves Sauvé, Office municipal d'habitation de Montréal

12:00   Déjeuner/Lunch (dans la salle Caf'Conc)

13:00   Un rapport sur Habitat II/A Report on Habitat II
Président/Chair: **Irvin Waller**, ICPC/CIPC
Conférencier/Speaker:
Louise Constantin, Rooftops Canada Foundation

14:00   Sommaire et perspectives/Meeting Summary and Perspectives
Conférenciers/Speakers:
Président/Chair: **Ross Hastings**, National Crime Prevention Council/Conseil national de prévention du crime (Canada)
Brandon Welsh, ICPC/CIPC
Pierre Saragoussi, Société Centrale Immobilière de la Caisse des dépôts

15:00   Pause/Break

15:15   Discussion sur les étapes futures/Discussion on Next Steps
Conférencier/Speaker: **Irvin Waller**, ICPC/CIPC

16:15   Rapport sur la réunion de Rennes et clôture/Report on Rennes Meeting and Closing Remarks
Conférencier/Speaker: **Michel Marcus**, Forum européen pour la sécurité urbaine

17:00   Fin/End of Meeting

APPENDIX B: REPORT ON "LA PETITE BOURGOGNE"

LA PETITE BOURGOGNE - A DISTRICT IN GOOD HEALTH

Prepared by: the Coalition de la Petite Bourgogne (Monsieur Michel Magnan, Tandem Montréal sud-ouest)

1. Overview of the neighbourhood
1.1 Territory

The Petite Bourgogne district is located in the south-west part of the Island of Montréal, in the same area as the Griffintown, Saint-Henri, Côte Saint-Paul and the Ville Émard districts. It is bounded by Atwater Street on the west, Guy Street on the east, Saint-Antoine Street on the north and the Lachine Canal on the south.

In its early days, it was an important centre of industrial activity but with deindustrialization and declining commercial activity, there was a gradual decline in the population between 1950 and 1980. The closing of the Lachine Canal in 1973, the construction of the Ville-Marie and Bonnaventure autoroutes and major urban renewal projects were to have a large impact on people in the district.

1.2 Population

In 1986, the population of Petite Bourgogne was 8,104. In fact, between 1981 and 1986, the total population of the district shot up spectacularly by 21%. This strong growth brought about major changes in the ethnic, linguistic and socio-economic composition of the population.

In terms of health conditions, it is to be noted that the hospitalization and mortality rates were noticeably higher than in the Montréal region. Life expectancy in the entire territory of the Saint-Henri CLSC (Centre locale des services communautaire or Local Community Service Centre) is five years less than in Montréal.

Daily life for many families meant seeking out a precarious existence while suffering from the effects of less than balanced diets and trying to cope with all the problems of linguistic and cultural integration. All these brought to a head physical and psychological problems and an increase in family tensions.

1.3 Housing and Environment

The Petite Bourgogne district has been destabilized for the last thirty years. Accelerated deindustrialization along the Lachine Canal at the beginning of the sixties led to many departures as people left to find work elsewhere. The municipal government then took this opportunity to introduce many major changes to the district. "Operation Bulldozer" was initiated to demolish the worst housing. The result was that more than 1,000 homes were demolished to clear the way for many projects including the Ville-Marie autoroute. Today, only 20% of the housing was built

before 1941.

To replace the housing which had been destroyed, the municipal administration built many HLMs (lot rent housing units). Ilot St-Martin was the first project in 1969 and this eventually led to the creation of the Montreal Municipal Housing Office (MMHO or l'OMHM in French). Many projects were executed between 1970 and 1975 and the MMHO became the largest landlord with 1,440 units of housing, or one-third of all the housing units in the district.

In 1982, the Government of Quebec eliminated the ceiling on rents charged for the HLMs. Little by little, the unskilled workers who had been living in the district, found it impossible to pay the higher rents and left the HLMs to find housing elsewhere. The HLMs became the last refuge for the most needy.

Between 1982 and 1986, the City of Montreal's Operation 20,000 Homes project made it possible to build 1,171 housing units in Petite Bourgogne (condos, single family homes, etc.).

Most of the residents in the district are new arrivals who moved into the new homeownership units and into the rental units once the ceiling on HLM rents was lifted. A dichotomy is clearly emerging in the district: the rich are on one side, the poor on the other.

1.4 Social Fabric, Ability to Identify with One's District

From a sociological point of view, Petite Bourgogne is seen as a microcosm showing the global changes in store for Montréal and for Quebec as a whole.

In 1880, black anglophones were part of the first wave of immigration. At the time, Petite Bourgogne was recognized as the "Black District". Two institutions were established to serve the black community, i.e., the Negro Community Centre and the Union United Church. Over the years, successive small waves of black, English-speaking immigrants came to the district. At the end of the sixties, immigration of people from the Antilles increased substantially.

Up until 1980, there was a certain equilibrium between the francophones, Irish anglophones and black anglophones. Since then, residential redevelopment brought two particular phenomena: gentrification and multi-culturalism. Today, more than 39% of the population is of other than French or British origin. And there are over 30 mother tongues other than English and French.

These rapid changes, in a context where poverty, drug trafficking and consumption, and violence are rampant, brought about immediate effects (intolerance, racism, ...) between, and even within, the various communities. Very few residents really identify with their district. No one feels proud of living in Petite Bourgogne.

1.5 Employment

La Petite Bourgogne is the most underprivileged district in the Montréal area, both socially and economically (low incomes, population dependent on social welfare, high rate of unemployment, under-education, prolonged unemployment, young school drop-outs).

The 1986 statistics indicate a rapid growth in school enrollment and population incomes but this reflects the large influx of new residents to occupy new condo and single family housing residents and does not tell the whole story.

The visible minorities are those most effected by unemployment. 27% of blacks are without work and this figure increases to 80% among black youth.

1.6 Security

The district has always been associated with drug trafficking and consumption. In 1989-90, there was an important concentration of users and sellers of drugs (such as crack), especially in the HLMs.

Crack is a drug which creates an immediate dependency and often leads to violence. A network of traffickers worked to take control of the district, using threats or cash to enforce silence by the residents. It was this silence that community organizations and institutions and certain residents denounced. The police certainly played a role in repressing crime, but the work necessary to develop better relations with most of the residents has yet to be done. It was also necessary to inform, sensitize and educate the people, to give them back the feeling of belonging to, and controlling, their district.

2. Round Table Approach

Since the seventies, many round table councils have been developed in the Petite Bourgogne, but it wasn't until 1989 that the Coalition of Petite Bourgogne established official links with the St-Henri and Petite Bourgogne Community Agencies Round Table. The objectives of the Coalition are as follows:
1. Improve the quality of organization interventions by a better understanding of the reality of the district.
2. Work to identify, analyse and co-operate when common intervention strategies prove useful or necessary.
3. Create links between individuals and/or organizations to increase the extent to which residents can identify with their district.
4. Work with existing structures in order to act in a united fashion.

It was in June, 1990 that the real need for united action with the institutions was felt. Following an increase in crime and violence associated with drug trafficking in the neighbourhood, a sub-committee was formed to work on local problems associated with drugs.

In 1991, the sub-committee submitted its action plan to the Coalition. With this intersectoral experience under their belts, the various stakeholders in the district hoped to maintain and develop these links under the initiative Vivre Montréal en Santé (Long Live Montreal in Health).

Under this approach, a committee was struck to promote the District in Good Health concept. Most of the members of this new committee were representatives of the original stakeholders, i.e., institutions and the private sector.

In 1994, following meetings aimed at optimizing interventions by the various stakeholders, a proposal was made to amalgamate the Coalition of Petite Bourgogne and the Healthy District project to form the Coalition of Petit Bourgogne - A District in Good Health. Today, the Coalition is made up of residents and about 80 community organizations and institutions. There are nearly a dozen sub-committees tackling various local problems such as housing, employment, the environment, the social fabric, racism, insecurity of seniors, security and inter-cultural understanding.

APPENDIX C: LIST OF KEY SOURCES

A number of key sources on crime prevention and public housing are listed. Where available, information on how to obtain copies is provided.

Crime Prevention and Community Safety Unit, Lothian Regional Council (1995). *Broomhouse Community Safety Audit: Final Report.* Edinburgh, Scotland: Broomhouse Working Party. (Contact: Crime Prevention and Community Safety Unit, Planning Department, Lothian Regional Council, 12 St. Giles Street, Edinburgh, Scotland, EH1 1PT; tel: 31-469-3507; fax: 31-469-3878.)

Department of the Environment (1993). *Crime Prevention on Council Estates.* London: HMSO. (Contact: HMSO Publications Centre, P.O. Box 276, London, England, SW8 5DT; tel: 71-873-9090; fax: 71-873-8200.)

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