National Symposium on Community Safety and Crime Prevention

Colloque national sur la sécurité communautaire et la prévention du crime

Proceedings

March 10-12 mars 1993, Toronto, Canada

Department of Justice Canada
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Canada

PROCEEDINGS
of the
National Symposium on
Community Safety and Crime Prevention

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Table of Contents

Workplans for Community Safety and Crime Prevention

FOREWORD

I am very pleased to present the Proceedings of the National Symposium on Community Safety and Crime Prevention, which I hosted in Toronto from March 10 to 12, 1993.

The symposium brought together more than 250 people from all levels of government, community groups, and a wide range of non-governmental organizations to determine, collectively, how we can work together to make our communities safer.

Over two and a half days, delegates shared their knowledge, perspectives and insights on many aspects of community safety and crime prevention. In workshop sessions, they developed strategic plans for six specific areas which had been identified in pre-symposium consultations across the country: violence; fear of crime; vulnerable groups in society; balancing the scales; building communities; and partnerships for prevention.

The result was an exceptional consensus that lasting improvements can only be achieved through a partnership that involves many disciplines and sectors of society and supports community action to address the causes of crime. Delegates expressed marked support for the Report of the Standing Committee on Justice and the Solicitor General entitled *Crime Prevention in Canada: Toward a National Strategy.*

The strategic plans developed at the symposium will make a valuable contribution to the framework for a Canadian Strategy. As well, in May 1993, I established an Ad Hoc Advisory Committee, made up of a representative group of symposium participants, to advise me and work with the federal government in building a strategy that will meet the needs of Canadian communities. The Ad Hoc Advisory Committee has recently submitted its Report entitled *Community Safety Through Crime Prevention.* It is under review by the federal government and the Federal-Provincial-Territorial Working Group. These contributions will guide the development of the Canadian Strategy.

Together, we can meet the challenge.

Pierre Blais
Minister of Justice and
Attorney General of Canada

SYMPOSIUM PROGRAM

TUESDAY, MARCH 9, 1993

19:00 - 20:30	Reception hosted by the Minister of Justice and Attorney General, the Honourable Pierre Blais Royal York Hotel (Imperial room, Main floor) featuring presentation by the Portage Players

WEDNESDAY, MARCH 10, 1993

09:00	Deputy Minister of Justice, John Tait, introduces Minister of Justice and Attorney General for Canada, the Honourable Pierre Blais (Ballroom)		
09:10	Keynote address - Minister of Justice and Attorney General, the Honourable Pierre Blais		
10:15	Academic Panel (Ballroom)	Irvin Waller	(Moderator)
		Marc Leblanc	(Chronic Delinquency)
		Vince Sacco	(Fear of Crime)
		Kathryn Asbury	(Strategic Planning)
11:30	Comments and questions from the floor.		
12:00	Lunch (Imperial room, Main floor) Address - Minister of Health and Welfare, the Honourable Benoît Bouchard		

13:45	Media Panel (Ballroom)	Valerie Pringle	(Moderator)
		Peter Desbarats	(University of Western Ontario)
		Marie-Claude Lortie	(La Presse)
		Kevin Donovan	(Toronto Star)
		Gary Ennett	(Radio and Television News Directors Association of Canada)
		Jeffrey Dvorkin	(Managing Editor CBC Radio News)

15:00 Address - Minister Responsible for the Status of Women and Minister of Western Economic Diversification, the Honourable Mary Collins

15:20 BLOCK "A" WORKSHOPS - **Realities and Barriers**

18:00 Mayor June Rowlands will host a reception (Toronto City Hall).

THURSDAY, MARCH 11, 1993

09:00 Introductory comments by Plenary Chair, Alain St. Germain, President, Canadian Association of Chiefs of Police (Ballroom, Convention floor)

09:10 Address - Solicitor General, the Honourable Doug Lewis

09:30 Block "A" report by Workshop Moderator, Patty Pearcey
comments and questions from the floor

10:00 BLOCK "B" WORKSHOPS - **Determining Objectives for Community Safety**

12:30 Lunch (Imperial room)
Address - Dr. Bob Horner, Chairman, Standing Committee on Justice and the Solicitor General

14:00 BLOCK "C" WORKSHOPS - **Opportunities for Action**

FRIDAY, MARCH 12, 1993

09:00	Block "B" report by Workshop Moderator, Serges Bruneau, comments and questions from the floor		
09:20	Block "C" report by Workshop Moderator, Ross Hastings, comments and questions		
10:00	Partnership Panel (Ballroom)	Margaret Delisle	Moderator (Federation of Canadian Municipalities)
		Yvan Bordeleau	(Member of the Quebec Legislature and the President of the "Table ronde" on Crime Prevention)
		Norman Inkster	(Commissioner of the Royal Canadian Mounted Police)
		Rob Nicholson, M.P.	(Parliamentary Secretary to the Minister of Justice)
		Chris Corrigan	(National Association of Friendship Centres)
11:15	Closing address - Minister of Justice and Attorney General of Canada, the Honourable Pierre Blais		

Proceedings of the
National Symposium on Community Safety and Crime Prevention

John Tait: I would like to welcome you to the National Symposium on Community Safety and Crime Prevention. We are very proud to bring together such a distinguished group from across the country to discuss this important subject.

I am Deputy Minister of Justice, and it is my privilege and honour this morning to introduce our keynote speaker, Mr. Pierre Blais, Canada's Minister of Justice and Attorney General.

After practising and teaching law in Quebec, Mr. Blais was elected to the House of Commons in 1984. He has held a number of senior federal government portfolios since 1989, including those of Minister of Consumer and Corporate Affairs, Minister of State for Agriculture and Solicitor General. Mr. Blais has been Minister of Justice since January 4, 1993, while retaining his responsibilities as Minister of State for Agriculture.

I think it's fair to say that the Department of Justice in the 1990s is one of the most exciting and difficult portfolios in the federal Cabinet. We have had the usual marathon sessions to brief the Minister on the Department's work. And Mr. Blais has also had the usual number of difficult decisions to make in the past two-and-a-half months. I am pleased to report to you this morning that Mr. Blais is a minister who does not hesitate to test departmental advice in many ways: for example, by pulling out his copy of the *Criminal Code* to make sure we're getting the law right, by drawing on his experience as a practising lawyer and academic or, perhaps of more importance this morning, by drawing on his continuing experience and interest in the community.

Address by
The Honourable Pierre Blais
Minister of Justice and Attorney General of Canada

I am very happy to welcome you all to this National Symposium on Community Safety and Crime Prevention. Each of us is concerned about these topics and represents one or more of many facets of Canadian society — community and ethno-cultural groups, police, judges, lawyers, academics, the media and non-governmental and governmental organizations. Whatever our roles, we are all here today as partners.

This meeting stems both from a reality and a vision. The reality is that none of us working alone can make major progress in reducing crime and making our communities and homes safer. The vision is that we can bring together people who have responsibilities and interests revolving around crime prevention and community safety. We can bring them together to work out their ideas, to listen to and learn from the experiences of others, and to forge new partnerships.

Canadians are concerned about crime

Despite living in one of the most fortunate and safest countries in the world, Canadians are immune from neither crime nor the fear of crime. Recent events have dramatically illustrated this reality.

A 1990 poll revealed that 78 percent of Canadians felt crime was an important issue in our communities. Some 47 percent ranked crime as a very important issue. That was an increase of 14 percent since 1988, less than five years.

While Canadians may believe that the general crime rate is on the rise, we are particularly concerned with an increase in the rate of violent crime. A second poll taken in 1990 reported that 51 percent of respondents felt that the level of violent crime was on the increase in their community. Only two years later, a poll found that 24 percent of respondents felt the amount of violent crime had become "significantly worse."

These figures do not reflect the full effects of crime on Canadians generally. The reality is that Canadians are increasingly worried about youth crime, violence by men towards their spouses and children, the harassment of women, racially motivated criminal acts, and violence towards other vulnerable groups, such as gays and lesbians, persons with disabilities and the elderly. And we must acknowledge that they are worried about the ability of our criminal justice and mental health systems to protect them and their children from criminal violence.

Some of us here today have suffered enormous personal pain and losses from crime. Too many Canadians have been victims of crime. Too many Canadians fear being on the streets or even in their own homes. They want something done about it. This symposium is precisely about what it is that we should do together.

Crime prevention involves more than the criminal justice system

Those of you here today have seen the justice system and crime prevention efforts at work. You also know that the criminal justice system is only one of the tools in preventing crime. Stricter laws and longer prison terms may be appropriate in some cases. Often, they are not. In addition to being very costly, they tend to focus on the symptoms of what has already gone wrong, rather than preventing harm by eliminating the causes.

Prisons can isolate dangerous people from society. But, unfortunately, they do little more than that. Much as some people would like prisons to be a simple solution to our crime problems, they are not. And by continuing to rely on them, effective and constructive action is not being taken against crime. The underlying causes go unchecked. Imprisonment also diverts resources from constructive crime prevention efforts.

I am very pleased that the Parliamentary Standing Committee on Justice and the Solicitor General has delivered a similar message — that more police, more laws and more prisons won't work. You have all received copies of the Committee's report released two weeks ago.

The report speaks of the inability of Canada's criminal justice system to deal effectively with crime. It dismisses the notion that more police and more jails will protect Canadians. It speaks eloquently of the need to deal with the causes of crime: poverty, physical and sexual abuse, illiteracy, low self-esteem, inadequate housing, school failure, inequality, unemployment, and dysfunctional families. Above all, it calls for partnerships among governments and private sector groups to deal with community safety and crime prevention.

Our national system of justice currently costs Canadians $8 billion in direct expenditures, with $4.5 billion spent on policing, almost $2 billion on adult corrections, and a half-billion dollars each on courts, youth corrections and legal aid.

The cost of crime is high

No matter how you look at them, these figures are astronomical. Therefore, the real question is: How can we spend these $8 billion better and smarter?

These numbers speak only of the visible costs of the justice system, which include those of the federal, provincial and territorial governments. They say nothing about the human pain

and suffering, nor about the hidden costs, estimated by my officials at $6 billion a year, such as treatment for victims; hidden costs from insurance claims following the perpetration of crimes such as break and enter; hidden costs such as the mark-up of goods as a result of shoplifting.

Crime costs Canadians $14 billion a year, all told, or $500 a year for every man, woman and child living in Canada. Again, we should ask ourselves, "Can we use these vast resources better and smarter, for avoidance and crime prevention?"

The federal government recognizes that the criminal justice system is an important part of the solution to the problem. We have done our best and I can assure you that we are continuing to do our best to improve that system through the principal means at our disposal — the federal power to enact criminal laws.

Government partnerships make communities safer

But while much of the current concern arises from criminal matters, there is a comprehensive range of government programs, either in place or being implemented, to make communities and homes safer. The partnerships demonstrated take a principled approach to program implementation. Examples of measures taken both in the programs area and in the field of criminal law are as follows:

- Involving all Canadians and mobilizing community action against family violence through the creation of public education resources and the development of partnerships with child-serving organizations, women's groups, seniors' groups, other levels of government, aboriginal groups and other groups.

- Strengthening Canada's legal framework through a review of the law (the *Criminal Code* and the *Divorce Act*) and the development of policies and programs to protect victims and deter offenders. This includes research and exchanging more information, the provision of training and the establishment of treatment programs for men who abuse, and work in partnership with others.

- As part of our Family Violence initiative, establishing services in Indian reserves and Inuit communities by working with the communities to design culturally appropriate prevention, protection, and treatment programs.

- Strengthening Canada's ability to help victims and stop offenders through police charging policies, treatment programs, victim services and public

education, as well as improving the availability of statistical information on the extent and nature of family violence.

- My government also ensured that Parliament passed a gun control law in 1991. I think this is an effective action against violent crime. It is not perfect, but it is in the right direction.

- The *Young Offenders Act* was amended in 1992 to address the transfer test and penalties for young persons who commit murder.

- Our extradition laws have been amended to reduce delays in extradition cases. Amendments to the *Criminal Code* have clarified the procedures to be applied to persons with mental disorders who are accused of criminal offences, including extreme acts of violence. Other amendments to the Code have tightened up inmates' eligibility for parole, clarified the law on consent to sexual activities and protected the identity of victims and witnesses in extortion offences.

- Enforcement efforts in the field of drug trafficking are being pursued, and specialized anti-drug-profiteering units have been established to investigate this crime. At the same time, we are preparing legislative controls and provisions for the effective management of seized assets.

- A bill now before Parliament will give Canadian courts the authority to try persons charged with certain terrorist acts committed outside Canada. To get in line with the latest decisions of the courts, another bill will help police by giving them authority in some situations to intercept voice communications and use video surveillance and other investigative techniques.

- We are bringing forward a package of over 100 proposals to improve the overall effectiveness of criminal procedure in dealing with offenders.

- The House of Commons Standing Committee on Communications and Culture is holding hearings on television violence.

- A comprehensive strategy of legislative reforms and new programs relating to young offenders is being developed. The strategy aims to enhance public understanding of the *Young Offenders Act,* improve rehabilitation and deal with repeat and violent offenders. It also explores ways of preventing crime by young persons.

- A review of the *Child Sexual Abuse Act* (which was revised in 1988) will be undertaken by the Standing Committee on Justice and the Solicitor General, following its current study of crime prevention.

- We are assessing possible amendments to the *Criminal Code* to better protect women from stalking and other threats to their safety. We will continue the consultation process and get advice before we get to the House of Commons, but we have to do something. We are considering amendments to the Code to better protect children against exploitation in child pornography.

Public legal education is needed

Our legal system is acknowledged to be among the best in the world. Yet too many Canadians distrust the system, in part because they do not understand it. Public legal education, therefore, is necessary if we as a society are to move forward with effective measures against crime. We must explain to Canadians how crime prevention efforts outside the justice system can give them many of the solutions that the justice system cannot.

The media representatives who are covering this symposium share in the responsibility of informing and educating the public, and thus have a crucial role to play.

Many of the criminal justice and crime prevention measures I have mentioned earlier have already been implemented. However, I want to stress that my government's future initiatives are not cast in stone. We are willing and anxious to listen to the views of Canadians.

The justice system must meet the needs of vulnerable groups

I would now like to share with you two significant concerns I have in addressing criminal justice and crime prevention matters. The first is the need to promote inclusive justice. This means that all people affected by the justice system — including women, victims, persons with disabilities, cultural, ethnic and aboriginal groups — should feel that the justice system serves them. The legal system in Canada must not be seen as serving only the "mainstream" of our society. It must — in fact — also serve the groups who are particularly vulnerable to criminal acts. A justice system that alienates large segments of our society cannot work.

Traditionally disadvantaged and equality-seeking groups are calling for full access to justice. They seek profound reexaminations of philosophies and assumptions underlying laws and justice programs, which are increasingly perceived to be biased in favour of white, middle class men.

In developing various policy proposals, my Department has benefitted from advice sought through various fora: the National Symposium on Women, Law and the Administration of Justice; the Aboriginal Justice Symposium; consultations in the development of the rape shield legislation; amendments to the *Canadian Human Rights Act*; and the Canadian Panel on Violence Against Women.

Canadians' fundamental values must be preserved

The second concern I want to share with you cuts directly across all the preoccupations just mentioned. I can summarize it by saying that we must continue to balance demands for greater protection against crime with Charter obligations to respect the rights of all Canadians, including those accused of crimes. In some cases, the Charter may make it more difficult to act on the public's calls to get tough on crime. But the Charter also offers Canadians a vital protection. By restraining excessive, and often ineffective, responses to crime, the Charter can prevent the erosion of the fundamental values underpinning our society.

As Minister of Justice, I will continue to take the lead at the federal level in crime prevention. What I cannot do through the justice system, the principal tool available to me in this portfolio, is address all complex crime prevention issues on my own.

That is what this symposium is all about: partnership in promoting community safety and crime prevention. The federal government will lead in its areas of responsibility and provide support in other areas. But the main answers come from the community. That means local initiatives with support from government. This is not a question of the federal government shirking its responsibilities. It is a recognition of what the federal government is and is not good at doing.

In preparing for this meeting, my officials travelled across Canada to meet Canadians and discuss their concerns about crime prevention and community safety. They met people who represented a range of community groups and organizations outside government.

Several themes emerged repeatedly from these consultations. The main apprehension of those we met was violence, the fear of crime, subjective perceptions about the possibility of becoming crime victims. Those we met also criticized the lack of communication among people working in the justice system, and between the justice system and the health and social service networks. They also pointed at the poor coordination of crime prevention efforts.

Across the country, the view was almost unanimous that this symposium should aim at developing effective crime prevention strategies that participants can take back to their communities and put to work. That is exactly what we are here for.

This group and the institutions represented here can make things happen if we act together. It is clear that we must work together, especially in light of limited resources, for a single, national, integrated community crime prevention strategy. Barriers must come down; turf must be forgotten.

This symposium can help build partnerships and create solutions

For your work to be effective here, I ask you first to identify the priority crime prevention and community safety issues and what is preventing these issues from being resolved. You will not be able to tackle all the subtleties of every issue, so be selective.

Secondly, try to identify what you can reasonably hope to achieve by addressing these issues. Establish goals and objectives. Crime has many causes; preventing crime requires as many solutions, not all of which are within our reach. But try to identify those that are.

Finally, cultivate a strategy to put these goals into effect. Discussing priorities and solutions has little practical value unless you leave this symposium with plans to act in a way that will make a difference for Canadians. There are expectations out there, and all of us here are responsible.

I ask you to share your ideas, your successes and failures, with your colleagues. Be candid. If you have met obstructions along the path to your goals, be they economic, legal, social, cultural, or political, name them. If you believe that current crime preventions or laws are ineffective or counter-productive, please say so.

I ask you to think innovatively, to explore new strategies and to build on old ones that have worked. I encourage you to participate fully in this symposium, and not only to speak your minds, but to listen to what others have to say. For my part, I promise that I, and my government, will listen. I hope to use your ideas as the cornerstone for a truly national strategy for community safety and crime prevention.

In the end, we know that even our very best efforts will not completely banish crime from Canada. No person, no institution, no government can change this fact of human existence. Crime is still part of the human condition.

A national strategy for community safety and crime prevention

While we cannot eliminate crime, there is much we can do to minimize it. Collectively, we are the people who have the ability to make a difference. Together, through a made-in-Canada strategy, we can make Canadians safer in their homes and more at home in their country. I encourage all those present today to profit from this rare opportunity to work as partners, toward these goals. I wish you all a most productive and fruitful symposium.

Academic Panel

James MacLatchie: I am President of the National Associations Active in Criminal Justice and the Executive Director of the John Howard Society of Canada. I've been asked by the Department of Justice to serve as your plenary moderator for the rest of the day. It is with great pleasure that I introduce to you Dr. Irvin Waller, University of Ottawa criminologist, who will introduce the panel.

Irvin Waller: This morning the Minister said that he wanted reality and a vision. We are going to try and impart some knowledge and some insights that we hope are part of that reality. But we will be ending with a vision.

The Minister told us that we should be looking for positive ways to deal with the issues of community safety and crime prevention. He talked about criminal violence and the $14 billion cost of crime. He talked about lead and support. We will try to address all of the issues and priorities that he raised, what might be achieved from our perspective, and what might go into a made-in-Canada strategy.

The first thing that we need to think about is what we expect to achieve from this conference. What do we want to see 10, 15, and 20 years from now? And I'm not just talking about how many crime prevention programs we have, or how many municipal crime prevention councils, or whether we have a national crime prevention council, or whether the Quebec Round Table on Crime Prevention has been implemented, or whether the recommendations of the Canadian Panel on Violence Against Women have been moved to action.

Reducing crime levels

I want to see changes in the real levels of crime. I think any vision that the Department of Justice or each of us comes up with has to have a very real indication about what changes we want to see in the levels of crime.

Now, the Minister told us that if you calculate the costs of crime, over and above the $8 billion that he talked about being spent on criminal justice, there are also real human costs. And I think it's important that all of us realize that these human costs happen to us, they happen to our families, they happen to our children, and they're likely to happen more unless we can get our partners in our communities and our governments to give the lead and support that are necessary.

Beyond the fact that there are individual victims of crime, one of the reasons we need to do that is because we in this country depend on a reputation for community safety. Conferences come here from the United States because it's not safe to hold a conference in Philadelphia or Washington or Los Angeles. Multinationals come here because they think this is a safe place to locate their headquarters.

People pay taxes to live in an urban area which is safe and feels good. And we are beginning to lose that in some of our major cities. People are moving out of cities like Montreal, Toronto and Vancouver because they feel that those communities are not safe enough. Maybe because it's disorder, maybe it's because of real crime levels.

What we do in this conference and what we do after this conference is going to make a real difference to the economic prosperity of this country. Our actions are also going to make a real difference in the quality of life that we give our children.

We happen to live in one of the most prosperous and fortunate countries, to use the Minister's phrase. The United Nations says that, in terms of education, human rights, prosperity and health, we're number one. Well, in the crime area my statistics put us very low down: we're not doing very well in terms of crime. We can argue about official statistics but basically we are not the safest of the industrialized countries. We may not be as bad as the United States, but that's not a very good criterion for comparison.

Crime levels have increased

There are many reasons why crime has been increasing in the last 30 years. It's important that we realize that we're talking about the 1990s; we're not talking about the 1930s. We're talking about the end of three decades where life has basically gotten better and better. And during that time, property crime has increased. It flattened out a bit in the 1980s, but violent crime increased straight through that time. We can debate whether it really increased as much as the police said, but there's no doubt that it increased.

We will be hearing more from Marc Leblanc about the social factors, but there are social causes for that and opportunity causes — guns were mentioned this morning. The more that people aren't at home during the day, the more break-ins occur. There are all sorts of other opportunities that have also contributed to crime; we live in a very different society from that of 30 years ago.

Problem-oriented policing

I wanted to say a few words about the action taken to date in response to crime-related problems. The Minister spoke earlier of the failure or limits of the prison system. But I think it is also important to recognize that most of our resources, some $5 billion in all, are

devoted to the police system. And the police system is currently structured to respond to crime, to respond to 911 calls, and is simply not organized to attack the root causes of crime. I agree that we are currently placing greater emphasis on community policing, but unfortunately, we are not placing enough emphasis on problem-oriented policing.

The "Action concertée en stupéfiants" (ACES) project in Montreal was an impressive example of concerted action on drug abuse, in a Park Extension public housing project. In Edmonton, we are seeing problem-oriented policing initiatives that subsequently reduce crime. The fact that we have good relations with the police, and that Canada is number one in terms of public satisfaction with the police, does not mean that we have less crime. We therefore have to start putting greater emphasis on problem-oriented policing, policing which has a vision of reducing crime through joint action with schools, housing authorities, families, partners and citizens. If we do this, we will see results.

It is very difficult to find examples of crime prevention that works in Canada. We don't do evaluations in this country. We don't really know whether traditional policing — problem-oriented policing — works. We don't know whether municipal crime prevention councils or Neighbourhood Watch or Block Parent programs work. We know we can mobilize people to do this, but we don't know whether it works. And we have to change that. Other countries do know.

Canadians want action

This morning the Minister talked about some opinion polls that said the public is very worried about crime. He didn't tell us — and I think this is important — that the public is very frustrated with the government because it is not doing enough about public security. There is only one Ministry in Canada that calls itself the Ministry of Public Security. It happens to be in Quebec.

About a year ago, they did a public opinion poll survey in Quebec to see what the public thought about public security. It is interesting to know that at least one government department chose to look and see what the public thought about it. And you see that the public is very dissatisfied with what governments have been doing in this area. So not only are Canadians worried about crime, they are dissatisfied with government action.

If we look at that same survey and see what they thought should be done, we see an interesting range. Very high proportions of people talk about dealing with relative poverty and about better prevention, rather than harsher sentences or more policing. In short, if that survey is anything to go by, there is enormous public support for what we're trying to do. There's enormous public support, Mr. Minister, for you taking the lead, taking action and putting resources into this. There's enormous public support for provincial ministers who

also want to get involved. They are, after all, the key people for most of the implementation and analysis and most of the support to communities.

Now, in case you think this is just the situation in Quebec, which may be some sort of distinct society with different views on crime prevention, I thought I'd take some results from the Department of Justice's own work. This comes from the Sentencing Commission. They looked at what the public thought should be done about sentencing, and they came up with a fascinating finding. Nearly 50 percent of the public say that unemployment and social programs are the way to deal with crime. I think that's important. It's important for all of us here, but it's especially important for those of you who are mayors or municipal councillors, for those of you who are ministers from different provinces; and of course, for you, Mr. Blais, I think it's very encouraging. Now, this is my view of what is going on in Canada.

We need to find out what works best

There is a mosaic of numerous projects being carried out in a series of communities throughout Canada. It is wonderful to see all these projects. These projects, however, exist because there are people who want to take risks in order to act. But the resources and technology and development are not there to support them. There are perhaps two or three programs in Canada that have been evaluated: the TANDEM project in Montreal, which is a tremendous success; the National Drug Strategy, which is less clear; and a few others. I believe, however, that in ten years' time we must be able to prove, with tangible examples, that the policies and action taken today have helped reduce the crime rate. Here are a few examples from other countries: in Great Britain, a 75 percent reduction in break-ins; in Delft, The Netherlands, a 50 percent reduction in crime in public housing projects; in France, crime prevention programs by 700 municipal councils; in Sweden, an independent crime prevention council.

In all these countries, there is concerted action to prevent crime. Since my roots are in the field of mathematics, I have tried to come up with an equation showing what a crime prevention policy for the future should contain. Law enforcement is necessary, of course. But so is policing that is not just community-oriented, but problem-oriented as well. There must be situational prevention, and prevention through social development. But there must also be a process to make people accountable; to make men accountable, so that they decide to do something about their anger; so that they decide to act toward their children in a positive way; so that they take responsibility for the support of their children.

I do not think that the problem is limited only to men, but as men, we have a great deal to do to control and limit the violence for which we are responsible, toward our wives and our children. And I believe that the concept of accountability is extremely important. If we do that, we will see fewer domestic assaults, fewer battered women, fewer battered children,

fewer break-ins, fewer sexual assaults, and fewer people killed on the roads. The number two cause of preventible death in Canada is traffic accidents, 50 percent of which are alcohol-related; 50 percent of those are related to other types of violence, often criminal violence. I hope that this symposium will also deal with the problem of crime on the roads.

If we can do all that, we will have safer communities. I have given five actions that I would like to see us move on, and these are not meant to replace the reality and the vision of Dr. Horner's report. He has given us a blueprint. All of us can see what a difference it would make and how easy it would be to allocate each year just one percent of the amount we spend reacting to crime on crime prevention. This amount would come from the profits from crime. The report recommends increasing that amount to five percent within five years. And I think it's clear in the editorials that have been written about Dr. Horner's report — a multi-party report with consensus — that the population of Canada is looking for action in this area.

Government action

Now, one of the first things that the Department of Justice could do, if it is going to play a leadership role, is to concentrate its efforts. It's fascinating to read the material on the action of the different government departments, and to see that Justice has prevention scattered in a whole series of different directorates. And as Dr. Horner has clearly stated, these need to be brought together, with perhaps an assistant deputy minister in charge. And then we would see some coordination and some leadership and support. Obviously we need research and development. We need to know what works. And we need to test what we're doing. We need to make sure that we're seeing not just better opinion poll surveys saying we love our police, but also real reductions in crime levels.

And we've got to see some money. Fortunately, the proceeds of crime are available, but we're going to have to see tougher decisions made about how money is used. Ultimately we're going to have to start preparing legislation. The 1990 RCMP Conference may lead to better legislation, that includes prevention as a clear objective, for the RCMP.

I hope we will also see provincial structures. Quebec is going to be reporting in a couple of months after 12 months of work with 40 different organizations in an amazing exercise. If you have a chance to talk to Mr. Bordeleau, you should ask him how he's managed to keep so many people around the same table coming to a consensus.

But Quebec is not the only province. Ontario has a minister who is not only the attorney general, but also the Minister of Community and Social Services. The deputy minister is responsible for the programs dealing with poverty. So let's hope Ontario is going to move. And we all know that British Columbia is definitely going to move with the sort of energy that they bring to these sorts of issues.

Clearly, we also need action and leadership at the municipal level. We need to bring together the different agencies that deal with the causes of crime.

We need, in my view, a search for international excellence. I don't think crime prevention is an issue of simple glitter for Canadians. It's part of our sense of ourselves, our community safety. It's not an accident that we have the RCMP as our national symbol. And I think we have to look to be the best. I know these are difficult budget times, but budgets are tight in all of the industrialized countries. If we can be the best in terms of health and prosperity and education, why can't we be the best in terms of crime reduction? Why can't we set examples for the world? I think that's something we have to go for in a significant way.

Lastly, we have to have clear goals. We must never lose sight of the importance of having indicators about how much wife battering there is, how much sexual assault there is, how many people are killed on the roads, how many break-ins there are, how much fear there is, how many people aren't able to go out on the streets. We have got to see those indicators coming down so that we have a safer country, a Canada where we want to bring up our children.

It is now my pleasure to introduce one of the most well-known criminologists, not only in Canada, but outside Canada as well, Dr. Marc Leblanc, from the École de psychoéducation at the Université de Montréal.

For 25 years, Marc Leblanc has been looking at the precursors to delinquency and at the development of delinquency. He has published in French on this continent and in Europe. He has published in English, mostly in the United States. And he has recently received recognition by the U.S. Panel on the Understanding and Prevention of Violence, a major panel consisting of 20 of the world's experts on these issues looking at family violence, sexual violence, interpersonal violence generally, traffic, and crime. And he has been recognized in a number of places in that report.

Chronic Delinquency

Marc Leblanc: I am going to talk about delinquents, and in particular about chronic delinquents. As Dr. Waller mentioned, in the last 20 or 25 years, my colleagues on my team and I have interviewed a certain number of delinquents on a regular basis, several hundred of them, and a certain number of adolescents who are representative of the population. Recently, we were able to speak with these people again, at the age of 32, and to collect information on their spouses or partners and their children.

I would like to do three things with you this morning. First of all, I will try to identify some of the most reliable and consistent research results which I feel are important in terms of prevention, and which justify in particular early prevention.

Second, I want to describe some of the social and psychological characteristics of persistent or chronic delinquents. These characteristics will help to introduce the third thing I want to talk about this morning, which is some promising prevention programs. I think that it will be possible to demonstrate — rather quickly, unfortunately — that there exist some reliable, promising programs, which do not solve all the problems but which improve the situation of these chronic delinquents and economically disadvantaged youths.

First of all, then, consider that, of all the people born in the same year as you or I, according to our data in Montreal and some other longitudinal studies, around one in ten will have an adult criminal record. This figure may seem very high, but it is not as high as the figure for African-Americans, which is one in four.

Second, consider that six percent of the persons born in a given year, 1992 for example, will account for 20 percent of delinquents, and will commit 50 percent of offences. Delinquency thus involves a small number of individuals, and this means that preventive action is required. Consider also that our research data in Montreal have shown that out of a population of 500 delinquents, the average age for committing a first offence was 10, and for first coming into contact with the justice system, 14. They thus had four years in which to consolidate and develop their delinquency.

The last thing I want you to consider is that our actions are both relatively effective and relatively ineffective. Fifty percent of the young people who appear in juvenile court do not appear in court again as adults. The problem ends right there. Sixty percent of the young people placed on juvenile probation, according to the Montreal data, do not end up on probation again or become repeat offenders as adults; forty percent of the young people who receive well-structured treatment, with experienced counsellors who apply the methods in a systematic way, do not become repeat offenders. We therefore still have a lot of work to do, even though the results are encouraging.

What is chronic delinquency?

The second thing I wanted to talk about is chronic delinquency. What is chronic delinquency? Briefly, here are a few characteristics. First, it begins early, at seven, eight, nine, ten years of age: theft, pilfering, vandalism. Second, according to our studies and those of other researchers, there are precursors to chronic delinquency which are relatively well known, such as lying, at the age of three, four, five and six, and attacks against peers, at five, six, seven and eight years of age. Third, chronic delinquency is not chronic immediately. It becomes worse, and follows a relatively systematic process. At seven, eight

years of age, the first instances of pilfering; at ten, eleven, shoplifting and vandalism; at 13, break and enter; at 15, auto theft and more serious thefts, and so on.

The fourth characteristic of chronic delinquency is that it persists into adulthood. Of the delinquents we have followed, of the 450 wards of the court we have been following for the last twenty years or so, 85 percent committed another crime at least once as adults. They were all known to the police, punished by the courts when they were young, and placed on juvenile probation in different centres. At 32, they have perhaps stopped the type of delinquent behaviour that could lead to jail, but they are still social deviants. They moonlight, they receive stolen goods, they commit welfare fraud, and thus commit activities which are less serious in terms of victims, but nevertheless significant from society's point of view. These young chronic or persistent delinquents also have a number of social and personal characteristics which I will now list briefly.

What factors are linked to chronic delinquency?

First, these persons very often have parents who present models of deviant behaviour, such as alcohol abuse and, now to a somewhat greater extent, drug abuse. To a much greater extent, the parents are also former delinquents themselves. In some cases, the mothers have been prostitutes. The second characteristic shared by the chronic delinquents we have studied is that more than 80 percent of them come from broken homes, meaning that they never lived with two parents, or only did so for very short periods of time. Third, we have observed among these families deficiencies in bringing up children, such as inconsistent discipline, where the parents are overly strict on some occasions but lenient at other times, so that discipline is never administered consistently.

A characteristic of the adolescents we followed was a lack of emotional or affective attachment between them and their parents. Another was difficulty with school entry, beginning in elementary school. This means that, starting in grade 1 or grade 2, these young people have performance-related and behavioural difficulties at school, which get progressively worse and ultimately result in their dropping out of school when they reach adolescence. These young chronic delinquents had friends who were delinquents, and became members of gangs relatively early on in their adolescence. We also observed certain psychological traits, which we do not have much time to dwell on here, such as egocentrism, affective flattening, and an inability to perceive how their actions will affect other people — a whole series of well identified traits.

What has become of these people, who are now 32 years of age? The gap that existed 15 years ago between normal adolescents and chronic delinquents has been maintained, as if these groups were on two parallel tracks. At 32 years of age, that same gap is still there between the two groups. They are bringing up their children in an inadequate way, just as they themselves were brought up inadequately. They do not take any interest in their

children's school work, and they are inconsistent in administering discipline; they are making exactly the same mistakes with their own children as their parents made with them. And when these children are evaluated using a battery of instruments and compared with children of parents who did not have chronic delinquency problems, it is shown that they also have significant behavioural deficits and developmental defects. Therefore, the chronic delinquency has been passed on from parent to child. The six percent of offenders is reproduced from one generation to the next.

Early intervention is needed

In light of these facts characterizing chronic delinquency, I imagine that you are now convinced that there is a need for early prevention, that we must intervene sooner than we do, because when a young person enters the justice system four years after the delinquency has begun, there are things which are already well established, and certain personality traits, such as egocentrism, which have been developing since childhood. This can make things difficult.

There is a certain number of promising programs, which are not a panacea, but which are currently showing very interesting and very valuable results. These programs have to focus on economically disadvantaged children, because they have a greater risk of becoming chronic delinquents than other children. For early childhood, at three, four and five years of age, there are two approaches that seem particularly appropriate. First, activities for young mothers, under 21 years of age, who are single parents at the time of the birth, particularly those who have boys. Support programs for these mothers, providing them with financial, social and psychological support, and working with them on how to bring up their children are very significant. A second type of early childhood program is the preschool development program, such as the Perry Preschool Program, in which economically disadvantaged children, particularly those from single-parent families and so on, attend kindergarten to prepare them for school and receive other types of support.

Observations of young persons who were in such early childhood programs confirm that, at 18 years of age, fewer of them are delinquents or drug abusers and more of them graduate from high school; they fit in more easily and do better in school. These programs thus have positive effects.

Let us now look at childhood programs, and what can be done in childhood to prevent chronic delinquency. In Montreal and other cities, there are programs aimed at aggressive children. Starting in Grade 1, aggressive children in the classroom are identified, and the programs that are applied yield interesting results, at least they have in Montreal, where there was less delinquency among 12- and 13-year-olds who were in the program than among those who were not.

Individual and social development

With these children, attempts are made to develop their imagination in order to counteract their aggression. Staff work with the parents, to control things that might stimulate aggression, such as television, videos and other sorts of stimulations, and regarding disciplinary methods. Support is also provided to teachers to help them deal with these aggressive children in their classes and to enable them to work with them, rather than rejecting and ignoring them.

For early adolescence, the St-Louis program seems to be especially interesting. The program systematically integrates children, who are at risk of becoming chronic delinquents, into pro-social peer groups. It tries to help them develop relationships with pro-social peers, rather than anti-social and delinquent peers. The St-Louis program seems to have yielded very interesting results.

I have mentioned a number of early childhood, childhood and early adolescence programs which seem promising. They are promising in that the research results from various countries in which these programs have been partially or fully tested are very encouraging. These programs are not a panacea. It does not mean that if all these programs were put in place in economically disadvantaged areas that there would be no more chronic delinquents. It might mean that instead of having 20 percent of delinquents committing 50 percent of offences, it would be 15 percent, which would still be an appreciable gain for society. Nevertheless, these individual and social development programs may, according to current research results, make it possible to prevent a certain number of young persons from becoming chronic delinquents.

These programs, then, such as the Oregon program, the Montreal program, the Perry Preschool Program and the St-Louis program, have encouraging and interesting results in the short term. They reduce drug abuse, delinquency, academic problems and so on in the short term. For example, students who were in the Montreal program are in special classes less frequently; they are more often in regular classes. These programs therefore have positive effects, not on everyone, but on a significant number of individuals. In the case of the Perry Preschool Program, there is a very good indication that, for young people 18 years of age, the program has very positive long-term effects.

Financing programs

These programs can therefore be useful to us, and I think that the question that will now be raised and which you will discuss in the days to come is how to implement these programs, how to fund initiatives such as these. Now that we have some idea of what to do, the question of funding perhaps becomes a question of creativity.

In that regard, I will simply suggest an idea that was submitted by the Bouchard Commission in its report of last year, entitled *Quebec in Love with its Children*. I think this is a creative option; perhaps you will find other creative options for funding these programs in the days to come. The option proposed by the Bouchard Committee consisted simply of the following reasoning: People with low incomes, living in economically disadvantaged areas, invest a lot of their money in lottery tickets and it has been clearly demonstrated that a great many people buy lottery tickets; therefore, why not earmark a good portion of lottery revenues for people with low incomes? The government would thus systematically agree to take a significant portion of lottery revenues, which amount to hundreds of millions of dollars every year, and reinvest them in social and individual development, to prevent delinquency in general and chronic delinquency in particular. I think that this is a very creative option, and I hope that you will find others to propose to our governments in the next two days.

Irvin Waller: As you heard, some of Marc Leblanc's ideas have had major impact on Quebec policies. The report, *Quebec in Love With its Children* is just one example. There is also a fascinating policy statement by the Ministry of Health and Social Services in Quebec, which uses quite a number of his ideas and sets targets for the reduction of wife battering, the reduction of the abuse of children, the reduction of street crime and a number of others. I think you would find that report very interesting.

It is now my pleasure to introduce Professor Vincent Sacco, who is the head of the Department of Sociology at Queen's University. He has probably taught in more universities in Canada than many of us have actually visited. So he has very much a pan-Canadian view. Some of his early work evaluated the effectiveness of crime prevention publicity programs. And more recently, he has specialized in interpreting the various national victimization surveys. He has been interested in issues of family violence and ways of measuring it and in public reaction to crime. He is also the editor of a new series of made-in-Canada criminology textbooks that give quite a bit of information about what is going on in Canada and what should be done about it. We are privileged to have him with us today to give us some insights and some facts and some understanding of the fear of crime.

Fear of Crime

Vincent Sacco: I want to talk about the relationship between two issues that are of real concern to us here: victimization and the fear of victimization. I will draw rather heavily on the findings of victimization surveys. Victimization surveys are studies that ask a representative sample of the population about their experiences with crime during some specified period of time, perhaps during the year preceding the survey.

These studies are valuable because they tell us about crimes that have never been reported to the police and about the reasons why victims don't report them. Because they use samples

drawn from the general population, they suggest factors that decrease or increase the risk of becoming a victim. They also allow us to ask victims a variety of other questions of interest. How do they feel about the police or the courts or the communities in which they live? What are their views on crime? How much do they worry about their personal safety? Like other surveys, they are subject to research errors, but they provide very important information about who is victimized and about who fears being victimized.

Who is most at risk of being a victim of crime?

Victimization studies done in this country and in other countries reveal that the risks of victimization aren't evenly spread throughout society. In general, these studies tell us that the risks of personal crime are greatest for those who are young (under 25), for males, for members of ethnic minorities, for those who are economically disadvantaged and for those who live in urban areas. Risks increase even more if people actively engage in evening leisure activities outside the home, if they frequently consume alcohol and if they hold certain kinds of jobs.

Of course, there are very important exceptions to that pattern. Sexual assault typically victimizes women and not men. And more affluent rather than less affluent households are more likely to be victimized by household theft.

The image of the typical victim which emerges from victimization surveys raises an interesting issue. The profile of the victim as a poor, young, minority, urban male is remarkably similar to the profile that criminologists usually draw of the typical offender. This is not coincidental and it focuses our attention on how the risks of offending and the risks of victimization tend to be concentrated in the same sectors of society. In fact, some studies have even shown that offending behaviour is itself an important risk factor for victimization. Victims and offenders aren't different types of people. In many cases, they're the same people, or at least, the same kinds of people. Often, they're friends, they're neighbours or they're family members. A Canadian victimization survey — Cycle 3 of the 1988 General Social Survey — found that violent offenders and victims of violence were twice as likely to be acquaintances and to be relatives as they were to be strangers.

Who is most afraid of becoming a victim of crime?

These surveys are useful in allowing us to better understand not only victimization but also the fear of victimization, which is really my major interest here. One of the most popular ways of addressing the issue of fear is by asking people, through surveys, how safe they feel walking alone in their neighbourhoods at night. For instance, when respondents to the 1988 General Social Survey were asked this question, one in four Canadians, aged 15 years or over, indicated that they didn't feel safe. On the surface that can, and has, been read as a chilling statistic.

A number of studies indicate that, for a lot of people in society, fear of crime is a serious problem with significant consequences. When people are afraid, they don't go out in the evening, and they don't take advantage of the social and cultural opportunities that their communities make available to them. They're less likely to be interested in knowing about and less willing to trust their neighbours. They like their communities less. They may be more inclined to buy locks or to carry weapons, which frequently don't make them any safer. And if they do these things, the crime is often just displaced from themselves to their more vulnerable neighbours.

The statistics on fear are made even more chilling by the realization that fear, like victimization, affects some people in society much more profoundly than others. People who live in cities and those who live in neighbourhoods with high crime rates are generally more afraid than suburban or rural dwellers or people who live in neighbourhoods where the crime rates are lower.

When survey researchers ask people how safe they feel walking alone in their neighbourhoods at night, women, much more than men, and seniors, much more than younger people, say "somewhat or very unsafe."

These findings about women and seniors have struck some victimization researchers as curious, because they seem to suggest that the fears are greatest where the risks of victimization are lowest. This has led these researchers to seek explanations for fear in factors that are unrelated to direct experiences with crime.

The media's impact on the fear of crime

Some people have argued, for instance, that fear of crime is really just a form of hysteria whipped up by irresponsible news reporting and flagrant media content, which exaggerate the risks of criminal danger. But the efforts of researchers to link public fear of crime to people's media diets have been notably unsuccessful. In part, this is because people are not as myopic as these arguments suggest. They don't take their cues about how afraid they should be in their neighbourhood from media reports of what are usually distant events. Instead, they talk to their friends, they listen to their neighbours and they observe the comings and goings of police patrol cars and the behaviour of neighbourhood youth.

Interpersonal networks

While media reporting contributes to fear, its impact has probably been overstated. The relevant research suggests that personal networks are much more effective transmitters of fear-inducing information than are the mass media. For one thing, interpersonal networks carry stories about local incidents, which cannot readily be dismissed. These incidents are not happening somewhere else or to unfamiliar people. So a lot of local crimes can have a

multiplier effect by increasing not only the victim's fear, but also the fear felt by the victim's friends, family members or co-workers.

This research also suggests that these multiplier effects aren't necessarily restricted to very serious, but infrequent, violent crimes. Break and enter, for instance, is a crime which occurs much more frequently than many personal crimes. While it is not always recognized as doing so, break and enter can have a very profound effect on feelings of safety. The General Social Survey found that in 1987, break and enters, or attempted break and enters, affected more than one in twenty households. The survey also revealed that, although the effect was modest, break and enter accounted for a greater escalation in fear than any of the other personal or household crimes covered by the survey.

Much of that fear gets passed along to others. In fact, research done in three major American cities found that knowledge of burglary victims was widespread. The resultant telling of burglary tales had a profound effect on fear in the three cities. And because break and enter occurs at the top and the bottom of the income ladder, it is remarkably egalitarian in its impact on the distribution of fear.

"Signs of incivility"

In addition to hearing victims' tales, community residents observe how their neighbourhoods are changing and how these changes bring about social disorder. This social disorder is signalled by what many people call the "signs of incivility," including behaviours and conditions which, while not strictly illegal in all cases, threaten the possibility of more serious neighbourhood trouble: groups of loitering youth, loud music, public intoxication, vandalism, unkept buildings and poorly lit streets may all serve to remind people of their vulnerability. These signs also alert them to the fact that communities that tolerate those kinds of conditions might also tolerate behaviour which threatens them, their families and their property more directly and more seriously.

It is probably true that we have overstated the gap between the fear that women and seniors feel and their victimization, although we've done so in different ways.

Women's fear of crime

That fear of crime is a more serious problem for women than for men is undeniable, based on all the available evidence. I said before that one in four Canadians feels unsafe walking alone in their neighbourhoods at night, but that figure is deceiving. It represents one in ten men, but four in ten women. Among urban women under age 25 and those over age 65, the figure is closer to 50 percent. No matter how fear is measured, these gender differences emerge. And in more complex analyses of fear, being a female always emerges as the most significant risk factor. Moreover, studies of women's fear suggests that it's not a vague or

unfocused reaction, but that it is very closely related to a more specific fear of sexual assault. Women tend to be more afraid than men of a wide variety of crimes, in part because crimes such as robbery or even break and enter contain an implicit additional threat of sexual violence.

While the gender gap in fear is not in doubt, what is in doubt is that women's rates of victimization are as low as we have sometimes made them out to be. Our analysis of the General Social Survey revealed that, while men report slightly higher rates of violence than women in the overall sample, when you look at the rates for urban men and women, the rates are almost indistinguishable.

In addition, our efforts in the past to measure women's victimization experiences have frequently been clumsy at best. We know that the kinds of crimes that uniquely victimize women — sexual assault and intimate violence — are much more difficult to investigate. It is also the case that victimization researchers haven't really been very interested in a wide number of fear-inducing crimes that uniquely victimize women. Experiences with obscene telephone callers, with exhibitionists and with street harassment, for example, have usually escaped research attention, although, as forms of female victimization, they are practically universal and their effects on fear are probably substantial.

Seniors' fear of crime

In the case of seniors, there is some reason to doubt whether fear of crime is really as serious a problem as we've made it out to be. It is true that when we ask older people how safe they feel in their neighbourhoods at night, they're more likely to say, "unsafe," but some critics have said that this question is a very poor indicator of fear among seniors. This is because seniors, for a wide variety of reasons, don't generally use the streets at night. So that question might have very little to do with their everyday realities. Interestingly, research that uses other kinds of indicators to measure fear often does not find these very high levels of fear among seniors.

Fear of crime is rooted in the community

Somewhat more generally we've learned from victimization surveys and from other studies of crime perceptions that fear of crime is rooted in the community. Fear of crime results when people feel vulnerable to threats presented by the environments in which they live and work. People are likely to say they are afraid of crime when:

- they learn through personal experience, or have been told on good authority, that bad things happen to people like them;
- their everyday encounters encourage them to think they are strangers in their own neighbourhood;

- it appears that their notions of what constitutes right and seemly conduct in public are not widely shared;
- cultural or ethnic hostilities breed suspicion and misunderstanding; and
- they come to believe that the communities cannot organize to promote change.

This implies that fear is reduced when experience in the community is made less threatening. Fear is controlled when crime and disorder are prevented.

It has become fashionable in some quarters to view the fear of crime as some kind of irrational reaction on the part of a misinformed citizenry, but I think there's a danger to that approach. It begs the question of just how afraid people should be in a world that, after all, really does threaten them to some extent. The opposite of fear might not be fearlessness, it might be recklessness.

In many cases it makes sense to feel somewhat unsafe or very unsafe when walking alone in your neighbourhood at night. Our own victimization data, as I said before, indicate that people's risks of victimization increase as they engage in evening activities outside the home.

It is probably irresponsible to try to convince people that they shouldn't be afraid unless we are also prepared to take steps to make them safer. It is probably equally irresponsible to scare them into adopting crime prevention behaviours to be safer. Too often in the past we have been willing to view an escalation in fear as the price of preventing crime, but that is counter-productive.

Preventing crime should be a community activity

I think we avoid these traps when we view preventing crime as a community activity, rather than as the activities of individuals. This requires several things, but most importantly, it requires community agencies to assume a leadership role in identifying local problems of crime and disorder. They must also marshall public support and resources to eradicate these problems. And these agencies, and the publics they represent, need to achieve a meeting of the minds with police not only about law enforcement, but also about preventing disorder and maintaining civility. In short, fear is managed most appropriately when effective crime prevention makes it unnecessary.

Irvin Waller: The last speaker will give us some vision and some tools to clarify that vision. Kathryn Asbury is the president of Research Management Consultants in Toronto. She has worked in a wide range of areas, including corporate security, policing, housing, and of course, environmental scanning, the subject that she will address today.

She has criminology degrees from Cambridge University in England and from the University of Toronto, but she has made a special contribution to Canada and to this meeting in her efforts to help people plan for change. I think it is very appropriate that the last speaker should be the one who helps us come to grips with how we can plan for change.

Strategic Planning

Kathryn Asbury: In talking about the importance of environmental scanning for effective crime prevention planning, I will address five very basic questions:

- What is environmental scanning?
- Why should crime prevention planners do environmental scanning?
- What products of environmental scanning can be used by crime prevention planners and practitioners?
- How long does an environmental scan take to complete?
- How do you do an environmental scan?

What is environmental scanning?

A scan provides information on developments in the external environment. This knowledge ensures that your future initiatives anticipate and respond to change, while your past initiatives continue to be effective and relevant. An environmental scan gives you information on what's going on outside your organization or your community, so that you know what types of problems to expect, and you can respond effectively. And having up-to-date and accurate information is absolutely critical, given the pace of change that we find ourselves in.

Why should people interested in crime prevention do environmental scanning?

The value of scans extends far beyond some academic interest in better understanding the environment. Knowledge about change, whether it is economic, demographic, technological, or social, is important to every part of your organization. And no part of your organization is going to escape these changes.

You can anticipate many organizational impacts. The impacts of change will be felt by everyone, and will require a vigorous response from every group in your organization, including operations, planning, technical support and administration. Everyone must contribute to the crime prevention effort. And even your mission statement, which you have probably spent a long time in crafting, cannot be carved in granite. It has to be subject to continual assessment and modification as needed.

Involve all parts of the organization

The point that every part of your organization must play a role in crime prevention is important, and I emphasize it because there's a tendency in criminal justice agencies to concentrate on ways in which front-line staff deliver service. But there is an increasing recognition of the critical roles played by other parts of your organization. For example, you know that attempts to implement community policing will be limited if major changes aren't concurrently made in systems for training and performance evaluation and budgeting and expenditure control, and in information systems for communications management.

Similarly, unless you link changes in your organization's operational strategies to changes in what were once considered secondary or support staff functions, the chance for successful crime prevention is reduced. So when you're thinking about crime prevention you must consider how everyone in your organization, from their own particular vantage point, with their own tools, can contribute.

And when you're considering prospective crime prevention partners you should think about how different parts of their organizations can contribute to the effort. For example, if you're looking to include the police in some of your initiatives you might be tempted to look first at front-line community officers, foot patrols, crime prevention and community liaison officers. Instead, ask how Corporate Planning can help you in your initiative. How could the Chief of Staff help? How could Public Affairs or the major crime unit assist? How could the Anti-Drug-Profiteering Unit help in your initiative?

Let me give you a couple of examples from some recent crime prevention projects I've been involved in, which illustrate the importance of tapping contributions from support groups within your organization.

The Metro Toronto Police undertook a crime prevention project last year, which was also designed to strengthen partnerships with multicultural communities, including the Black community, the Spanish-speaking community, and the Portuguese community. Part of their success in accomplishing their objectives was due to the significant resources that supported the front-line officers and community people. For example, Strategic Planning helped them to develop surveys to identify community needs. Public Affairs helped them prepare videos to communicate the lessons learned from the project right across the force. Morality, Traffic, District Street Crime and Canine all helped respond to the problems that were identified by community people. Moreover there was corporate commitment to this initiative from the Chief and also from senior officers who sat on a steering committee to guide the project through its one-year pilot stage.

Another example of an organization which has successfully tapped contributions to crime prevention from their support systems and branches is the Metropolitan Toronto Housing

Authority (MTHA). The MTHA provides homes to over 100,000 people in this city. And it has recently been involved in major initiatives to create safer neighbourhoods. One that you may have heard of is the Safe Neighbourhoods Initiative, which has just been evaluated. This pilot project worked with residents in 11 communities to identify problems, to implement solutions, and then to evaluate these solutions. The project was funded by the Canada Mortgage and Housing Corporation in partnership with the MTHA. It is a good example of a partnership involving the federal, provincial and local levels. A cornerstone of the Safe Neighbourhoods Initiative is that every person in the organization had a role to play in creating safe communities.

First of all, there was visible corporate commitment from the board in the form of a mission statement related to providing safe communities and including principles for action. Second, finance people created budgeting systems to ensure that security resources were allocated to communities where they were most needed. So they made sure that the budget went where it was needed, and quickly. Communications staff developed pamphlets and newsletters and other materials to support the local initiatives. Whatever residents and staff at the local community needed, the headquarters communication groups provided. And they were also useful in communicating strategies that worked and didn't work. With 110 communities across Toronto, you can have strategies that work in one area that haven't even been heard of elsewhere in the city. So it was important to put into place these internal communications systems. Other contributions came from youth workers, who built in anti-drug programming as part of their sports activities. And tenants street-proofed their kids and were involved at every step.

Achieving safe and secure communities requires effective contributions from every area of the organization. And every part will be affected by change.

Changes that will affect criminal justice in the nineties

I've talked about expected developments and changes, but what type of changes will affect criminal justice organizations in the next three, five, or ten years? I've grouped them into a number of categories, and before I begin I'll just make one critical point. When you're conceptualizing a change that will have an impact on what you're going to be doing in the future it's important to start with a broad framework. For example, for some issues it is important to take a global approach. Anti-drug-profiteering work is a classic example of that. For other issues a national, regional, or local approach is appropriate. But careful planning is critical.

What changes will you want to consider in planning your crime prevention responses?

Demographic change: You'll want to look at issues such as population growth and aging, immigration, changing family composition, geographic location.

Globalization: Issues to consider here include the international flow of ideas and information, which will have an impact on how you do business.

Economic change: Increased trade, increased mobility of production, unemployment, economic disparity, fiscal restraint, regional equalization, interprovincial trade and free trade will all have an impact on what you do in crime prevention.

Basic socio-political values and trends: Citizens' calls for more accountable, responsible government will have an impact. Employment and pay equity, due process, privatization, environmental sensitivity, sensitivity to victims of crimes, political correctness and special interest groups will all play important roles.

Health: Developments in disease prevention and cures, new diseases and major diseases can have impacts.

Aboriginal issues: These issues — self-government, self-determination, land claims issues and, importantly, legislative changes — will be front and centre. The *Charter of Rights and Freedoms,* for example, affects everything we do.

Information and communication: We are seeing the wired global village, general openness in government, and a changing role for the media.

Technological changes: What impact will forensic developments play on criminal justice in the future? What about information systems, artificial intelligence and political structures?

Government changes: Decentralization and centralization, the rationalization of services, continentalism, and changing international military blocks, will all play a role in the way you do business.

These trends will have direct and indirect organizational implications. For example, legislation and the economy will have direct implications on whom you can hire in the future, how you can train people and how you deploy people. These trends will also affect your organizations indirectly, as, for example, they have an impact on the types of offenders and offences that your organizations are going to have to deal with.

You will need to ask questions such as:

- What sorts of offenders will the criminal justice system have to contend with in the next few years?
- Are they going to be male, female, young, old?
- What will be their racial and linguistic backgrounds?
- What will be their relationship to victims?

- What sorts of offences can we expect?
- Will there be more organized crime, crimes against the environment, violent crime, drug-related crime, white collar crime?
- Are we going to see more offshore conflicts brought to North America?

You'll want to know about victims. What types of victims will criminal justice agencies have to contend with? Will they be young, urban, males or females? Will business or government be a primary victim?

You will also want to ask where threats to security will occur. In urban or rural areas; in public spaces or on the growing mass of corporate space; in the inner city or the suburbs; locally or internationally?

Demographic changes affect organizations directly and indirectly

I would like to describe how knowledge about demographic trends can affect your organization directly and indirectly. Imagine that your analysis has revealed that in the next 15 years the proportion of the population between the ages of 12 and 17 is going to increase 20 percent and then drop. In the short term you can expect an increase in the kinds of offences committed by youth, including drug offences, vandalism and other youth crime. Then you might expect those offences to decrease. At that time your problem won't be youth crime, but it will be the recruitment difficulties that your organization faces because of the shortage of young people. Therefore, you may not want to put into place permanent structures to deal with youth. You will want to think about new hiring practices for your organization.

Let us say that your analysis showed a general aging of the population resulting in a major increase in the number of people of retirement age. This trend could result in significant increases in the types of offences involving seniors either as victims, through elder abuse for example, or perhaps as offenders. This may necessitate significant changes in the resources that your organization devotes to training, your operational deployment strategies and other activities.

It is important to be analytical in looking at the results of a scanning process, not to accept the facts at face value. One thing that I often read in documentation is the assumption that seniors are particularly fearful of crime and that this will lead to increases in the types of service demands that they will generate. But such a broad inference really cannot be accepted at face value because many people will argue that we have one of the healthiest, wealthiest generations of senior citizens in history. And older people with high incomes who live in safe environments may feel very secure, safer than persons with low incomes. Whereas those living in low rent housing with high levels of crime may be among those who feel most insecure. It is important to be attentive to differences in levels of fear which relate

to differences in income levels, living arrangements and geographic location — whether they live in rural or urban areas — and so forth.

Why should you do environmental scanning?

Every part of your organization must understand and vigorously respond to change. Denying or resisting the need to change is no longer a responsible option for those of us who work in the criminal justice community. Many organizations are finding that if they don't respond, outside bodies will make decisions for them. So, if you don't do this kind of planning, it will be set by default.

What products of environmental scanning can be used in crime prevention?

I see at least three main products. First, an understanding of major trends to enable criminal justice organizations to anticipate problems before they occur. One thing we know in criminal justice is that we have reached a stage of information overload. We no longer suffer from a lack of information; we suffer from too much important information.

I think the challenge for us has shifted from simply collecting information to organizing and communicating it, setting priorities and undertaking further analysis. There is an avalanche of information out there but it is fragmented. What we really need is a framework, to pull it together, that has direct implications for criminal justice systems and crime prevention, so that you can do something with this information.

A second product and benefit of scanning is the strengthening of strategic alliances. Scanning enables organizations to develop new contacts at the municipal, provincial and federal levels. You make these contacts to find out what other people are planning that may affect criminal justice and to do something collectively about the problems that you identify. This is absolutely critical in a time of scarce resources. Effective responses to many crime prevention challenges require coordinated actions through strategic alliances, not just with the public sector but with the private sector as well.

I think the most important product and benefit of environmental scanning is that it empowers your own staff to have direct access to existing information. This adds value to your planning and operations. A scan does not just generate and repackage little bits of information. It is a catalyst for change in the information gathered. Your planning and operations people can apply the information immediately in their day-to-day decision making. So your best approach is not to focus on building a vast data file of everything you can find on the future and on crime prevention, but to focus on facilitating the flow of existing information through a network of stakeholders.

How long does an environmental scan take to complete?

If you think a scan is something with a beginning and an end you will never get the benefits and there is probably no point in embarking on it. These days, the pace of change is too fast to do a scan only every two or three years. A scan must be ongoing. It is never complete. And as you're collecting knowledge you should be circulating and continually building upon it. Attending this symposium is a perfect example of a good scanning strategy.

How is environmental scanning done?

Given the uncertainty that exists about the future, a scanning process should rely on a lot of techniques for collecting information from a variety of sources. You should try to identify a set of most likely probabilities or scenarios about the future rather than one major truth.

There are some fundamental steps in scanning that you would probably want to do. A literature review should include government reports, academic literature, newspapers and magazines. It is important to build on work that already exists. And this strategy will save you a lot of time identifying issues that are of interest to the criminal justice community.

The worth of your scanning effort will depend on the quality of your consultation process. So you should conduct interviews with public officials from different levels of government, representatives of special interest groups, the voluntary sector, academic planners and operational people. This gives credibility to your effort. Telephone conversations, something we use an awful lot, are useful and cost effective.

You should conduct workshops including the widest possible range of people. Researchers, planners, operations people and other participants should be encouraged to think beyond their operational responsibilities, to get out of those day-to-day routines.

There are many ways to do environmental scanning and it really depends on your scope and purpose. What do you want to achieve? You can do scanning cheaply and easily in a room with a box. But if you believe that the process of involving people is important, you'll want to consult with the widest possible range of people and you'll want to include as many of your own people in this process as possible.

Guidelines for environmental scans

I'll conclude with a few guidelines that my colleague, Robert Hann, and I have picked up as we've done environmental scans. The first is the importance of meaningful consultation. You must approach stakeholders early in the scanning process rather than presenting them with ideas that you have researched and identified as priorities and that your organization has already adopted.

You have to ask them to help you in the early stages by putting ideas on the table. They should not be made to feel as though they're being asked to legitimize choices that you've already made.

You have to be easy to do business with, to make it easy for people to participate. So it's important to use a structure that people are comfortable with and to create a climate where they feel they can contribute. Lots of people don't feel they can contribute in a big group, for example, so you might want to use small groups. Choose your strategy carefully and ensure that everyone has a role to play.

Many citizens and private and public sector organizations still feel that crime prevention is a responsibility for people in the criminal justice system. They wonder what crime prevention has to do with them. They don't see the role they have to play. This applies to many government ministries. So you may have to provide a framework that shows people the vantage point from which they can contribute to what you're doing. The selection of participants is critical. Try to select people based on their knowledge and experience, their ability to think strategically and innovatively and their willingness to express their views openly in a public forum. Often in speaking to people you'll find that they have great ideas but they say, "Well, I don't really want to make that public." You have to have people who will speak up.

You should give participants lots of lead time to consider the issues; give them backgrounders and specific questions to be addressed if you can.

You need commitment from the top. Senior staff of your organization or ministry must champion a scan by being actively involved in the process. This will send a strong signal to your own people and to outside stakeholders that your organization views opportunities to consult as important.

We try to organize joint workshops with other stakeholders, and this always pays dividends. If you are consulting on police issues, for example, a police organization should be a co-host.

The scan should not build on or duplicate information already collected by other stakeholders. As you get involved in this process, you'll find that the policies, the operations and the changes are going to affect every public and private sector organization. Many of them have already done all kinds of work planning for their future. Instead of reinventing the wheel, you can include them and gather the information that they've already collected. And, of course, the scan must not duplicate other elements of your own organization's planning process. It should feed into it.

Finally, there is a need for leadership. The people here today must be among those who take a lead role in developing the infrastructure needed to support scanning efforts on crime prevention. I think this symposium is a good example of this type of leadership. It will serve as a valuable component of an ongoing environmental scanning effort on crime prevention.

Comments and Questions

Graham Reddoch: I am from the John Howard Society of Manitoba. Last week the report on crime prevention from the Standing Committee on Justice and the Solicitor General made some significant recommendations. Would the panel comment on how you see the recommendations addressing the issues that you have raised this morning? Are there some immediate steps that can be taken?

Aziz Khaki: I come from the western part of Vancouver and am president of the Committee for Racial Justice. I thank you for an excellent academic exposé of the substance. I hope that we will have an opportunity in the workshops to share our experiences so that we have a balance between what you have told us in academic terms, and what we experience as individuals in day-to-day life dealing with the issues of crime and crime prevention.

I would like to know how you look at some of these issues of crime. Is it part of a protest against the status quo by those who are angry and frustrated with a system that they are not able to relate to? You will find many youngsters. Many of the minorities are not able to relate very well to most of our Canadian institutions. How do you look at those issues?

Stuart Auty: I am from the Toronto Safe School Task Force. I have been listening with interest this morning to the panel's views on prevention. Schools, of course, are very interested in prevention and in what we can do for youth, but I haven't heard schools mentioned this morning. I would like to know how the panel thinks education can fit into this scheme. We know that education is under provincial jurisdiction. This is a national initiative. How, on a national stage, can educators work with partners, such as the police, the judiciary, the community services divisions? How can we participate nationally?

Marc Leblanc: This morning, I talked mainly about chronic delinquency, because I had only fifteen minutes. But I think it has to be understood that there are two types of delinquency: chronic delinquency, which I described, and normal, occasional adolescent delinquency. And as regards occasional delinquency, schools in particular and society, through recreational programs and municipalities, have a significant role to play in its prevention.

If adolescents are occupied with pro-social tasks and activities, interesting academic tasks and adapted academic programs, they may be less inclined to express their frustrations in school or through delinquent behaviour. Because it must be kept in mind, and this is why I did not talk about schools very much, that chronic delinquency is something that develops over a long period of time. It begins at two, three, four, five years of age, before the child has even started school.

One thing that schools can do for chronic delinquents is to develop more specialized programs. We now know how to identify early leavers, who will drop out of school at fourteen, fifteen, sixteen years of age. We are able to identify these people when they are ten, eleven or twelve. Perhaps schools, instead of having one general program for all students, should have specialized programs, job entry programs or apprenticeship programs, with an adapted curriculum. Thus, as regards chronic delinquency, the school can play a special role, in addition to its general role.

Vincent Sacco: I certainly will defer to Marc Leblanc on the issue of offender motivation. But the problem I have on the issue of crime as a reaction against the status quo is its failure to address the issue of why the poor have the highest rates of victimization, why crimes occur within ethnic groups at the rates they do, why so much violence consists in husbands hitting wives. To me, those patterns don't suggest a proto-political interpretation of much of what we consider common offending.

James Harding: I am Chief of the Halton Regional Police Service. For the last ten years we've been involved in community-based policing. We have 50 percent of our resources dedicated to that policing philosophy and for the last seven years we've successfully cut down the rate of crime.

A comment and advice to those people that embark on environmental scanning — don't do so unless you have the leadership and management courage to respond to the product of the surveys. We first did this in Halton some ten years ago and as a result we had to drastically change our policing philosophy. Several years after that we did another environmental scan and we were told by our public that they wanted to see more of what we were doing originally. And we have now just completed using the environmental scanning process to develop a strategic plan for the nineties. I'd be pleased to talk about that experience with any of the participants here.

Kathryn Asbury: I agree 100 percent that there has to be real commitment to a scan from senior levels of an organization because, if you're doing real consultation, sometimes you hear what you don't expect. One of the real challenges is integrating the institutional expectations and your institutional requirements with what other partners want you to do and what the community wants you to do.

Participant: I am from the west coast, and in west coast newspapers there is a tremendous and growing frustration among the grassroots. People are saying that they are upset with our legislation, particularly relating to the *Young Offenders Act.* I am one who happens to believe that if we sit down and change legislation it will not bring miraculous cures. But how do we, as grassroots politicians, deal with this growing frustration in our communities? How do we educate, how do we change attitudes and how are you going to help us come up with strategies to do just that?

Chris Miller: I am from "Beat the Street." Most youth feel disenfranchised from Canadian organizations and many institutions. Youth are the future of Canada; we are the future leaders, justice ministers, lawyers, judges, victims and offenders. How can youth be welcomed back into Canadian institutions on all levels rather than shut out from the federal and provincial levels and so on. Instead of being classified only as the victims and offenders, how can youth be recognized as a productive part of this society?

Jean Woodsworth: I am from the National Seniors Network, "One Voice." There have been several comments here that victimization is likely to happen to people who are disadvantaged in any way.

I am an older woman. Dr. Asbury suggested that the older people of this country are not disadvantaged, that they are wealthy, that they are much more prosperous than they have been in other years. That is certainly true for some. But the fact is that some 46 percent of seniors have to declare poverty and apply for the guaranteed income supplement. And single seniors — men too, but chiefly women, because women live longer — are part of the body of poverty in this country that is generally considered to include single mothers and children.

I would like to point out that many seniors — at least half and perhaps more — are going to be victimized if low income is one of the reasons for that to happen.

Lee Lakeman: I represent the Canadian Association of Sexual Assault Centres and I am troubled about some of the inferences about women and about crimes against women that could be drawn from what the panel members have said.

I would like to draw your attention to a few facts. One is that we can now determine, from the women who come to rape crisis centres and transition houses, that about one-quarter of adult women are attacked in their lifetime by men in something that could be clearly identified as sexist violence. We are not talking about six percent and we are not talking about a small deviant group, and we are not talking about delinquent boys.

A great majority of those crimes are committed by men that the women know. Feminist workers and feminist sociologists have drawn an inference on a political relationship in this.

We know that there are two points at which women are much more likely to be attacked by the men they know. One is the point where the woman loses power by becoming pregnant, by losing a job, by becoming isolated. The other is at the moment where a woman gains power: she gets a job, the children go to school, or something else improves her position and she gets a backlash punch.

I am also troubled by the lack of a direct class and race analysis here. We know that men attack women primarily within their own race and class group. They also attack any woman that they perceive to be down. It is the white man and his treatment of others that is the systemic problem in the country.

We know that men are committing these crimes in inverse proportion to the race and class groupings in which they're charged, exactly inverse. We know that sexist violence cannot be considered statistically deviant; it is normative. We know that transition houses and sexual assault centres have been a primary preventative strategy which has not yet been mentioned here. We know that they actually prevent abuse.

We know that it is one of a woman's more painful moments should she get the rare opportunity to confront her attacker in court. The first thing that she will be dealing with is a court system that speaks of him as an upstanding member of the community, an owner of business or a man who has social links in the community. That is not very reassuring for us to say the least. There are many more facts and I am disturbed that they have been missing from this panel presentation. I think that's a serious problem.

Diane Mossman: I am from the YWCA of Canada. I was concerned that Marc Leblanc's report on delinquency focused on perhaps eight or ten social and personal characteristics of chronic delinquency. And I can't imagine it was an oversight. I'd like to hear him and the other panellists comment on the significant absence of any reference to physical, sexual or emotional abuse in the families. I won't go into what I think are causes but I think that it is a significant absence. I was pleased that the Horner report refers to the significant relationship between abuse against children and subsequent acting out against that abuse in the criminal justice system.

Marc Leblanc also mentioned, for prevention strategies, targeting children in underprivileged neighbourhoods. He did not raise the issue of sexual, physical and emotional abuse of children. Most of us here know that children in all economic classes are abused sexually, physically and in every way. To neglect that area and then to neglect the issue of sexism and violence is critical.

Scott Newark: I work with the Canadian Resource Centre for Victims of Crime and I was a Crown prosecutor for 12 years. I don't think anyone in this room would disagree with the tenor of the discussion so far or the sentiment of the Standing Committee report

regarding advance intervention and getting at what leads people to commit crimes in the first place.

Dr. Waller said that a focus of the conference should be what our criminal justice system looks like 15 years from now. But what about next month or next year? Isn't part of the mandate of the overall strategy of crime prevention to examine how we can best protect ourselves from the circumstances that we face right now? Unfortunately, we didn't have the wisdom to prevent crime before. But we need to address the nature of today's offenders. Do you not think that another part of the strategy is to examine the laws and procedures currently in place to get the kind of protection that people in this country want, not 15 years from now, but in six months from now or in a year from now?

Serges Bruneau: I am with the TANDEM urban safety project in Montreal. Mr. Sacco spoke earlier about safety and the feeling of safety in our cities. Do you feel that there is a danger that the feeling that our cities are not safe will somehow turn the people living in our major centres into hostages in the years to come?

Irvin Waller: I realize that there have been a lot of questions raised and that the panellists have not had an opportunity to respond to all of them. I hope that just raising the questions will be useful in the discussion groups this afternoon. And I hope that you will feel free to come and talk to any one of the panellists individually to get a balanced view, to ask for more urgent action or to get answers to particular questions.

We will be hearing from Dr. Horner. I hope that all of you have had an opportunity to look at the recommendations in Dr. Horner's report and that, in the workshops, you will come to grips with what is a very important blueprint for our country.

James MacLatchie: I am very pleased and honoured to introduce our guest speaker for luncheon today, the Honourable Benoît Bouchard, Minister of National Health and Welfare. He will address issues relating to youth at risk and community safety.

Address by
The Honourable Benoît Bouchard
Minister of National Health and Welfare

I would like to start my remarks with a statement written over a century ago. Thomas Huxley, a scientist, wrote, "the only medicine for suffering, crime and all other woes of mankind is wisdom."

It is a telling comment that as we approach the 21st century we're still seeking wisdom, grappling with the causes of crime and searching for remedies for other woes.

Dealing with the root causes of crime

So where do we begin if we are to find lasting solutions to these long-standing problems? I suggest at the beginning, by tackling the root causes. This is a notion which, while not new to many of you, seems to have captured the imagination of the media and the public in recent months. I welcome the report on crime prevention prepared by the Standing Committee on Justice and the Solicitor General which recommends we fight crime by addressing its causes.

The major themes of this conference — violence, fear of crime, vulnerable groups in society, building communities and partnerships for prevention — concern us all, whether we are parents, police officers or political representatives. As the Minister of National Health and Welfare, I am particularly troubled by the disturbing social trends reflected in increasing rates of reported violence and crime.

The impacts of these problems — in terms of human suffering and lost opportunities — affect everyone, either directly or indirectly, at every stage of life. There are enormous costs attached to crime, for individuals and for society. So I am especially encouraged to see that the Standing Committee's report recognizes the need to examine the social development aspect of the problem. It endorses the approach that my department has demonstrated through a variety of policies and programs.

It has been apparent to us for some time that it is by dealing with the primary problems of gender inequality, racism, poverty, illiteracy, abuses of all kinds, low self-esteem and low income that we can hope to make Canada a safer place. We are just beginning to deal with problems brought about by a rapidly changing world around us. We are taking the first, not insignificant, steps to deal with these issues. But there is obviously so much more we all must do.

The reality is that the basic structure of our current social programs tends to address symptoms of problems more than their underlying causes.

We have to ask ourselves why tens of thousands of children are not at home, at a cost of billions of dollars, because their homes are not a safer or better alternative. We have to question why conditions exist that make homes unsafe, that make parks dangerous, that allow children to go to school poorly nourished. We have to wonder why 30 percent of our teenagers drop out of high school, limiting their opportunities for employment and our country's ability to compete.

I was an educator for 20 years and as a former educator I know that most kids do not drop out of school because of the curriculum or teachers. Their decisions are largely conditioned not by what happens to them between eight a.m. and six p.m. at school but by what happens to them between six p.m. and eight a.m. at home or in the streets.

Society must realize that government programs cannot fix the dropout problem alone, any more than they can eliminate youth violence, unwanted teen pregnancies or drug abuse. We have to address the root causes before we can effectively treat the symptoms.

We must have equality of opportunity

I believe the issues run even deeper. We must also address the fundamental question of equality. If we do not offer equality of opportunity, we can never hope to eradicate the larger problems of violence and crime.

This is clearly also true for other social ills, such as youth violence, unwanted teen pregnancies or drug abuse. All Canadians, regardless of their age, sex, race or religion, have the right to live free from fear, abuse and discriminatory practices, which are an affront to their dignity and a threat to their well-being. We must break down the barriers of ageism, racism and sexism, which cause certain individuals or groups in our society to mistreat others, exploit those who are the most vulnerable or encroach upon the rights of their fellow citizens.

There is certainly no lack of symptoms of these social ills. Child abuse and elder abuse are but two examples, as are sexual harassment or sexual assault, and the inaction of people who witness these repugnant acts but do nothing to stop them.

The victims of these abuses include in particular newcomers to Canada who are threatened or assaulted because of their accent or skin colour, or persons with disabilities who are physically or mentally powerless to defend themselves. Victims can also include members of well-established religious groups, whom extremist or militant minorities cannot tolerate because they are different. We all want to feel that we are secure and safe from danger in our home or workplace, but the statistics in this regard are a cause for concern, with 72 percent of Canadians reporting that they are afraid that they could become victims of crime.

We know we must concentrate our efforts on prevention, ensuring that we help communities to provide the proper environment and conditions for people to escape the vicious cycle often associated with violence and crime. We also realize these are long-term solutions to deeply entrenched problems.

The process must begin at the very start of the life cycle because violence and the crimes it spawns are not mutually exclusive. They are inextricably linked with attitudes and behaviours conditioned from infancy. When children thrive, our society is renewed.

Social development and social investment

Over the past several years the Government of Canada has introduced a variety of measures — including Canada's Drug Strategy, Brighter Futures, the Child Sexual Abuse and Family Violence Initiatives — aimed at creating healthier individuals and safer communities through social development and social investment.

We will contribute billions of dollars to programs over the next few years to improve our understanding of the nature and extent of problems as well as to develop effective ways to treat and prevent them. We are convinced that prevention is the only long-term solution.

Prevention is one of the key reasons behind Brighter Futures, Canada's Action Plan for Children. The Child Development Initiative will invest $500 million over the next five years in a series of steps aimed at achieving a better tomorrow for Canada's children.

I am confident that, within the next coming weeks, I will be able to sign many protocols with the provinces to be able to spend that money and that we will start to work with aboriginal people for the part of the package allocated to aboriginal people.

There are still Canadians who have not realized the fundamental importance of investing in children in the very early years through love, nurturing and caring. Anyone who has studied the subject has to conclude that a healthy pregnancy, adequate food and shelter, and caring adults surrounding the child, create a platform for the rest of the child's life.

Investing in children

The four guiding principles of Brighter Futures — prevention, promotion, protection and partnership — are carried over in many of our other programs aimed at children and youth. It is obvious that the greatest hopes for community safety and crime prevention lie in better coordination of the efforts and services of everyone involved, be they parents, professionals, leaders in the community, or at the provincial, municipal, or national level.

Addressing substance abuse

Canada's Drug Strategy is another effort to reduce the harm caused by alcohol and other drugs to individuals, families and their communities. Substance abuse can induce illness, misery, crime, violence and death. It also contributes dramatically to many other social ills.

Canada's Drug Strategy brought $210 million in new federal funds to the substance abuse field. And this strategy is evolving beyond its immediate goal of harm reduction and taking on a greater public education role, including the "Driving While Impaired" initiative and antidrug pilot projects aimed especially at youth, who can be most at risk for substance abuse.

Responding to the problem of family violence

We have also committed significant resources to respond to the problem of family violence. Child abuse and neglect, wife abuse, and the exploitation and abuse of the elderly, are serious abuses of power within families and within relationships of trust or dependency.

The current federal Family Violence Initiative is supporting a variety of research, treatment, prevention and training projects that are having a significant impact on the problem, such as:

- the YMCA's national project to educate and sensitize the public about violence against women:
- the Canadian Institute of Child Health's Caring Communities project to identify and promote child sexual abuse prevention programs; and
- a variety of innovative projects developed by aboriginal organizations, covering culturally appropriate and holistic approaches to family violence concerns, in First Nation communities and among urban aboriginal peoples.

Part of the success of these programs rests in the fact that they are being carried out in partnerships with community groups, social agencies, universities, and other government bodies that are community-based and working on the front line.

All of our efforts directed at protecting and empowering those most vulnerable will help ensure that future generations will not experience the same degree of physical, mental and social problems that both cause and result in violence and crime.

I really believe these efforts reflect a growing movement, not just in favour of crime prevention, but in support of fundamental social and cultural change, a movement toward investing in people.

Helping individuals to help themselves

The focus of new policies must be on opportunities. The agents of change will be individuals because I am convinced we can help individuals learn to help themselves. We have to give them the skills and the will to break the chain that has trapped so many and reduced too many to violence and crime.

We have to ask ourselves what people need, in the form of education, skills and rehabilitation and family support services, so they can take control of their lives. How can we help them back into the labour market? What support services do they require to resolve family issues? Do we need to provide special services for their children and their parents?

A new approach to social policies must balance individual responsibility for self-sufficiency against the collective accountability of the community to look out for each other's welfare. Practicality coupled with compassion offers the best hope for an enduring treatment to society's ills.

The costs of crime and violence — in personal suffering, social breakdown and direct government expenditures — are incalculable. The potential payback of a new approach is obvious. If we increase our social investment in people, we promote their greater self-reliance. When we empower people with adequate means and opportunity, we enable them to exploit education and employment opportunities and to live active, healthy and rewarding lives.

As First Nations people have long realized, it is time to take a holistic approach and treat the problem as an integrated whole. Common sense dictates that we treat the illness, not the symptoms. We will all benefit, as individuals and as a country. Our challenge now is to agree on the ways we want to move forward to a society in which everyone can participate fully in a meaningful and satisfactory way without fear, discrimination, violence or crime.

Each of us bears the burden of responsibility, whether as individuals, as workers in the helping professions or as leaders in our community and our countries. We can and we must cooperate and collaborate, as full and equal partners, if we are to mend broken lives and heal the wounds of an ailing society.

James MacLatchie: Mr. Minister, on behalf of the symposium and those whom we represent, I want to express our sincere appreciation for your wisdom, for your insight. We were particularly pleased with the perception that you bring, broadening the base of the incredible mosaic of crime in Canada that we are trying to grapple with. I am sure that your insight will be valuable to us in our workshops to come.

It is now my pleasure to introduce to you the media panel and its chairman, Valerie Pringle, whom you probably all recognize. Valerie is co-host of *Canada AM,* a popular weekday morning news and current affairs show on CTV. Valerie joined CTV recently after hosting the CBC national noon-hour program, *Midday.*

Media Panel

Valerie Pringle: I think this topic is of interest to a great many of you and that you'll have many questions and comments you'd like to share with our distinguished panellists. I have great pleasure in introducing Peter Desbarats, who has worked for print and broadcast media in Canada and abroad. He has worked for *The Montreal Star, The Toronto Star,* CBC and Global Television. He has written nine books, including his latest, A *Guide To Canadian News Media.* He has written a nationally syndicated political column and has worked as a political commentator and bureau chief and anchor on Global Television. He is now Dean of the Graduate School of Journalism at the University of Western Ontario.

Crime Reporting

Peter Desbarats: I thought it might be suitable to open up with an historical perspective. For some of this information I am indebted to one of my faculty, Professor Judith Nellman, who is a specialist in 19th-century crime reporting, mainly in the United Kingdom.

A historical perspective

I want to establish at the outset that the reporting of police crime and justice in the press is not a new subject of concern. About 250 years ago, the publisher of the *St. James Evening Post* in London — a Mrs. Reid, oddly enough; there are very few women publishers even today — was sent to prison for allowing her newspaper to malign witnesses in a case that was to come to trial in 1742.

According to my colleague at Western, that had a temporary chastening effect on the press in the United Kingdom. But within a century, Nellman states: "Trial by newspaper was an established practice deplored by defence council, manipulated by the police, accepted by the judiciary and demanded by the public."

There was a case in England in 1845 involving John Taiwell, an apparently respectable businessman and Quaker. Even before he was arrested, charged and eventually executed for the murder of his former housekeeper, unofficial investigations by newspapers resulted in information being published stating that he had been convicted of forgery and kicked out of

the Quakers. They also said that he had fathered two children during an illicit relationship with his former housekeeper, who was eventually murdered.

After the trial, another newspaper, the *Weekly Times,* reported that one of the jurors had been told by his wife, perhaps as a result of the newspaper stories, that he should not bother coming home after the trial unless Mr. Taiwell was sentenced to hang.

In 1849, London newspapers hounded the police to arrest Frederick Manning and his wife, Gloria, who they had decided had murdered her former lover. Two newspapers of the day, *The Globe* and *The Observer* said weeks before the arrest of this couple that there could hardly be any doubt that the two were guilty. During the trial their lawyer tried in vain to save them by charging that the newspapers "set themselves up before the world as the defenders of our liberties but do all they can to dam up the streams of justice and prejudge the case." We have heard lots of quotations like that in the last couple of weeks.

In 1872, the *Illustrated Police News,* again in England, congratulated the police on the arrest of Marguerite LeBlanc, describing her as "the woman who in broad daylight strangled her unsuspecting mistress."

Finally, in the 1890s, there was the case of Walter Lyons, a young man who had surprised his mother in a compromising position and apparently murdered her lover. He was accused in print immediately after the deed, even by the respected *Times.* After the inquest, but before the trial, *The News* noted that there was a general feeling that he had committed murder but should not be hanged.

These few examples lead to a number of conclusions which may set the stage for our discussion. The reporting of crime has been a staple of journalism information since newspapers began. And this has always led people to assume that they were living in a particularly violent age, much worse than anything previously known.

This reporting of criminal activity has often started long before people reached court. There is much historical evidence that the news media today may be much more careful about prejudging cases than the news media were in previous centuries.

Media Accountability

There is a long and honourable tradition of journalists keeping a close eye on police investigations and urging them to get on with it. The difference today is that the news media themselves are the object of unprecedented critical scrutiny, all of it faithfully reported in the masochistic news media. And the journalists have accepted the notion that they are accountable to the public to some degree. This is a relatively new development, within the last 20 years in my own experience.

I think these are positive developments. But we also have to realize, as the Attorney General of Ontario apparently failed to do a week or so ago, that reporting of crime and police investigations in our democratic society is not a frill, not an entertainment, and certainly not simply a profitable activity for media owners. It is a traditional and integral part of our whole system of law enforcement and justice and carries along with it some excesses and many benefits.

Valerie Pringle: I'd now like to introduce to you Marie-Claude Lortie, who has a political science background. She is a reporter with *La Presse* and has been their national correspondent, based in Ottawa, for the last two-and-a-half years. She has covered a number of stories that have a conjunction with the criminal justice system including the massacre at the Polytechnique in Montreal and the Oka crisis. She is Vice-President of the National Press Gallery in Ottawa and she won an award, the "Prix Mireille Lanctot," for her coverage last year of the new rape shield legislation.

Media Responsibilities in Crime Reporting

Marie-Claude Lortie: I too think that the media has been doing a lot of good things in crime prevention. It is not only publishing stories that release the names of offenders who have not yet been accused; it is not only printing and publishing the names and pictures of people freed on parole; it is also informing people about the consequences of crime; it is informing people about victims' testimonies and about crimes and violence against women. It is educating society and transforming mentalities.

A few years ago one of the columnists at *La Presse* wrote a story about three men who went to a therapy centre north of Montreal. They used to beat their wives and they wanted treatment. Men could go to this experimental centre for treatment on a voluntary basis. In her column she outlined the testimonies of the three men and asked them where they found out about the centre. One of them mentioned police sources, another talked about his social worker, and the third talked about reading a story about the centre written by Marie-Claude Lortie in *La Presse*. This is the kind of thing that happens on a regular basis. It is a fact about journalism.

But there is another part of our job that is not as positive: talking about criminals, publishing pictures and — something that a lot of people have accused us of — scaring society more than accomplishing anything else. This morning someone asked, "Do you think that Canadians are more scared than they should be?" The person turned to the journalists who were present and said, "Ask them."

I think we have huge responsibilities in reporting about crime. We have to be careful about using statistics and about what we're saying. We do not want to scare people, but we have to inform the population.

Dealing with the police

When we inform the population about violence and crime we have to deal with the police. As a reporter, I think dealing with the police is one of the most difficult parts of our job because they do not like it when we write stories that don't make them look good. Every day we see things: the police giving information to a competitor because they know that the competitor is more sympathetic to them; the police stopping a reporter from going somewhere, giving no reasons and refusing to identify themselves; the police telling a reporter, "You can't print that," or "I'm going to call your boss"; the police refusing to answer questions about a lot of things.

The media can do a lot about crime prevention. We can inform people about what is going on. But the only way for us to do it well is if the other actors agree to talk to us and realize that they have nothing to gain from hiding things and trying to control us.

Valerie Pringle: Kevin Donovan is a reporter for *The Toronto Star.* He has been with the *Star* for the past eight years, specializing in investigative reporting with an emphasis on crime reporting. He has coauthored one book called *Crime Story,* which chronicles the murder of Celina Chen. He has won a number of journalism awards including a "National Newspaper Award" for his coverage of a police shooting of a black teenager.

Media Role in Crime Reporting

Kevin Donovan: I look out at this audience and see people who, I'm told, are police officers, lawyers and judges, and I want to say to you that I do not believe that it is the media's job to prevent crime. Nor is it the media's job to work out any partnership with you. That is not our duty. Our job is to tell stories. The media is supposed to inform and to educate. We're supposed to uncover and expose things. We can expose crime, we can expose corruption, we can expose a variety of things. That is our job.

The media bring issues to light

Along the way, though, newspapers, television and radio will, by reporting on crime, bring to light a lot of the issues that you will be talking about this week. I've always believed that society reacts best to hearing and reading and watching — not so much being told but being

able to see things. That's what we try to do, even if we don't always do it right. We try to show you that there is a crime problem in an area of Toronto or Montreal or Vancouver.

In Toronto, for example, some municipal politicians are going through the justice system because the media exposed that they may have been taking bribes. In some cases, they have been convicted. They were taking bribes. Now if a reporter is a partner with police officers, lawyers, judges, or politicians, that reporter is not going to expose something like that, because the reporter may have personal feelings for the people involved and not want to hurt them. And that is why I say that we cannot feel that we are doing the job of the justice system. All we can do is tell the story and then see what happens; let the chips fall where they may.

I think back to some cases where the media probably didn't shine very brightly: Donald Marshall, cases of sex abuse in the 1960s that have come to light in the last ten years. And I think that if the media had been aggressive back then, which I don't think we were, perhaps those things would not have been covered up for so long.

So when you have to deal with a reporter and you're wondering why that reporter is not giving out the message exactly as you want it, it is because we hear the message from all sides. We talk to police, lawyers, and community members, and everybody has their own side of a story. What we do, when we do it right, is just tell the story. Then it is your job to act on it.

Valerie Pringle: Now, radio's point of view. Gary Ennett is news director of CFPL Radio in London. He is the national president of the Radio and Television News Directors Association of Canada, which represents 300 radio stations and a hundred television stations across the country. He is a member of the editorial board of Broadcast News Ltd. and has taught journalism at Fanshawe College and at the University of Western Ontario.

Crime Reporting and Local Media

Gary Ennett: I am representing many news directors at private radio and television stations across the country. I cannot speak for their policies, which I believe vary somewhat, but not greatly.

Our association doesn't dictate how our member news directors should cover crime. A condition of membership in our association is that each member must adhere to our code of ethics, which advocates the practice of responsible journalism. We are not perfect; we make mistakes, probably more than we should. But we certainly don't apologize for our humanity. Like many other institutions, we are under fire today. I think that's healthy. We never want to feel overly defensive or unaccountable to the public. We are men and women trying to do

a job that, in the best of circumstances, is challenging. At times it is daunting, but we give it our best.

Crime news and crime prevention

Most of our members give high priority to crime news and crime prevention because our newsrooms put a heavy emphasis on coverage of local news. Some of today's panellists manage national newsrooms. I am a local news director in London, Ontario; many of my colleagues in the association manage newsrooms that do a lot of local news coverage; we feel that we're in touch with our communities. And I don't know of a community where crime is not regarded as a significant issue.

What are the media doing to prevent crime? Should the media help to prevent crime? I guess I'd have to disagree somewhat with my friend from *The Toronto Star*. I think that we can contribute in a limited way. It seems to me that the first step in preventing crime, and *The Star* does this too, is to publicize crime. The community cannot attack a problem until it knows the problem exists. But beyond that, I think the media are becoming more analytical. We are asking more questions. We are more aggressive today than we were two, five or ten years ago.

And more and more we're attempting to get at the underlying causes of crime. We probably don't do as much as we should to delve deeply into the root causes of crime, but that's probably because of time and resource limitations. You just can't produce a story of this type instantly. It sometimes takes several days or weeks to do a quality piece of analytical journalism, so there seems to be less and less of that in the media. And we regret this, but there are some economic factors that come into play.

Reporting on the release of high-risk offenders

The difficult question of late has been whether the media should publicize descriptions and pictures of recently released high-risk offenders. It's a decision that each news director has to make for himself or herself. Speaking as the news director of CFPL Radio in London, I say, yes, we should report that police are warning the public about a certain repeat offender if — and this is an important if — the police can demonstrate to us that members of the public are at risk. I'm not suggesting that reporters simply walk in, take the press release and put it on the air. What I am suggesting is that reporters sit down with the police and say, "Why should we? Prove your case to us and we'll give it consideration."

These matters should not be given undue publicity but I think, particularly when we're dealing with high-risk repeat offenders, that there is merit in local media reporting. I think this position is particularly defensible when the offender in question has repeatedly victimized young children.

Pre-trial publicity

I suspect, however, that much of our time today will be spent discussing pretrial publicity, as in the much-talked-about Bernardo case. At issue here is the delicate balance between two fundamental democratic rights: the right of the accused to a fair trial and the public's right to know that justice is being conducted openly. Both are extremely important rights; both must be affirmed and respected. But one is no more important than the other and that is what causes me concern as a journalist: I'm concerned about what seems to me to be an increasing number of critics of the media who advocate suspension of one right in order to uphold the other.

Their argument is that, by silencing pre-trial publicity, the accused would be assured of a fair trial. Others have noted that this argument has a seductive appeal. No publicity, no embarrassment, no problem, right? Wrong. What this argument ignores is that our entire system of justice is built on public trust, which is rooted, ultimately, in publicity. There can be no justice without publicity and I don't think we can ever forget that.

Public access to information and the courts

The credibility of the courts, in my view, has suffered enough. The system cannot afford to risk losing more public confidence by shielding important information from the public. In fact, I think that we now need just the opposite: instead of restricting the information flow, the courts should be promoting greater public access. Let's face it. Canadians as a whole know very little about our justice system — surprisingly little when you consider the quality of our education system. Perhaps that's part of the problem.

The other dimension of the problem is that Canadians can't really know a lot about what goes on in the courts because they can't see what goes on in the courts. If we could get cameras into the courtroom, Canadians could see and hear the justice system for themselves. They could learn first-hand about legal procedures that they must now hear described by reporters. If Canadians could watch their justice system at work on a daily basis, there would be less speculation about the guilt or innocence of the accused and more genuine interest in the process that determines guilt or innocence.

The media do not, for the most part, convict accused persons before they come to trial, but sometimes the ill-informed do. If we want Canadians to understand the justice system better, I say they should be able to see it in action every night on the six o'clock news.

Valerie Pringle: Jeffrey Dvorkin has a very impressive academic background in the French Revolution and the French Resistance. For the past 20 years, he has worked for the CBC, in radio and television, as an editor, as a producer, as a reporter and as a managing editor. He

is a member of the Board of Governors of Concordia University and he often speaks on media issues and the problems of contemporary journalism.

Reporting as a Community Service

Jeffrey Dvorkin: I have to admit that I'm a recovering crime reporter. When I was a local reporter in the CBC television newsroom in Montreal, there was a lot of grist for our mill, Montreal being a city where there seems to be a large appetite for these sorts of things. Over time, I started to think about the implications of some of the crime reporting that I committed and that we commit every day. And if I have to speak for CBC radio — as a public broadcaster — I think there are different implications and responsibilities because we are a mixed group of newsrooms. We have large stations in large cities, we run a couple of networks, and we are the basic source of information in a lot of very small communities across the country. I think the implications of crime reporting differ in those places and as a result, we have to think quite deliberately about how we report crime and what component of crime reporting is a service. As a public broadcaster, we have to think about what kind of service we are providing for the people who listen to us.

One of the things that has not been mentioned is the influence of American television, and I think that we cannot underestimate its influence. It colours a lot of what we do, and it affects how we see ourselves as professionals and the kinds of stories we tell. One of the other consequences of free trade may be that the cultural distinctions are blurring; I think you can hear this increasingly in news reports.

The Dutch view of crime reporting

Four years ago, to get away from the pressures of newsroom reporting, I took a year off and took my family to Amsterdam, where I did some freelance arts reporting. One of the interesting things I noticed on Dutch television and in newspapers in Amsterdam is that there is virtually no crime reporting. I asked one of my colleagues at Dutch radio if I was missing something, because my Dutch isn't very good. He said, "No, we don't think there is any social value in reporting crime unless of course it is so horrific that it galvanizes people's attention and has to be noted."

Once you realize that people can live without crime reporting, you notice a lot of other things. You notice that people feel a lot more confident about being outside; there isn't the kind of anxiety that we live with in North America and increasingly in Canada. If we're not feeling so defensive about what a dangerous world it is out there, it opens up new possibilities for how people relate, how they live and what kinds of cities they live in, and whether they're willing to help strangers in trouble. The Dutch tend to have a different approach to social life. It was extraordinary.

The Canadian emphasis on crime reporting

Coming back to Toronto after six months in Amsterdam, I found that there was a barrage of crime stories everywhere. One morning I listened to the local CBC radio newscast and counted eight crime stories out of nine stories in the newscast. I thought, people can't be living like this. I wondered what had happened in the time I had been away. Nothing had happened.

I think crime reporting appeals to our worst instincts as journalists. A crime story is inherently dramatic and has a beginning, a middle and an end. Usually the good guy wins, or there's a victim, and it is very easy to understand. The story has a precise emotional focus. Criminal activity is easier to understand than most of the other things that go on in society. To think about why the economic or education systems work the way they do requires expertise that we don't have. The barrage of information in our newsrooms makes it impossible to figure out what is happening. But we know what happens in a crime story: somebody's hurt, somebody's a victim, somebody wins, somebody loses and the story is very easy to tell. Too many stories come across through the wires — from Reuters, Associated Press and all of them — to the computer in the CBC newsroom. On the day that the Prime Minister resigned, for example, almost four thousand stories came through the computer.

How can you figure out the context or the social consequences of four thousand stories? You cannot. So journalists decide that, since we can't make sense of much of it, we'll find stories that we can really tell. Often those stories are crime stories.

If you look at American television, you see a lot of *Top Cops* and *America's Funniest Videos* and other programs that don't require any kind of connectedness. As journalists, our job is to make connections for people — not to create some kind of holistic universe that makes sense, because people's lives aren't like that, but to take information and say, "here's an event and here's a consequence"; to figure things out for people. To me, that's a service that is becoming increasingly difficult to provide.

I think that a lot of crime reporting creates feelings of panic and powerlessness in society. It creates a sense that there are victims out there, that this is a society that is out of control. Another consequence is that it makes the weakest elements in our society, namely women and children, feel less capable of controlling their lives. I contrast this to Amsterdam, where there is a greater sense of being unafraid than there is in North America now. I think that the sense of victimization is something that we journalists perpetuate.

In our system the police want us to trust them and we journalists are looking for credibility from them. Sometimes there is a gap between the two. I think our job as journalists is to figure out where the two come together. There are a lot of instances where there is a clear

and present danger in our society and it is our responsibility to serve our audience by reporting those things. But we need a couple of sources to validate what the police say.

When I was a city hall reporter 20 years ago in Montreal I noticed that every time the budget for the police appropriations came up at City Hall, there were a number of stories in *La Presse,* and in *The Montreal Star* saying there was a crime wave sweeping Montreal. And every year, the police got another 20 percent increase on their budget.

So I caution our reporters to be sure of their facts, to make sure that we're providing a service to the people who are listening to us, and then go ahead and report it.

Questions and Comments

Participant: A couple of weeks ago, one phase of one of the most high-profile police investigations in Canada's history concluded and the Attorney General of Ontario, Marion Boyd, said something to the effect that, "This is totally irresponsible." Could the panellists address Ms. Boyd's statements?

Gary Ennett: I know Peter has something to say about it, because he wrote a column on it the other day. Peter and I are on the same wavelength. I think the Attorney General has overreacted, overstepped her bounds, and seems to be on a fishing expedition. It sends a chill down the spine of a dedicated journalist to hear comments like this, especially when you consider the facts on this case.

The facts as I understand them are that the Global Television Network was tipped off to the arrest of Mr. Bernardo through a leak by the police. The next day the police called a news conference where we thought we were going to get major details, but very little was said.

Since then the media has simply done its job, covering what the police have released, questioning them and not getting many answers. But the media are asking all the relevant questions given the magnitude of these crimes.

Valerie Pringle: Does that include publishing wedding pictures? Do we need to know every single detail about this guy?

Gary Ennett: That's a separate issue.

Valerie Pringle: Is it?

Gary Ennett: I'm not coming to the defence of the newspapers. In radio, we don't have pictures, of course, so we paint the pictures. But I'm not sure what the wedding pictures

do to prejudice the right to a fair trial. The main criticism seems to be that the media coverage has somehow prejudiced this man's right to a fair trial. I have yet to read or see or hear anything to substantiate that allegation.

Peter Desbarats: I do not agree with cheque-book journalism. A lot of journalists don't and we don't do a lot of it in this country. It is a dead end for journalism and has nothing to do with good journalism. But the question about printing or buying those pictures should be asked not to the city editor or news editor who had to make the decision, but to the people who own those newspapers. The Chairman of Maclean Hunter should be asked whether he agrees with that policy. The media companies tend to wash their hands of this issue at a higher level, and leave the employee to make a decision. And the news editor is under tremendous pressure at that time without any company guidelines on whether or not to go for the pictures.

In my column in the *London Free Press* on Saturday I said that I couldn't imagine what Marion Boyd, who is usually very thoughtful and temperate in her positions — as well as being the member of the Legislature from London — was thinking of. If the newspapers and journalists have behaved irresponsibly or improperly in relation to the Bernardo case, then that will come out in court. That is the place where it should come out, not in some backroom of the Attorney General's office.

I thought that the charges were incredibly generalized and sweeping. There was no information about what this so-called investigation was going to be about, who was going to conduct it, what issues it was going to look into. It looked to me like something that somebody in her department had thought up, a way to cater to public concern about media coverage. It was issued late on a Friday night without very much thought, and she has carefully refrained from saying anything more about it since. I would like to think that she has had second thoughts about it, and that we won't hear anything more about the investigation.

Valerie Pringle: Kevin, do you think the media has behaved irresponsibly or inappropriately in the coverage of the Bernardo case?

Kevin Donovan: I have had very little involvement in the Bernardo case. But I know the people at my newspaper who worked on the story. And there was only one paragraph that I read, mentioning that Mrs. Bernardo kept her family house in very dirty fashion, that made me think, "How can you prove that and what has it really got to do with the case?"

I often put people's names in the bankruptcy computer, and I found out that Paul Bernardo had been bankrupt. We didn't do a story just to say that he was bankrupt. My next stage was to go to the people who had dealt with his bankruptcy. All of them said, "We have been trying to get the police to be interested in this, because we think that we have

information that would help the investigation, or that could clear this person, or that could go towards the allegations." So we did a story on this information, and nobody seemed to be interested in it. I understand that people are interested in it now.

We didn't publish the wedding photographs; we lost in the bidding war I think. But when I was a general assignment reporter, I was quite good at getting pictures and stories on murder cases or sudden deaths. I find it interesting that it is because of the large amount of money that was paid for these pictures, and the fact that so many of them were run by our competitor on King Street, that people have taken an interest in this. We have been doing this for years; it is not unusual at all.

Valerie Pringle: If it's not unusual, is it right?

Kevin Donovan: I don't see anything wrong with it. As one of the panellists mentioned, nothing that has come out is going to prejudice a fair trial.

Richard Zanabbi: I am the Chief of the Sudbury Regional Police Service in Ontario. A number of comments have been made with respect to the police, and unfortunately there is a significant absence of police and senior police representatives here. It was interesting to hear some of the comments with respect to journalists not seeing themselves as having a responsibility to be part of a partnership to prevent crime in the community. I would suggest that the media has a responsibility in that respect. One of the panellists saw the media as having a role.

With regard to the comments about not hearing crime reporting in a European country, I would ask how much should be released to the media. With respect to high-risk offenders, it is the media's decision whether or not they are going to report it, based on what the police tell them. But initially, it is the police who must make that decision. I suppose that legislation might affect that ultimately, but the police have to make that decision now.

The relationship between the police and the media is strained, but it is also positive, and I hope that the people in this room understand that. We can complement each other and we can be in conflict, but I think there has to be a balance. In my view, the media has a role to play in preventing crime.

Now, if reporting crime is seen to be preventative, I missed the point. Because I don't see it being at all preventative. The media can take initiatives, although perhaps not at the national level. *The Toronto Star* is a city newspaper, and I think it has a role to play to help prevent crime in this city. I think that has to be rethought.

Kevin Donovan: At *The Toronto Star,* we have the "Star-phone," an automated telephone service whereby people can call and get information. We started a system today whereby people in Toronto can get recorded information in 13 of our police divisions.

That is an example where we are taking police information and making it available to the public. We are probably helping in some sort of a partnership. I think that the only danger for reporters is when we get too close to any source in any area of the community when we write stories about crime. Let's say we write about past sexual abuse in training schools: a couple of cases in Ontario were covered up by the police and justice officials of the time; the media reported on them and now they are being investigated properly. I think that's a good thing.

Participant: Before I came here, I had our research department dig out crime statistics from 1976 to 1985, tabulated by Statistics Canada. It says, "It is evident from Text Table One that crimes of violence account for a very small proportion of crimes reported to the police." With respect to reported and non-reported crime: "After a decline of less than one percent in crimes of violence from 1976 to 1977, this category of offences has demonstrated upward movement from 1978 to 1985. In spite of this increasing trend, the proportion of total crimes of violence has maintained a fairly consistent level during the 10-year period."

I'd like to know why there is a sudden concern about crime at this point. I think that there's some interesting journalism to be done on people's perception of crimes. It is generally assumed that there is a lot, that people's lives are less safe now than they were before. But I think it's like statistics for cancer: they're very misleading, in that the public thinks that there has been an explosion of cancer when in fact cancer rates have declined over the last 20 years, except for lung cancer, which has gone way up.

The same is true for crime statistics. Some crimes have gone up. Some crimes have gone down. Murder rates have stayed pretty much the same. I'd like to hear from representatives of law enforcement why they think we should pay more attention to them now.

Marie-Claude Lortie: I think that, to establish some sort of cooperation between the media and the police, there has to be trust. Journalists have to trust the police and police have to trust the media, which is not the case right now.

I talked informally to the information officer for one of the police organizations in Quebec. He explained to me what made a good reporter and what made a bad reporter: a bad reporter is a reporter who does not respect the police; a good reporter is a reporter who respects the police. And what is the difference between a good and a very good reporter? The very good reporter agrees, before going on an operation with the police, to give back

the tapes if the operation doesn't work or if the police do something that doesn't work. I'm serious. I was stunned. Another reporter was there and can confirm what I'm saying.

It is very difficult to trust police officers in those circumstances. It is also difficult to trust police officers when you realize that their conception of cooperation is sometimes just using the media to get "sexy" information out about people. In Quebec, sexy information is information about cigarette smuggling and the relationship between the smugglers and the native communities around Montreal. It is incredible that sometimes information gets leaked about those smugglers, people who have not been formally accused.

Recently a report was released to a radio station where one host was taking an aggressive position on the side of the Châteauguay people during the Oka Crisis. The police leaked the report to this radio station, which then had an exclusive, so they ran the story. In the end, the names of people who had not been accused were released to the public. When you're a reporter, you have to report on these things. You can't block the information, because it's out there, and it has to be mentioned. But you feel like you are being manipulated, so it is very difficult to establish this environment of trust and cooperation.

Participant: Someone mentioned the lack of police presence at this conference. There are even fewer federal politicians present. I am a federal politician representing a Toronto riding. The media's accurate reporting has destroyed one of the communities that I represent. Businesses are closing up because no one wants to buy them. People would like to move out, but they can't sell their homes, so they're locked into this community. And I stress that the reporting is very accurate — on all the drug trade that goes on there, the sex trade that goes on there...

Valerie Pringle: Where is this?

Participant: I am purposely not giving you the name because the media will pick it up and do more damage to my community. You have killed a community through your accurate reporting. If you are continually reporting the negative things that go on in that community, do you not have a responsibility as a corporate citizen to report on the positive things that are going on to help build that community? The whole theme of this conference is "working together." You're saying, "No, we don't want to work with you." I suggest you get out of the business if that's your attitude. You, the media, have killed that community.

Gary Ennett: When I said that I believe we have a role to play, it is an indirect role. Our job is not to sit down every morning and say, "Okay, what can we do to prevent crime in the community?" Not at all. However, if in covering a story we realize that we are going to identify for the public a problem that may need to be addressed, a problem with a new type of crime or an increased incidence of crime, then I feel it's our responsibility, in order

to help the community come to grips with that problem, to report the story. But I'm not saying that, as journalists, it is our responsibility to help you create programs to prevent crime. Not at all. Our job is to observe and report, not to participate in any interest group's activities.

Peter Desbarats: I think we have to say that, over the last 15 years in this country, there has been a tremendous growth in the recognition that the media are accountable. The phrase, "let the chips fall where they may," makes me uneasy. It was heard in journalism more often 15 to 20 years ago than today.

We have created press councils which, in Ontario, are used to discuss these kinds of stories sometimes. In the last few years a whole system of broadcast standards was established for radio and television, and ombudsmen were appointed in some of our major news organizations. These didn't exist 12 or 13 years ago and they don't exist in the United States. It is a distinctive part of the Canadian system. And Canadian journalists are slowly realizing that they have to consider — and this doesn't mean that they abdicate their responsibility to report independently and freely — the social consequences of their reporting. I think that sentiment is growing among a large number of Canadian journalists. There have been some structural changes that reflect it.

Aziz Khaki: Mr. Jeffrey Dvorkin spoke about reporting on crime. When we try to complain to the media we are told that the business of the media is to report the news. What is abnormal is news and what is normal is not news. Someone here said, "Our duty is to report the news." I don't think you do that. You editorialize most of the news. You add your opinion and comments when you put the news forward. I admire investigative journalism and that is part of your duty. But do you try to monitor the public and private lives of every one of us who monitors you? I know you have the CRTC and press councils, but who does effective monitoring of your function and your role?

Jeffrey Dvorkin: I won't speak for other organizations. But I can tell you that at the CBC there is a large number of people who are involved in media accountability now. It ranges from the responsibility of individual newsroom managers, to regional directors, and all the way up to the office of the ombudsman. This is a process that has been put into place over the last few years. It is still on its way to becoming effective and to being seen to be effective. I think you're right. But as Peter was saying, we know that there is a perception of how we do our business that is often at variance with how we see ourselves.

There needs to be a lot more talking in forums like this where the aim of what we are trying to accomplish becomes more apparent and where we can learn from you as well.

Priscilla de Villiers: Mr. Ennett, your statement that you thought there should be cameras in the courtrooms, and that cases should be shown on the six o'clock news, fills me with

horror. I sat through a four-month inquest in which I heard woman after woman say that she did not feel that she could report vicious sexual assault because she could not put herself, through the court system. It was seen as so adversarial and so counter-productive to her interests.

We, together with half the world, have sat and watched the Clarence Thomas soap opera and the Kennedy-Smith soap opera. To expect the victim and the accused to appear at six o'clock, for people having their dinner, is abhorrent.

Would you also show us environmental infractions, parking ticket cases and sewage treatment problems, or would we be treated to a nightly soap opera of some poor person who is being put through the ringer yet again?

Gary Ennett: I think that any new development in journalism has positives and negatives that will have to be watched very closely. Given the cautious nature of the Canadian judiciary, standards will be set out from the start if we get cameras in the courtrooms. I am beginning to wonder now, as we approach the 21st century, whether we will see that in our working lifetime.

I think that the courts are an institution like any other in this country. They ought to be open to the public. When we didn't have the technology we could live with written accounts filtered through a human processor. But today there doesn't seem to be any excuse for keeping cameras out. The technology is not obtrusive, and we have had some very successful experiments with inquiries in this province, which would tend to argue for responsible media use of footage from the courts.

And we were very pleased last week to see the Supreme Court open its doors. I feel that is the most hopeful sign that we've seen in the last ten years. It is certainly not any kind of a precedent for the system as a whole, but I think it offers hope. We are hearing your concerns, and we are always going to be responsive if the public expresses concerns about specific types of coverage.

Participant: I want to point out that we are not all judges, lawyers, police officers and federal government employees in this room. There is a large group of people here who are volunteers and community service people and who work very hard. Ask any one of them if they can get a story on the radio or TV or in the newspapers in their communities and they'll tell you, "Only if I'm willing to tell you about the child who was raped and went to a Block Parent home; only if I'm willing to tell you the blood and the gore and guts of the program." We have a hard time getting through to any member of the press when we want to tell them about good news. And I know you'll tell me that good news doesn't sell newspapers. Well, maybe that's because the good stories are not being written in very interesting ways.

I think you have a responsibility to start helping out in this society and helping with crime prevention, perhaps by telling the good side of the story as well as the bad.

Kevin Donovan: That is a complaint that we all hear all the time and certainly the media has a lot of failings. But my own newspaper includes a lot of good news. Unfortunately, when people come to conferences like this they never talk about that. We run a lot of feature stories about people like you, who are working in the community and fighting crime, for example. We have a lot to be answerable for, but look through tonight's newspaper and watch the TV and I think you might find that it is not as bad as you think it is.

James Harding: I really wish that I could quarrel with the comments of Marie-Claude Lortie. Unfortunately, I suspect that they are true. That is regrettable because it speaks to the relationship between your organization and the police organization I represent. The people who suffer as a consequence of that poor relationship are the members of the public that we are both appointed to serve and protect.

There are members of my profession who view you as the people who wait in the hills while the battle is being fought on the plains; afterwards you will come down to pick the bones of the dead and then sell it for profit. But we gain nothing by using that sort of colourful language. We should be looking for a way to develop a relationship that will better serve our communities. We hear about this "flame of freedom," this "torch of truth" that you want to wave in our faces all the time, and we would like to see it demonstrated by your profession. Today, you have given us a set of rose-tinted spectacles with which to look at you, but the colour has faded very rapidly and we do not look at you with rose-coloured spectacles. Nor do we believe, Mr. Desbarats, that the notion of accountability is just a notion. We believe that accountability is the essence of all our organizations and professions and must be demonstrated by everyone, including the media.

I ask you to consider, and to recommend to this body, what measures of accountability the media can offer to the public so that we can have faith and trust in your ability to serve us well.

Gary Ennett: The Press Council has always been around for the print side of the media and the broadcast industry has followed suit with a Broadcast Standards Council. Our station and most stations who are members of the Canadian Association of Broadcasters are now publicly committed to accepting complaints. If they cannot be resolved at the level of the station, they are passed along to this body for adjudication. We are accountable.

But I like to hear from people who have concerns about our news product. As Canadians, we get worked up but don't follow through. We let off steam in forums like this but we don't go that extra step of lodging the complaint. I say, Lodge that complaint: our

industry will be better for it. There aren't that many complaints. The Council has been in place for one year and I know of only one complaint regarding news that was adjudicated, and it was rejected.

Participant: I command some of the officers working on the "Green Ribbon Task Force." Those officers, and the people they serve, have been traumatized by the media coverage of the incident in the Niagara region. I am here as a Chief of Police to condemn the police irresponsibility in releasing that information to the media. I am also here to condemn the media irresponsibility that compounded the initial irresponsibility.

Valerie Pringle: What example would you cite?

Participant: The examples are in the newspapers and on the media every day.

Valerie Pringle: The personal information, or what, specifically?

Participant: You have compounded the irresponsibility. You have condemned the irresponsibility and you have been a part of it yourself.

Panel Member: I don't think the Bernardo case is a fair one on which to base any firm conclusions about our system. This is an extreme. Cases like this don't come along very often. And there is intense public interest and fear, because of real crimes that have affected real people. We cannot affect that. People are truly afraid because of these situations. To a great extent, the media is always going to be caught in the cross-fire whenever it reflects the concerns of the public. I hear what you're saying but we also have to respond to their interests for information about these kinds of crimes.

Sikko Eresma: I am with the taxi industry in the city. Today, both newspapers have run articles about the violence and crime in our industry. The incidents were very well reported. They have quoted different people, including myself. Our industry newspaper, *Taxi News,* reports extensively on our problems. I am shocked that, with the quality of reporting that we have in the city, there is so much media-bashing in this room. It's incredible.

I have been in the Far East and in Europe, behind the Iron Curtain, in countries where there is censorship. You are knocking the information systems that we have in place. I find it appalling. The media do a very difficult job. They are always under deadlines. It is all so easy for the politicians to blame the media for their own shortcomings. You know the function of any political party: you can see Queen's Park blaming the media for their problems.

Joannie Halas: As an educator and a Canadian, I had media help in spreading a positive idea around the country. I didn't have the power to do it myself, but the media spread the idea of the "National Neighbourhood Party" that got millions of Canadians together in a positive way. The media saw the value in this idea. I would recommend to anybody here who wants to know what happened to see me so I can tell you the methods that I have found to work and how grateful I am to the media for what they have been able to do.

Valerie Pringle: Honestly, we did not plant those people as the final speakers. I thank you for joining us today. And I would like to thank our panellists for being here.

James MacLatchie: It is my pleasure to introduce to you our next speaker, the Honourable Mary Collins, Minister Responsible for the Status of Women. I know Minister Collins is keen on this subject and she has been interested in what we do for a long time. She has been with us since the beginning today and has listened to the speeches with great attentiveness.

Address by
The Honourable Mary Collins
Minister Responsible for the Status of Women

Community Safety, Crime Prevention and Violence Against Women

That last session really got the juices going. As an elected politician it was nice to realize that other people also share in public criticism and require accountability.

I know everyone is anxious to get into the workshops because the whole purpose of this forum is for you to be involved and to come up with solutions and ideas that we can start to implement. Over this afternoon and the next couple of days I hope we'll see a building of ideas and consensus coming from people right across the country. It is a very special group of people who have come together for this conference.

Our purpose today is to talk about how we can build safer communities. How do we prevent crime in our country? We have heard a lot of ideas and different perspectives this morning. Following on my colleagues, Pierre Blais and Benoît Bouchard, I wanted to deepen the discussion and bring to it another dimension that I think is absolutely critical if we are going to prevent crime and develop safe communities.

It is something that has only been touched on peripherally in some of the presentations. Lee Lakeman mentioned it when she was at the microphone this morning. It is, obviously, essential.

Women have a great stake in community safety and crime prevention

As Minister responsible for the Status of Women, I can tell you that there is no group for whom the stakes are higher as regards safety and crime prevention than girls and women, who make up 52 percent of Canada's population. What I want to talk about with you this afternoon is, just what does that mean?

Let me share with you my fundamental premise. First of all, we will not achieve our goal of preventing crime and achieving safe communities until and unless violence against women and children — sexual or physical — in our homes, in our workplaces, and on our streets, is addressed in the context of a reformed social and political framework.

Secondly, addressing such violence requires an understanding and an acceptance that such violence is perpetrated, not only by some of the stereotypes of criminals that were presented

to us this morning, but by our fathers and our lovers, our co-workers and our friends. It can go from one generation to another, and we know the statistics that young boys who grow up in abusive homes may go on to abuse, that young women who have been abused may become victims of abuse again in their adult lives.

Thirdly, sexual and physical violence — the manifestations of violence that are dealt with by the criminal justice system, imperfectly in many cases — are but the extreme end of other forms of violent behaviour in the range of psychological and emotional abuse that women face.

Violence against women is inextricably linked to women's inequality

Finally, and fundamentally, the one kernel that I ask you to take away this afternoon and to integrate into your thinking over the next few days, is that this kind of violence — and it is a special kind of violence that has to be understood for what it is and why it is — is inextricably linked to fundamental issues of the equality of women in our society.

I would like to fill in some of that picture for you, give you some of the background as I see it, to help you as you go through the next few days, and present to you some voices and some steps for change. As I talk about women and violence I will be using the word "we," because I think all the women in this room include ourselves. Violence and abuse and harassment, and the threat of these inequities, permeate the lives of all girls and women of all ages, all races, all origins and all walks of life.

The women who have worked in this field, in the front line and the shelters, have seen the face of this violence for many years. They have begun to document it. We see it coming up through our systems. Most recently the work of the Canadian Panel on Violence Against Women — and Pat Marshall and Marthe Vaillancourt, the Co-Chairs, are with us today — has gathered evidence of this phenomenon across the country. I want you to listen to one woman's voice, heard by the Panel. It is a graphic one. She says:

> My husband struck me on our honeymoon. He killed our first child by knocking the four-month-old child out of my uterus. My doctor asked me what did I do to make him so mad. Our Anglican minister reminded me that I had married for better or for worse. The lawyer wanted to know where I would get money to pay the fees. And my mother told my husband where I was hiding.

That voice is a chilling and incisive call for changes in our attitudes about violence right across the country and right across the systems that we operate in this country.

The other thing that has emerged from the Panel's discussions is a portrait where too many girls and women live daily with violence and the threat of violence. Women are plagued by crimes such as sexual assault, child abuse, cult and ritual abuse, incest, wife abuse, elder abuse, date rape, workplace assault and murder.

In its progress report issued last August, the Panel quietly summarized its sense of shock, one that we must all share. There is much more violence committed against women across this country than anyone knows or is willing to admit. But those of you in this room have worked in this field and you probably say, "Well, doesn't everybody know that? Doesn't everyone recognize and understand the problem?" I would ask you, do we understand? Do we make the connection between crimes of violence against women and the still-existing culturally entrenched values and fears about women's equality?

Last week, in Vancouver, a young woman's body was found in a dumpster. And how many people said, "Well, she was just a prostitute." Yesterday I met with high school students in Ottawa, a young group of women from Glebe Collegiate. They had been working hard to put together a women's group at their high school to talk about issues such as date rape and International Women's Week. They put up a poster, and within a couple of days that poster had been defaced. Across it was scrawled, "Nazi lesbian bitches."

What messages do those words and actions send to all women about our worth? Think about it. How deeply entrenched still are the views that somehow it is still a man's right to control his wife and daughter? It has not been very long since, in many marriage vows, we used the words "love, honour and obey." There is still a lot of that feeling around. It may be evidenced in different ways but it is still there. And how, in our society, is there still a feeling that somehow, as in centuries past, women are possessions whose value is only in the eyes of the beholder?

Are Canadians ready to transform our society and share power?

The fundamental question that we have to ask — and we don't have all the answers today, but we have to start asking it — is, are we really ready? Are we ready to transform our society into one in which we are prepared to share power? Because that is what it is really all about. Power to get away from that control — and when I talk about power I include political, economic and personal power.

Let me return to some issues that I mentioned earlier and reinforce some important realities for women in Canada today.

The first is that we are most at risk of violence and abuse from someone we know. It is usually a spouse or a male friend. And 80 percent of those of us who are victims of

violence know our assailants; more than 60 percent are attacked or murdered at home. So we must move beyond the stereotype that violence is an unfortunate and unpredictable event committed by strangers. As one woman interviewed by the Panel put it, "These men are not monsters, they are your partners, your brothers, your neighbours." We have to develop responses and prevention strategies that accurately reflect this reality of our lives.

The second reality that I want to impress upon you is that violence and women's inequality are inextricably linked, that violence is a manifestation of women's inequality: violence against women is both a cause and a result of women's unequal status in our society.

Violence, or the threat of violence, crushes our aspirations and inhibits our efforts to achieve equality. At the same time, the disadvantages faced by so many women deprive us of the means, through education, employment or life partners, to leave violence behind. We have to break this debilitating cycle in our society, which devalues women and then leaves them vulnerable to violence.

In the words of another woman who was interviewed by the Panel, "When my husband stole a pizza, he got a $100 fine. He beats me and he gets a $50 fine. I'm worth less than a pizza." What does that say about us?

Equality for women must be the foundation of community safety and crime prevention

So I return to the basic premise that preventing violence against women must be an essential and an integral part of any community safety and crime prevention program. And equality for women must be the foundation of any effective, long-term community safety and crime prevention strategy.

I was very encouraged, as I know many people in this room were, by the report by Dr. Horner and the parliamentary Standing Committee. It is encouraging to know that my colleagues and the many Canadians they heard from understand that we have to address the basic social conditions that give rise to violence and abuse. How can we begin to change these conditions? What is needed? Are we ready to begin that transformation in our society? Let me give you just a few ideas, because I don't have all the answers and I only hope that, as you get together and talk about these issues, you will start to put the pieces together.

We must adopt a policy of zero tolerance

First of all, I believe that we have to adopt a principle of zero tolerance on violence against women. You've read about that in the newspapers and Pat Marshall has talked about it many times. What does zero tolerance mean? I think we all know that it means to stand up and

say, "I simply won't tolerate violence." It means we adopt an attitude that says violence is never acceptable behaviour. And it means that we back up that attitude with action. Ultimately, zero tolerance means that we change the basic attitudes and behaviours that prompt violence against women and permit it to flourish.

We must re-examine our laws and the legal process

Secondly, we have to re-examine our laws and see their impact. My colleague said this morning that he is prepared to look at changes in legislation with respect to stalking, for example. I think we also have to look at the process by which we change these laws. The old ways of doing things are no longer good enough. The people who are affected by these laws have to be involved in the process of developing them. It is not just we, the elected parliamentarians, that can do it all by ourselves. It has to be a new kind of process. We have had an example of that in the recent rape shield law, a process I hope we can continue.

But laws themselves are only part of the answer. Unless those laws are enforced in a way that is sensitive and responsive to the reality of women's lives, they won't make any difference. Put yourself in the position of a woman who has been beaten by her husband, a man she loves, who is the father of her children. Finally she gets up the courage to phone 911 and the police come. She is in a traumatic state, and the police have protocols and they know what they're supposed to do, but they go in and ask if she wants to lay charges. The response of a woman in that state is obviously going to be very difficult and very emotional. The way you deal with that situation is not the way you deal with the situation of someone who has stolen a pizza.

We have certainly seen progress in the way we develop the enforcement of our laws, but we have a long way to go; it must be sensitive to the realities of different women's lives. I am a privileged, upper-middle-class white woman. My reality, my ability to deal with police is quite different from that of an aboriginal woman or an immigrant woman or a woman of colour or a disabled woman or a lesbian woman. We are all products of where we have come from. That colours our relationships with others, and people have to understand that. They have to be involved with women from all of those different groups.

The administration of justice has to change. We have heard about, and I applaud, the work of people like Judge Campbell and the Western Judicial Education Centre to sensitize judges to these different realities. But Priscilla de Villiers asked earlier what the adversarial system in the courtroom does to women's self-esteem. A woman, who has been the victim of a sexual assault, goes into the courtroom and the whole basis of that system is that the lawyer for the defence tries to discredit her. Under the new law he or she cannot bring up the victim's past sexual history, but they will certainly try to ask questions such as, "What were you wearing?" and "How did you act?" You don't have to be a woman to know how you

would feel in those circumstances. Even to envisage that television cameras would be involved is almost beyond my imagination.

We have to rethink how we deal with our courts and how we get to the truth. We have to do that; justice is based on truth. Are there not other models, other ways to do this, that more effectively take into account the feelings and the attitudes of the victims? There is a lot of work to be done.

The processes of making the law, enforcing it, and administering it through the justice system, need to be looked at and examined through a screen of gender analysis. We have not developed effective tools for this. We are close to it, but we need to look at how each one of those pieces will affect women, and then look at their cumulative impact on different groups of women. Only when we are able to do that will I feel we have an effective system.

We must change our attitudes

The most important change, and the toughest one, is changing attitudes, because that is what it really comes down to. Attitudes have been entrenched in our society for thousands of years. Some of you may have seen a wonderful film, made by some women in Vancouver, called *The Trials of Eve,* which eloquently shows the whole concept and role of women in Western, Christian society and how we came to be where we are. Dealing with those attitudes is going to require tremendous efforts. We heard this morning about how intervention in early childhood is so essential.

That is what I am calling for. I am calling for a very different approach in the way we work with our children and the way we work in our schools. It is going to require as well a breaking down of the traditional barriers between institutions. We have tended, in our society, to organize things along nice, neat, vertical lines: that's health, that's social services, that's police. We have all got our nice roles and it's a good organizational theory. But now we have to start bridging those roles, bringing them together and integrating them. Using the experience of the women's movement over many years, which approaches things in a more holistic, integrated way, we must recognize that such an approach is essential at the community level.

We must re-examine our institutions

The other thing we have to do is also taken from the women's movement. We have been talking for a long time about empowering women, developing our self-esteem and abilities. Now I think we have to empower our communities and institutions. We have to fundamentally re-examine all of our institutions: our schools, health care facilities, police services, courts, social services, and families. Our major focus has to be on how we have worked with our children, because they are our hope. What messages are we giving them in

our families, our schools and our media? The media has a role and a responsibility in all of this. What kind of a society are we preparing them for? Are we giving them mixed signals? Are we saying to young men that they are valued on the basis of their ability to be in control? That is what it is all about: if you're not in control, that's a feminine quality and it is not considered to be good. It's emotional.

We need to work with young boys and young men

On the other hand, we're also saying we want young men to be much more sharing in terms of family responsibilities. How do we reconcile the image that young boys and young men develop, the natural image that one's self-esteem has to be constantly bolstered by images of servile fantasy women? Then, of course, the women they meet in real life aren't like that at all. They're strong and confident and aren't going to accept secondary roles. So I believe we need to do a lot more work with young boys and young men to help them understand the changes that are taking place in our society.

These changes aren't going to be easy and they're not going to be done magically by any level of government waving magic wands. They are only going to be done by each of us working in our communities and organizations, being prepared sometimes to put aside our hats and work together and listen to each other and truly start to understand that a healthy society is based on a true appreciation for each others' qualities, whether you're a man or a woman, whatever racial background you are, and on a re-invention of the concept of respect: respect between individuals and developing and reinforcing new kinds of respect for institutions and organizations in our society.

It is a long road, but to my mind it is the only road. Sometimes the best knowledge comes from our children, so I would like to close with another letter that was sent to the Panel, that I think pulls a lot of these strings together.

A young girl in Grade 3 said:

> Dear Pat, I would like to meet with you, because my mom and I were discussing how the boys at school treat the girls. The boys jump on the girls' backs, hit them and even punch them. My friends and I found one of our classmates on the ground crying because the boys had punched her. My friends and I helped her up. My teacher said she's trying to get them to stop and that it won't happen overnight, but I think it will have to happen overnight because if it doesn't, it will never stop. If they can't get it to stop during the day then it won't stop at night. If people go to sleep real mean then they aren't going to change and get up with a new attitude towards girls.

> The boys have been doing this since kindergarten and I'm getting pretty sick of it. I'm now in Grade 3 and not one of the girls I know hits the boys and I think if we do hit back they'll just hit back harder and we'll get into a big argument. I think the boys hit the girls because they think we're weaker and they think we won't hit back. I don't want to fight and come home with a black eye. I think they hit us and tease us because they like us, which they probably get from their fathers, other boys and T.V.
>
> I think if a boy likes me, he should be nice because I would never go out with a boy who hit me. Boys and girls should be friends because there is no difference between a boy or a girlfriend. Boys aren't better than girls and girls aren't better than boys. I don't hit my girlfriends and I wouldn't want to. The teachers just keep saying the same thing, "It won't happen overnight," and "We're doing the best we can." Yeah, right. This didn't happen in my last school. I think if the boys hit the girls once, they should get a three-day suspension. Their parents should be called and they should say they're sorry. Maybe your group could come up with some ideas.

Well, for Amanda's sake, I hope you will come up with some ideas. For Amanda and all the other young men and women out there who are our future, I hope that we can work together to make it a brighter future. I'm counting on you.

James MacLatchie: Madam Minister, we thank you most profoundly for bringing this essential piece to the whole exercise. You had a tough act to follow and you did magnificently well. I couldn't help but be impressed, by the quiet attention that you have managed to bring to your cause, by the story you brought to us and by what you had to say.

The Police and a Social Consensus for Crime Prevention

Alain St-Germain: The National Symposium on Community Safety and Crime Prevention is a major event and the goals before us are challenging; they require us to work closely together. Community safety and crime prevention rely on partnerships between the police and all groups in the community. We cannot insist enough on the importance of continual and effective communication between us, to design and implement efficient community programs.

This symposium gives us an opportunity to exchange ideas on the underlying philosophy of community safety, to analyze and measure the efficiency of existing programs and to search for new ones.

Preventive and community policing

There are many forms of preventive and community policing, some of which are very different. All of them, however, are acceptable, and the very variety of these initiatives often reveals the many resources at our disposal, and shows that there are many ways of arriving at the same goal.

In a very interesting article in the last issue of the *Royal Canadian Mounted Police Gazette*, Officers Rossmo and Fisher of the Vancouver Police Department used a very tangible example to explain problem-oriented policing. In many ways, the experience they described in Mount Pleasant is similar to the ACES project in Montreal.

But Patterson, Grant and others plead for "community mapping," using surveys to facilitate "proactive" policing based on the priorities and needs that citizens express. Recently, Richards and Robert asked if the police are the right agency to fulfil community policing goals. They came to the conclusion that, practically speaking, it would be impossible to remove non-legal problems and roles filled by social service and other agencies from police activity.

I have given some examples of the sometimes very complex positions taken with regard to preventive and community policing, simply as a reminder that public safety is a very fluid concept, and that we in particular as police leaders, among others, must play a leading role in defining and applying this concept.

Community partnerships with police

There is no doubt that research and reflection are both useful and necessary. Above all, however, let us remember that we must also act at the same time. In this regard, the Canadian Association of Chiefs of Police has adopted an unequivocal position supporting partnership in crime prevention. We are developing this partnership with citizens, merchants, large businesses, community and government organizations and university researchers.

This costs money, of course. Police budgets in recent years have made funding somewhat difficult. Nevertheless, our new partners in crime prevention very often contribute financially to activities which result from closer relations with the police.

These contributions most often come from businesses, but it is desirable and indeed imperative that new sources of funding be found as well. The situation of victims is another major concern of the Canadian Association of Chiefs of Police. Locally, police forces have taken tangible action to support victims, such as developing global policies to counter family violence, for example, or providing support in specific cases.

A larger social consensus

These actions, important and necessary as they may be, should be seen as steps towards a much larger social consensus. The mission of police services, for example, is not only to arrest criminals but also to prevent crime and perform community activities. So it is only normal that they care for those who, despite all efforts, end up being victims of crime.

We need to concern ourselves with these and many other matters because of the broad responsibility given to us by the community in preventing crime and initiating a partnership with citizens. Asking the community to work with us implies that we will support its members when the cause seems right. We did so, for example, when we supported Virginie Larivière, who launched a petition against violence after the murder of her sister.

This symposium thus gives us an opportunity to hear from a number of specialists, and to promote constructive discussions on the topics I have mentioned and many others relating to crime prevention, community policing and victims. It also allows us to hear from a number of prestigious speakers and panellists, and it is now my privilege to introduce one of these speakers.

I am now pleased to introduce to you, our next speaker, the Solicitor General of Canada, Mr. Doug Lewis.

Address by
The Honourable Doug Lewis
Solicitor General of Canada

As Solicitor General, I am responsible for policing, federal corrections and security intelligence. While my portfolio is diverse, there is no question that crime prevention is at the heart of the Solicitor General's mandate. Our primary goal in this ministry is the protection and safety of all Canadians. Crime prevention, in its broadest sense and in its specific application, is of great relevance to our work.

An increasing sense of shared responsibility

I am particularly encouraged by the sense of shared responsibility that is increasingly evident in the attitude of many Canadians as they confront the issue of crime prevention. The issue is no longer characterized as "their" problem, it is "our" problem.

While the police often remain the catalysts and major players in crime prevention efforts, we are seeing governments, community organizations, businesses and the media taking a growing interest — and taking action — on crime prevention issues. We welcome that interest. That is not to suggest that the interest hasn't always been there, but it is much more active and much more visible. This underlines the fact that crime and criminality are not just criminal justice problems; they are community problems. They call for community solutions from governments, police, parents, teachers, social service agencies and volunteers. We all have to play an important role in making our communities safe.

Putting people in prison takes them out of their communities, but putting more people in prison for a longer time does not take crime out of our communities. If that were the case, the United States, with its high incarceration rate, would be virtually crime free — you and I know that isn't so. The Standing Committee on Justice and the Solicitor General recently tabled its report on crime prevention in Canada. The report calls for an offensive on the roots of crime and for a national crime prevention strategy. We wholeheartedly endorse that philosophy, as I'm sure most of you do. It reflects the gospel that we — and many of you have been preaching for years.

One of the themes that you are addressing at this symposium is "partnerships for prevention. I want to share with you what we have been trying to do in the Ministry of the Solicitor General to uphold our end of the partnership and to promote best practices in partnerships.

Best practices in policing

Under our broader mandate for providing federal leadership in policing, we are assisting, through research and demonstration projects at local levels, the use of best practices in policies and legislation, in other activities, and in the culture of Canadian policing. And that is also what this symposium is designed to do.

In 1990, the Ministry released a consultation document on the future of policing in Canada. This paper offered a vision of how to better organize our police forces to deal with crime in the year 2000. It is a vision that brings the police closer to the communities they serve. It is a vision about people and about partnerships. In short, it is a vision about policing for communities rather than policing of communities. This approach is closely linked to the "Safer Cities" approach to crime prevention of the Federation of Canadian Municipalities. It involves the community, social services, police and others, working together to address problems that lead to crime.

These practices are being put into place by the RCMP and in our new First Nations Policing Program. If the heart of the community policing concept is the idea that the people, the community, should play a key role in deciding how they will be protected and served by the police, then our aboriginal policing program is at the leading edge of community policing. Our program, with considerable new funding, looks to forge a relationship with Canada's First Nations by assisting in the development of appropriate, culturally sensitive policing services through tripartite policing agreements between the federal government, the provincial government and the individual First Nations.

Protecting vulnerable groups

The Ministry is also promoting efforts to prevent family violence and drug abuse and to support youth who are at risk. We are key players in the federal government's wide-ranging efforts to protect the most vulnerable in our society: women, seniors, children and persons with disabilities. For example, we are going to enhance the development of police training curricula and institute, in collaboration with the provinces, systems to track family violence cases. We also intend to work with the provinces and police forces to improve police response to victims.

Brighter futures for young people

Many Canadians are also concerned about the young people of Canada, about youth violence and disaffection with society. I share this concern, particularly in light of the recent escalation of violent crimes involving youth. That is why increased communication and timely information to better understand the youth violence phenomenon in this country are very important. We do not yet have a handle on it, but the Department of Justice and the

Ministry of the Solicitor General are joining with the Federation of Canadian Municipalities to undertake new research on youth violence. My ministry is also undertaking other research, evaluation and demonstration projects dealing with police response to youth violence in the broader context of youth at risk, with funding from Health and Welfare's "Brighter Futures" initiative.

We will examine, for example, the need for police training, public education and the identification of strategies for managing youth violence. Together with my colleagues, the Minister of Justice and the Minister of Health and Welfare, I am committed to ensuring that we have the best possible legislation, programs and policies in place to address the problem. Leadership, and not just leadership from the federal government, is required in early prevention, intervention and help for those young people who are particularly vulnerable to the temptations of a criminal way of life.

That is a crucial aspect of our Brighter Futures initiative. It is a call to action for all Canadians on behalf of Canada's children. The five-year initiative is well under way. It ensures community partnerships through community action. I think that these activities will help the police community respond more effectively to these Canadian youth and their families.

Preventing drug-related crime

We are also looking at the problem of young people abusing drugs. As a crime prevention partner, we are using education to counter all crime in this country, and especially to prevent drug-related crime. My ministry is working in partnership with the provinces and others to improve drug education and treatment programs and to step up law enforcement programs.

We pay a penalty for living beside the big elephant, the United States. They spend about 70 percent of their budget on interdiction versus 30 percent for education. That enabled us to spend 70 percent of our budget on education and 30 percent on interdiction. Although it is tough to get numbers that you can really rely on, we believe that our budget balance is paying off.

But criminals in Canada and abroad are making huge profits through drug trafficking. Almost a year ago, I announced, as part of our renewal of the five-year Canada Drug Strategy, that we would work with provincial and local police in three communities in experimental anti-drug-profiteering units aimed at these criminals. These units have been set up in Vancouver, Toronto and Montreal.

The units are staffed with specially trained RCMP personnel and municipal and provincial police officers. Department of Justice prosecutors and forensic accounting specialists work alongside the police. I want to see these pilot projects pioneering a permanent

federal/provincial effort to seize the profits of drug traffickers. We want to put more resources and expertise behind the police so that they can enforce our proceeds laws effectively. It may not be pretty, but I don't care how we get drug traffickers. I know that the United States got Al Capone for income tax evasion.

There has been a lot of discussion about sharing the assets that are seized from crime. Our efforts are tied to forfeitures gained; nobody should expect a windfall. This money must be used properly. Minister Blais and I are inching our way through the bureaucracy with consultations and legal drafting. One of these days we're going to get a law. This is an onerous process, but we're working at it. And we're going to get it done.

We are going to share the proceeds more equitably with the provinces and municipalities. We are also going to have a way to manage the assets. Norm Inkster will tell you that it is pretty easy to manage a bank account but it is not so easy to manage a ski hill. And that's the trick. If any of you have gotten financing from a small bank lately and thought that was tough, you should try getting financing from the federal Treasury Board.

Protecting the public through correctional policy

We have demonstrated our commitment to improving the corrections sector on a number of fronts that are relevant to crime prevention. As I have travelled, I have found that many Canadians have strong views, not only on policing, but also on corrections. We have had legislation, policies and programs all undergo intensive scrutiny that resulted in dramatic changes being made. Most recently we undertook a fundamental review and change in the development of the corrections legislation that came into force last November.

The new *Corrections and Conditional Release Act* states clearly that protection of the public is the paramount consideration in all decisions on corrections and conditional release. The Correctional Services of Canada and the National Parole Board have ensured that, through intensive training, their staff is aware of their role in ensuring protection of the public.

Changes made to alter the eligibility for release of the most serious offenders also reinforce public safety. Judges are using their new authority to set full parole eligibility dates at half of the sentence in the case of violent offenders and drug offenders. The new release criteria emphasize the determination of risk to the community. We are using those criteria in reviews of applications for unescorted temporary absences and parole. We will continue to examine carefully applications from offenders who have committed violent offences, to determine their risk to commit further violence.

We are streamlining the parole process for first-time, non-violent offenders, and sending them back to their communities, their families and their jobs after they have served one-third of their sentences. If we manage this process of accelerated review properly it will free up

correctional resources, because these offenders will be in our institutions for shorter periods of time. Those savings will enable us to focus more correctional resources on violent criminals.

Conditional release and crime prevention

I have often said that I am on the right on law-and-order issues and on the left on rehabilitation. I view conditional-release programs as essential crime prevention efforts prevention of repeat crime if you will. This morning I met a gentleman who runs a correctional operation out west. He said, "We have people we release who come back and want to stay a couple of days if they feel it's getting beyond them. And one individual we've taken back once a month. He's come back for a couple of days because he needs to get re-acclimatized." That is what we mean by a release program that puts people back into the community. It is safer for the community if we release them on a graduated basis rather than cold turkey. That is the toughest thing I have to explain to people.

We have to have programs that involve Canadians in systems to assist offenders, through partnerships such as the National Joint Committee on Corrections and police advisory committees on corrections. We are also taking into account the needs of victims, who have been ignored by the criminal justice system for too long. We think that we have responded positively to victims' requests. We're not at the end of it, but we have started. Victims can now, if they wish, attend parole board hearings and submit written submissions to make their views known, and they are entitled to information about the status of the offender's release.

Coroners' Inquests' recommendations

Many of you will be familiar with the jury recommendations from the Ontario Coroner's Inquest into the death of Christopher Stephenson. Seventy-one recommendations were directed to nine components of the criminal justice system, roughly half to my ministry. These recommendations focus on four general areas of concern: keeping dangerous offenders in custody, improving the sharing of information, more resources and staff training for treatment programs, and more visible accountability.

I have promised to take action in response to these recommendations. In fact, the major recommendation of the jury, that the Government enact a law to keep high-risk repeat offenders from being released to repeat their crimes, echoed my announcement last November that we had started work on this issue. While they are relatively few in number, the degree of harm and apprehension that these offenders cause to the public disturbs me. Even one such crime is more than any community should be asked to risk. Canadians are saying, "Enough is enough." I agree and I intend to take some action.

Our track record in the Ministry in responding, in both spirit and deed, to coroner's inquests is a good one, and I will maintain it. The juries for the Tema Conter and Celia Ruygrok inquests made a total of 67 recommendations. We have acted on almost all of them, except for 11 which were outside of our jurisdiction.

The Stephenson jury made it clear that the federal and provincial governments need to break down jurisdictional barriers and come up with a concerted approach to the problem of violent offenders who don't seem to fit the current definitions of mental illness or who remain dangerous at the end of their sentences.

Dealing with high-risk offenders

I have done a couple of things. As a beginning, I have directed my ministry to create a National Action Committee on Corrections and Mental Health to find solutions that bridge the correctional and mental health fields. This committee will operate at the federal and provincial levels. I don't want any turf arguments, I want this to work. The committee is made up of federal and provincial officials representing the departments of the Solicitor General, Justice, and Health and Welfare. Its top priorities are to find ways to better protect the public from high-risk sex offenders, and to balance the need to manage and treat offenders. We will also look at such issues as "dovetailing" some inmates into the mental health system at the end of their sentences, and the application of amendments to the *Criminal Code* on mental disorders.

The fundamental problem is that, in this small number of cases, the correctional system finds itself in the quandary of facing the release of an offender who is near the end of sentence, when it is apparent to observers that one or more violent crimes will very likely be committed after release. I believe that we should be looking at re-thinking our interventions at a number of points in the criminal justice system. Of those offenders who are detained until warrant expiry, a few still pose a risk of committing violent offences in the future. The Dangerous Offender provisions of the *Criminal Code* allow a judge to impose indefinite imprisonment for such high-risk offenders.

These provisions have withstood Charter challenges. They are limited in scope, and in fact have been used sparingly, resulting in approximately eight successful applications per year since 1977. Part of the solution may lie in the provinces making more use of the provisions. At present these provisions are limited by the fact that such an application can only be brought at the time of original sentencing. There may be an aspect of plea bargaining in this.

Another problem is that many high-risk offenders are not identified as posing a substantial threat to re-offend until shortly before release. Minister Blais and I don't want to see our entire corrections system, which has been painstakingly built to deal humanely and

progressively with offenders and reintegrate them into the community, skewed by the need to invoke extraordinary measures against the incorrigibly violent few. Charter rights must be respected. There has been a lot of talk about the Washington state solution, but not a lot of talk about the fact that it has been challenged. We have looked at it; we have to have a made-in-Canada solution that respects our traditions of justice and our *Charter of Rights and Freedoms.*

To help develop the best possible solution, and bearing in mind the public's concerns that were identified by the Stephenson inquest jury, I have asked Toronto lawyer Jane Pepino to head a team of community representatives and experts to advise me on possible legislative changes. Ms. Pepino worked on the Conter inquiry and completed it at breakneck speed, because we had to coordinate it with the complete review of the temporary absence system last year. The team working with her includes representatives of victims' advocacy groups, — including Priscilla de Villiers, of CAVEAT — police, mental health professionals, correctional services and the Parole Board.

I want to see a new law that would change the detention provisions of the *Corrections and Conditional Release Act.* A number of recent studies on detention provisions, including the report of the Standing Committee on Justice and the Solicitor General, have called for revisions to the "serious harm" criterion, the benchmark that the Parole Board must use in making decisions on release.

Some offenders who are likely to sexually victimize children are being released at their statutory release dates because the nature of their offences is not considered to meet the definition of serious harm. However, as research has demonstrated time and time again, the harm caused by a childhood sexual trauma may not be evident until many years later. As a result, the detention provisions may not be working as they were intended to with this group of offenders; we intend to do something about this.

Those of you who made submissions to Parliament during the passage of the *Corrections and Conditional Release Act* last year will recall that I undertook to take action within one year on the issue of sentence calculation. Sentence calculation is not just complicated mathematics. It addresses how we treat all offenders with multiple and repeat offences. For example, in a few cases the public has been outraged when an offender who received another sentence for another crime during his sentence was soon eligible for parole. That doesn't make any sense to the public and it doesn't make any sense to me. Merging the first. sentence and the next sentence may add up to a longer sentence but, because of overall eligibility, it doesn't always seem to translate into a longer sentence. Consequently these offenders may be eligible for parole right away. The obvious criticism is that the second sentence doesn't mean anything. We are going to change that to make sure that it does.

Treatment and supervision

The final area of reform that I want to mention is really the bedrock for everything I've said: treatment and supervision. Most offenders are going to return to the community. There are few responsibilities that any government has that are more important than the protection of its citizens. There are few concerns that command more attention from the public than this. So we are looking at more intensive treatment and supervision initiatives.

We have a good record. We tackled the problem of the treatment of sexual offenders back in 1988 and we have multiplied five-fold the number of programs, program capacity and the number of people getting treatment. But this is still not good enough. These programs cost money and I don't make any bones about going to my cabinet colleagues and arguing the case. Control without treatment just doesn't make any sense.

I am here today to reaffirm my commitment, the commitment of my colleagues in government and that of the parliamentary Standing Committee, to take action. This conference has the potential to be a watershed in dealing strategically and nationally with the issues. And I'm encouraged by your attendance here. I think it is indicative of an attitude that recognizes that we all share in the responsibility, each in our own sphere of influence, for protection of the public. It is a partnership.

Twenty-six years ago as Vice-president of the Toronto Junior Board of Trade, I pushed the idea that the community should recognize the Metropolitan Toronto Police for their efforts. I came up with the idea of the "Policeman of the Month" award. In yesterday's *Toronto Star,* the Officer of the Year was named. Ladies and gentlemen, I remain firmly convinced that this is a partnership in which we all have to play a role and recognize each other's efforts and ideas and put it all together for the protection of the public.

Alain St-Germain: Minister, your remarks were extremely pertinent to our discussions and on behalf of all, I thank you for your presentation and for your commitment to crime prevention.

It is a great pleasure to introduce to you our guest speaker, Dr. Bob Horner. Dr. Horner is the president of the Standing Committee on Justice and the Solicitor General, which released last month the report, *Crime Prevention in Canada: Toward a National Strategy*.

As head of the Canadian Association of Chiefs of Police and of the Montreal Urban Community police force, I want to take this opportunity to congratulate Dr. Horner and the members of his Committee for this excellent report. I sincerely hope that this report receives appropriate follow-up. If this were done, I am convinced that we as Canadians would become world leaders in crime prevention. I am also pleased, as the head of the Montreal Urban Community police force, that the Committee recognizes the need and recommends

that the federal government support the establishment of an international centre for the prevention of crime, to be affiliated with the United Nations. I am particularly proud because of the significant role played by the Montreal Urban Community in this project.

Address by Dr. Bob Horner, President of the Standing Committee on Justice and the Solicitor General

Bob Horner: I want to recognize Tom Wappel and Derek Blackburn, members of the Standing Committee, and acknowledge the contribution they have made to our work. I think that the reason our committee works so well, and I believe it does, is because we take a non-partisan approach. If Canada is going to resolve some of the other problems we have, aside from our justice and crime problems, other committees are going to have to start to work in non-partisan ways.

I want to talk about what we have accomplished. Most people have spoken positively about the report, and we will continue to work on your behalf and with you, the people in the trenches, who do the main job that has to be done.

I am pleased to see so many people from across the country who appeared before our committee during our four months of hearings on crime prevention. Our report, *Crime Prevention in Canada: Toward a National Strategy*, was tabled February 26. Our committee believes that the recommendations put forward have established a foundation on which this conference can and will build. The committee is proud of its involvement in such important and timely work and of its contribution to the development of a Canadian crime prevention strategy.

Most of the credit goes to the 100 witnesses who appeared before the committee. They include crime prevention practitioners, academics, victims of crime, government officials, community groups, volunteers and representatives of law enforcement agencies. These people shared with us their knowledge and experiences, which formed the basis of our report.

The evidence we heard convinced all of the committee members that threats to the safety and security of Canadians will not be reduced by hiring more police officers or building more prisons.

I was speaking to a senior police officer this morning, who said, "Our force can arrest the town drunk every Saturday night, but until we get at what is causing him to drink, we're not doing much good."

The committee accepts that crime will always be with us in one form or another and will require police, court and correctional interventions. At the same time, we believe that our response to crime must include crime prevention efforts that reduce opportunities for crime and focus on what have been called "at-risk" young people and on the underlying social and economic factors associated with crime and criminality.

Crime levels in Canada

Statistics presented to the committee show that crime levels in Canada are unacceptably high. In 1991, the crime rate was 10,736 offences per 100,000 population, representing a nine percent increase over the previous year's rate. This was the third consecutive year in which an increase was recorded. The majority of the offences were property crimes rather than crimes of violence. However, between 1981 and 1991 there was a 65 percent increase in violent offences.

Young offenders made up 23 percent of those charged under the *Criminal Code* in 1991. Two-thirds were charged with crimes against property. The case load in youth court in 1991-92 increased by 15 percent over 1990-91 and 35 percent over 1986-87.

The costs of crime

There are a number of negative consequences of crime. It is costly and our response to it is not particularly cost effective. In 1989-90, the services of the Canadian criminal justice system cost $7.7 billion to maintain, and employed over 100,000 people. The average annual cost of housing an inmate in a federal institution is $51,047. In 1991 there were 13,819 federal offenders incarcerated in Canada.

It has been estimated that an integrated, multi-disciplinary approach to crime prevention will have a payoff rate of approximately five to seven dollars for every dollar spent. Though we can never put a price on the human destruction that results from crime, we cannot ignore the fact that our justice and corrections systems are very costly. If we want to provide effective services we need to be realistic and think about their cost. If the estimates are accurate and every dollar spent on crime prevention saves five to seven dollars in corrections, then how can we not put our full support behind crime prevention initiatives?

The consequences of crime

Another consequence of crime is the physical, emotional and psychological damage suffered by victims. Any crime also imposes financial burdens on victims. According to the Insurance Bureau of Canada, residential, commercial and automobile thefts cost insurance companies an estimated $2 billion a year in claims. The insurance industry recovers these costs from consumers of insurance through rate increases and higher deductibles.

During its deliberations our committee heard evidence of the negative impact of crime on communities. The Federation of Canadian Municipalities emphasized that the quality of life in a city is primarily determined by public safety. A representative from the Saskatchewan Crime Prevention Network described the impact of crime in a striking metaphor. He said, "Just as cancer eats away at people, crime eats away at our communities and societies. If we do nothing about it, it will continue to grow and will erode everything."

Crime produces insecurity and fear in homes, neighbourhoods and cities. In a *Maclean's*--CTV poll published in January 1993, 50 percent of Canadians reported that their feelings of personal safety from crime had become much worse or somewhat worse over the past five years. Concern about rates of youth crime, especially crimes of violence, have created widespread feelings of insecurity towards young people among Canadians.

Young offenders, adult offenders

In 1990, 47 percent of Canadians felt that the behaviour of young people had become worse in the past five years; the percentage of the public expressing the same view in 1992, just two years later, had increased to 64 percent.

The committee heard that a minority of male offenders are responsible for the majority of all crimes committed. The President of the Quebec Association of Police and Fire Chiefs and Director of the Hull Police Force told us that 80 percent of crimes are committed by approximately 20 percent of offenders. And these offenders, with few exceptions, are substance abusers.

We know that offenders who have long criminal records often began offending when they were very young and that their criminal behaviour became progressively more violent. We were told as well that a significant proportion of persistent young offenders become the adult offenders of the future. It is estimated that half of the youths who appear before the Youth Justice System become criminals as adults, and about 75 to 80 percent of incarcerated adults were persistent offenders in their youth.

The committee also heard in its deliberations that there is no single root cause of crime. Rather, it is the outcome of physical and sexual abuse, illiteracy, low self-esteem — that's one that's high on my list — inadequate housing, school failure, unemployment, inequality and dysfunctional families. Witnesses stressed that crime cannot be prevented solely by the criminal law and criminal justice services because it is a social problem that requires all sectors of society to work together for safer communities. We must form partnerships. And I think that is what we are all going to take away from this symposium, that we all have to work together.

The "safer communities" approach

We agree with witnesses who appeared before us, that Canada should develop a strategy to reduce the opportunities for crimes to occur and to respond to the underlying factors associated with criminal behaviour. Our report reflects a "safer communities" approach and crime prevention that involves the efforts of all levels of government, all agencies in the criminal justice system, non-governmental organizations, interest groups and the general public.

It calls on a number of federal and provincial departments and social agencies to recognize that their policies and programs have an impact on public safety and crime prevention. Federal departments include those responsible for criminal justice, housing, immigration, and social and economic policy. Provincial and territorial ministries include those responsible for health, education and social services. And social agencies providing recreational services, child care, school initiatives, emergency and affordable housing, job training, skills development, literacy programs, language training and family counselling must also be involved.

Dr. Carol Matusicky of the B.C. Coalition for Safer Communities, who appeared before the committee, is one of the people who have begun to link the human services work they perform to crime prevention. This is what she told us:

> I've spent probably the last 15 or 20 years of my life involved in work that focused on education and prevention and in developing support programs and opportunities for parents and children. It is only in the last three or four years perhaps, thanks to the Coalition, that I see that what I do has everything to do with crime prevention. I am probably an example of a lot of people who are beginning to see the connections and interconnections when working in the areas of education, prevention, and social policy as having so much to do with crime prevention.

The safer communities approach recognizes that social and economic conditions are associated with crime. It emphasizes targeting services to disadvantaged groups and individuals who are at risk of offending, integrating responses among the various levels of government to avoid duplication of programs, and promoting interdepartmental and inter-agency partnerships. The approach integrates various strategies to reduce fear and prevent crime. These strategies include the reduction of opportunities to commit crime, social development and community-based policing, as well as traditional legal measures.

The Standing Committee's recommendations

I'd like to say a few words about the 11 recommendations we made.

The committee sees a leadership role for the federal government to promote the safety and security of all Canadians. We, therefore, recommended that the federal government accept this challenge and develop a **national crime prevention policy** that incorporates the principles of the safer communities approach.

In recognition of the need for a mechanism to coordinate and share information about crime and its prevention, financially assist local communities to develop crime prevention initiatives, and evaluate the effects of initiatives implemented to create a safer community, we recommended that the federal government support the development of a **national crime prevention council**.

To **finance crime prevention initiatives and programs**, the committee recommended that funding come from two sources:

> First, a share of the monies forfeited as proceeds of crime should be allocated to crime prevention initiatives.
>
> Second, the federal government should allocate one percent of its current criminal justice budget to crime prevention and increase federal funding annually by one percent over the next five years, to a cap of five percent. At the end of that period the federal government should spend a minimum of five percent of its budget for police, courts and corrections, on the prevention of crime.

There was a bit of a confusion in the print media about this recommendation and I hope that I have corrected that. The problem is that when the figure was quoted at $7.7 billion, the print media naturally said one percent would be $77 million. Our recommendation does not go that far — $77 million, in a time of restraint, is an awful lot of money. We have recommended one percent of the federal portion of the $7.7 billion, which is about $2 billion. So we are recommending $20 million, increasing to a cap of $100 million — still a lot of money. However, we believe that if we can have a long-term payoff of five to seven dollars for every one that we spend on prevention, this is very worthwhile.

We believe that exposure to international developments in urban safety will enhance Canada's ability to deal effectively with crime. We, therefore, recommended that the federal government support the establishment of an **international centre for the prevention of crime**, to be affiliated with the United Nations. Canada incarcerates 112 people per 100,000. We are second only to the United States, which is far in advance, and we are not

trying to catch up. When you look at some countries, such as France, the United Kingdom, Norway, Sweden and Japan, that are all lower than we are, we see that we have to take advantage of their expertise.

We heard over and over that those who suffer physical and sexual abuse lack self-esteem and have a high probability of becoming school bullies, school dropouts, substance abusers and future perpetrators of physical and sexual assaults. One might think that people who had been abused in their youth would shy away from the abuse of others, but that's not the way it sometimes works. It becomes part of their life and a way of life.

So we have concluded that violence breeds violence. To break the cycle of violence in our society we have called on the federal government to work with the provinces and territories and with the relevant professions, to **promote education to prevent violence** as part of the curriculum in elementary, junior high and secondary schools. These education programs would help young people manage anger and develop skills in conflict resolution.

I heard this morning that the Ottawa Board of Education has established a policy of zero tolerance of violence among their students. There may be mixed feelings about calling for zero tolerance, but we have to attack the problem somehow. I commend the Ottawa Board of Education. They deal severely with people who are violent and maybe this is what we are going to have to do.

The committee heard from witnesses that, to **improve women's and children's safety** and security, the criminal justice system should respond in a more sensitive and effective manner to threats as well as actual violence. We therefore recommended expanding the existing law prohibiting intimidation, to protect women who are stalked by a man; removing abusive men from their homes where appropriate, to allow victims time to consider their options and to reduce the likelihood of further violence; and allowing police to arrest, without warrant, parolees who violate the terms of their parole.

During our deliberations we heard from witnesses concerning the sexual abuse and exploitation of children. This is a major contributing factor in criminality among adults. This problem merits an in-depth study. The committee will address the issue in our review of the child sexual abuse provisions of the *Criminal Code,* which is scheduled to begin the week after next.

A long-term strategy to prevent crime

To conclude, I want to stress that the committee agreed that crime prevention is everybody's business — governments, criminal justice agencies, community groups, private enterprise and the general public. The community has a key role to play in identifying crime problems and proposing solutions with support from government. We also believe that we must

balance our costly and limited responses to crime after it has occurred with long-term strategies to prevent its occurrence in the first place. Attacking child poverty, physical and sexual abuse, school failure and other social ills that turn young people to crime is more effective than locking up adult offenders.

I was in a church a few weeks ago and in the church bulletin they had some things to think about, one of which was, "It is far better to build boys and girls than to attempt to rebuild men and women." It was something for me to think about because I believe it is part of what we are all trying to do.

The crime prevention approach adopted by the committee is not a conventional one. We have not proposed quick solutions, simply because there aren't any. Instead we have presented our vision of a long-term strategy aimed at addressing the causes of criminal behaviour. The challenge it represents is appropriately expressed by Henry David Thoreau, who said, "There are a thousand hacking at the branches of evil to one who is striking at the roots."

Before I close, I want to recognize someone who is very seldom recognized but who does fine work for our committee and who was instrumental in assisting us in the writing of this report — Patricia Bégin.

Our committee wishes you all very well in your deliberations during this symposium and we hope that you find our work supportive and encouraging as you strike to get at the roots of crime, so that we can all look forward to a Canada where people have a sense of hope and security about the future.

Alain St-Germain: Dr. Horner, on behalf of all of us here, I thank you for your excellent presentation. I should say that you are doing a great job and I want to recognize your involvement in crime prevention.

Partnerships Panel

Margaret Delisle: As well as being the mayor of Sillery, near Quebec City, I am the President of the Federation of Canadian Municipalities (FCM). But above all, I am a mother and a citizen. The FCM has been actively involved with the Department of Justice in crime prevention and urban safety issues. As many of the participants have mentioned, this symposium is the culmination of all those efforts.

I also would like to take this opportunity to thank the Minister and, in particular, Mr John Tait, Deputy Minister of Justice, and all the staff of the Department, who, I know, have worked non-stop, and with a rather hectic schedule, to make this event happen. This

symposium gives all of us, myself included, an extraordinary opportunity to help change something in my community. It has also given me new ideas on how to encourage my colleagues to do the same thing.

I have been asked to act as moderator for this panel on partnerships. Before I introduce each panellist individually, I would like to make a few brief remarks about partnerships and prevention.

What are <u>we</u> willing to do?

Over the last two days, I attended the workshops on partnerships. I won't summarize what has been said or what I said during these meetings. However, being a citizen as well as a municipal leader, I must tell you, Mr. Minister, that I found that it easy to say what we think the other levels of government should do about crime prevention, and who should be responsible for different areas. What I am finding a great deal more difficult, as mayor and as a citizen, is saying what I can do to make sure that things change. Every once in a while I have to remind myself that I am part of a government which represents the people. When I leave to go home this afternoon, I know that I will be thinking of what I might be able to do as the mayor, but also as a citizen and as a person, part of the community. I must emphasize that developing ways in which we can do things differently is a lot harder than suggesting to others how they might do things.

One observation that Mayor Archer of Regina made on reviewing the Standing Committee report is that many municipalities that have developed an interdepartmental approach to crime prevention have built horizontal elements into the developmental formula but have not been able to achieve vertical cooperation. We need a process or structure that brings all levels of government together to resolve some of our problems.

I am sure that the consultations on the proceeds of crime, which the Solicitor General referred to in his presentation yesterday — the processes that are inching along the halls of the Department of Justice — would have gone much faster if all three orders of government were in the same room discussing the problems with the current legislation. We need to encourage more cooperation and sharing of ideas and less bilateral positioning on various topics. The bilateral approach often results in fragmented ideas, which cannot, or will not, be implemented.

A new partnership approach has to be based on changing values. Our values won't all change today or tomorrow. It will probably take a generation. Twenty years from now, I hope we'll be proud of the work that has been done in our communities and of the work that we did here. We have to start tomorrow. I don't think we have to take a giant step, but I think we have to make sure that the steps that we do take are the right ones.

At the same time, I know there are immediate results that can be achieved. One practical example would be to have all municipalities concentrate on improving deteriorated neighbourhoods. This approach — rejuvenating our urban core — would provide imaginative ways of dealing with many of our most severe social and physical problems.

I keep asking myself what we are willing to do. What are we, as citizens, going to do to make our cities safer? Politicians are accountable. Police chiefs are accountable. Judges are accountable. Where does it say that citizens are accountable? Where is their responsibility to the community?

Breaking down barriers to partnerships

I know, as the Mayor, that I can start to break down some of the barriers. There are many ways in which I can mobilize the community and engage other people to act on certain problems. But let's be honest. If we are going to work together, we are going to have to give something up. Someone in my workshop said that partnerships involve giving and taking. What are we willing to give and what are we willing to take? Partnerships also involve power. Which group of us is willing to give up a little bit of power to make sure that our communities are safer?

I know that forming new partnerships means breaking down many of these barriers. The Federation of Canadian Municipalities is committed to seeing the recommendations of the Standing Committee on Justice and the Solicitor General become a reality. The Federation is committed to the safer communities approach, and we feel that all of these recommendations will go a long distance towards supporting local prevention efforts.

We are also committed to ensuring that the momentum developed before this conference, in the regional consultations, and the momentum from the symposium itself, are not diminished in any way. We know that the Minister of Justice wants to ensure that this momentum is not lost. We will work with him to find a productive process that will allow me, as Mayor, as President of the FCM, and as a citizen, to develop effective crime prevention in my community, as you will do in communities all over Canada. We are all shareholders in our communities. We all want a safer Canada. Let's make it work now.

Our first speaker, Rob Nicholson, is the Parliamentary Secretary to the Minister of Justice and the Member of Parliament for Niagara Falls. Mr. Nicholson is a lawyer by profession.

Crime Prevention and the Law

Rob Nicholson: I am very pleased to see some consensus coming together at this conference on the principles of partnership and the responsibilities of those who serve at the political level and of all Canadians. I think those are important messages. I don't discount the responsibility that each level of government has. We are all part of efforts to make Canada a safer place in which to live. And obviously, the federal government is an extremely important component of that; one of its major areas of concern is the criminal law.

Changing behaviour by changing the criminal law

To the extent that we can change the criminal law to modify behaviour and to maintain people's confidence in the criminal justice system, we can and should do so. I have been involved with 22 pieces of legislation over almost nine years, and I can tell you that all of those pieces of legislation were in response to people's concerns and public demand. Twenty of those pieces of legislation were changed even after we introduced them to Parliament.

How did these pieces of legislation get changed? By people making representations to the Minister, writing to the Department of Justice and pointing out ways in which the legislation can be improved. Individuals and groups appeared before the legislative committees. We changed the draft laws, because we are not infallible at this. We realize that whatever we come up with is not going to be perfect. I believe that every one of those pieces of legislation helped to make Canada a safer place or helped to maintain people's confidence in the criminal justice system. But we needed everybody's help to achieve this.

I'd like to use the example of the *Arson Act.* Three years ago, if you set fire to a stack of vegetables, that was considered arson; if you set fire to your car, that was not. Well, we changed that. Somebody asked me, "Does that mean that people won't be committing arson because you've changed the law?" I said, "I don't know, but I know that there will now be a specific offence directed at that kind of behaviour." Where we can modify behaviour by legislative changes at the federal level, we are prepared to do that. But that is only part of the federal responsibility.

Partnerships and tolerance

The federal responsibility includes being part of the partnerships that Mrs. Delisle referred to at the community level. There are many examples of federal involvement; my favourite, of course, is one in my riding. A company that makes pallets — those wooden frames on top of which you see stacks of boxes and cheese crates and other things — receives a grant from the Solicitor General's department.

What is important is that the people the company hires are parolees — people who have been involved with the criminal justice system — whom we put to work in a factory. They work eight hours a day, one hour of which is devoted to life skills, such as how to fill out an application form. I have heard various opinions as to whether this is a good idea. I've had individuals say to me, "Well, it's all well and good. You're giving criminals jobs. Well Nicholson, how about a job for my son? He hasn't got a job. "

This is what I say to people: If an individual is involved with the criminal justice system and we do nothing except apply sanctions to that person, if he or she has no skills and no opportunity, you can be very sure you will see the individual back in criminal court again. And the long-term costs to society will be very high. So I plead with individuals. I say, "Yes, I know we have a responsibility. We have a responsibility to be fair to you. We also have a responsibility in the criminal justice area and we need your tolerance."

I have had individuals say to me, "I thought you were a believer in the free enterprise system. You're giving an injection of money. You're subsidizing a company that's selling products in the private sector." And again, I say, "We have to have tolerance, because you are a part of this solution that we are trying to make happen in our community."

Laws can be changed, but we must respect our laws

So I appreciate our moderator's comments when she says that the solutions are not to be found in police forces, various levels of governments, or the justice system. We all have individual responsibilities; part of these responsibilities is to reinforce among ourselves, by our actions and in our communities, that the law should be respected. And if you don't like the law, we can change it. I know it can be changed.

One speaker referred to the bill commonly known as the rape shield law. That was a response to people who wanted a change. Quite frankly, I get nervous when I see people who think they can pick and choose when the law should be respected. For example, about a year or so ago in Ontario, there was a debate about Sunday shopping. Without discussing the merit or lack of merit in Sunday shopping, I'll tell you what bothered me about the whole issue. It was the attitude by certain corporations in this province who said, "We don't like the law, so we will break the law and we will pay the fine." Well, I ask you, what kind of a message is that to be sending out to society? I am sure that, within those corporations, there are dozens, hundreds of employees and executives who may be very concerned about the proliferation and spread of crime. I would ask them, "What kind of a message does that send out? "

It is not good enough for them to say, "Well, it was only a provincial law. It wasn't a criminal law that we said we were going to break by keeping our stores open next Sunday. It is a provincial law and we were prepared to pay the fine." I don't buy it. I don't buy it

because that is not contributing to respect for the criminal justice system and respect for law in this country.

I say to individuals as well that you can't, on the one hand, say to your police forces or to your representatives, "I'm worried about crime in the streets, but I buy smuggled cigarettes, if I get the opportunity." You cannot be inconsistent. You cannot have it both ways, because you can't pick and choose when you think it is a good idea to abide by society's laws or insist that they be enforced.

I appreciate hearing other individuals say that we're all in this together, because we are. I believe that as long as we realize that all of us have a responsibility in this area, we can continue to make Canada a great place in which to live.

Margaret Delisle: Our next panellist is Yvan Bordeleau. He is the MNA for Acadie, and he chairs the round table on crime prevention created by the Minister of Public Security, Claude Ryan.

Managing Partnerships

Yvan Bordeleau: I must admit that I am a little nervous about speaking to you this morning about the connections between partnership and crime prevention. Many of you have already given this matter very serious consideration, both during the symposium and before, and you no doubt know more about it that I do. Moreover, I am sure you will agree that it becomes very difficult to hold an audience's interest in a topic that has already been dealt with extensively, and about which almost everything has been said and said again.

Quebec's round table on crime prevention

I will therefore limit myself to describing a few of the ideas that have come to me in the last seven months, during which time I have had the very rewarding experience of chairing the round table on crime prevention created by Quebec's Minister of Public Security, Claude Ryan. This round table brings together representatives of some forty organizations involved in different ways in crime prevention, including municipalities, community organizations, academics in the criminology field, police management and unions, government agencies and departmental senior management.

The Minister has given the round table the mandate of analysing the factors associated with crime and public feelings of insecurity, and of evaluating the consequences of these and better identifying the needs of the public and the various parties working in this field. It is also expected to produce an accurate profile of the province's experiences in crime prevention, and to make recommendations for future action on the basis of achievements in

Quebec and elsewhere. Our work has been very stimulating and rewarding, and we will be submitting our report to the Minister in May.

Partnerships begin with leadership

You will appreciate that I cannot give you a "sneak preview" of the report here this morning. I would, however, like to describe three of the main conclusions that I have reached on the basis of the past few months' experiences. The first is that partnership cannot come about spontaneously out of thin air. It must be developed through cohesive leadership. Without the round table initiative of the Minister of Public Security, for example, I do not think it would have been possible to bring together so many dedicated people, from such a variety of backgrounds, to carry out this mandate which is so demanding and yet so essential to our society's development and well-being.

At the national level, this symposium is another example of this type of leadership, which is absolutely essential. I also feel that this leadership can and must be exerted at other levels, in particular at the municipal level. Let me give you two examples.

The City of Montreal's public safety program, TANDEM, brings together concerned parties from all areas in its sixteen offices in the city's nine districts. On a smaller scale, but no less important, the City of Rouyn-Noranda has had a permanent joint action program for over two years, which brings together community leaders and municipal officials. In both cases, the partnership initiated by the municipality has energized the organizations involved and made them more effective, and has also had a very noticeable influence on municipal policies on public safety.

As federal, provincial or municipal politicians, we must take effective, co-ordinated action, and this means informative and inspirational leadership at all levels and joint action in the field. In this context, each level of government will have to assume different but complementary roles.

Partnerships require compromise to reach consensus

I would also like to emphasize that partnership encompasses many different interests and points of view. Therefore, if we wish to be successful, I feel that we must adopt attitudes that are amenable to consensus and compromise. Thanks to the wonderful qualities of its members, my own experience in chairing the round table has not been very trying in this regard, but it would not be true to say that it has always been entirely problem-free.

Some of my colleagues who are here today could confirm that some of our discussions have been quite lively. But I think that these difficulties are part and parcel of any partnership process, and that it is essential to find methods of resolving them.

Identifying and developing common convictions, setting objectives that reflect everyone's interests, and recognizing the individuality and complementarity of each partner are certainly examples of such methods. In spite of the difficulties inherent in this type of exercise, it is very clear that developing a common vision of the essential role of crime prevention in creating a climate of community safety constitutes a point of convergence that will, as we state in the report's conclusions, make it possible to have a greater impact, because of the consensus which we are trying to achieve together.

Partnerships open up new possibilities for action

Finally, I would like to underscore the rewarding and vital contribution that partnership can make to a complex undertaking such as crime prevention. The causes of crime are multiple and interrelated. In recognizing that we have to address socio-economic realities, reduce opportunities to commit crimes, and make individuals and communities accountable, it is obvious that no one organization has the skills or influence to be effective all on its own.

I have been very impressed by how the diversity and complementarity of expertise at the round table has enriched our work. This partnership, which I knew was needed to develop ideas and directions, seems to me to be essential at all other levels as well, particularly with regard to taking action.

I hope that the way in which the round table's report is received will confirm this opinion. It is also clear that social development action focussing on crime prevention will first require co-operation at the highest political level. The effectiveness of any future actions will depend on their being adapted to local realities, and on the commitment of all the parties involved.

We feel strongly that the population's needs can best be understood and met at the local, community or municipal levels. Recognizing this fact will affect the overall allocation and organization of resources devoted to crime prevention and community safety.

In conclusion, we should ask ourselves as partners — politicians, correctional services workers, community workers, citizens — if we really want to make the kinds of changes needed to counter the violence that is so affecting our society, in all these forms. When we consider the individual, social and economic consequences, do we really have any choice in the matter?

As responsible and mutually supportive partners within Canadian society, we must conclude, realistically and firmly, that we can no longer afford the luxury or the carefree attitude of not taking preventive action on crime and community safety, even though such action entails many difficulties and represents a substantial challenge.

Let us all hope that this national symposium will help make people aware of the need for partnership, and will further stimulate the leadership necessary to achieve this partnership, by making us aware of the conditions needed for its development and success. Together, we can act in the best interests of our communities by helping to improve the quality of life of our fellow citizens.

Margaret Delisle: Mayor June Rowlands of Toronto was asked to address this audience, but is unable to attend because of illness. I now ask Mr. Chris Corrigan, the Policy Analyst and Communications Officer for the National Association of Friendship Centres (NAFC), to discuss the aboriginal approach to partnerships. The association Mr. Corrigan represents unites aboriginal community development organizations in cities across the country. He represents the NAFC on the Canadian Association of Chiefs of Police Aboriginal Peoples Committee, and with the National Associations Active in Criminal Justice. He is currently responsible for coordinating the aboriginal track for the 1993 Congress of the Canadian Criminal Justice Association.

Partnerships and the Aboriginal Community

Chris Corrigan: It is interesting to be on this panel in the context of some of the discussions we have been having about diversity. It is interesting to be on a homogeneous panel, because the kind of partnerships that we work on in aboriginal communities reflect diversity. And the kinds of partnerships that people are talking about here are also based on diversity.

As a representative of a community-based organization I am glad to have the opportunity to tell you about some of the initiatives that we are carrying out and some of the partnerships in which we are involved. I am also interested to hear similar stories from other community groups across the country. Because, as Mr. Bordeleau said, partnerships require leadership. They do not occur spontaneously. I think we have to recognize that the leadership comes from communities as well, not simply from governments. There is leadership in communities to put partnerships together.

I'd like to talk to you today about some of the leadership that urban aboriginal communities have taken to put partnerships together.

The NAFC represents 111 Friendship Centres across the country, from Halifax to Port Alberni, from Rankin Inlet to Windsor. We have Friendship Centres in communities as large as Toronto and as small as Lac Labiche. So we deal with wide ranges of communities and community issues. The NAFC has seven provincial/territorial associations that represent members in the larger provinces. Those organizations work very closely with the provincial

governments to set up strategies to promote the participation of aboriginal people in the structures of the justice system.

In the 30- or 35-year history of Friendship Centres, they have worked long and hard to bridge the gaps between mainstream communities and aboriginal communities in urban areas. These efforts have included all the various stages of the justice process. For urban aboriginal people, justice begins when you meet the police and it ends when you are released. It is one long process and one big mess. We have been active in police relations, have worked in courts and prisons, and have been involved in rehabilitation activities. Our member centres address all facets of justice work, including some that have been identified in the symposium: social development, community development and the strengthening of cultural identity among young people in urban aboriginal communities.

National partnerships

On the national level, we are engaged in a number of partnership processes, the most important of which may be the development of an inventory of initiatives in police-community relations. The project is based in Friendship Centres and is being funded by the Solicitor General with the support of the Canadian Association of Chiefs of Police. The project should be wrapped up by the end of March. We expect to compile a number — perhaps hundreds — of strategies that Friendship Centres and police services have used to come together in communities to talk about and work on their common concerns and problems. We are now collecting that information and we will be sharing it with all Friendship Centres and interested police services; it will also be available through the Canadian Association of Chiefs of Police and the Solicitor General.

We are also developing a proposal for the Department of Justice's Aboriginal Justice Project to address the need for permanent, integrated justice units within Friendship Centres. These units would address police relations, the courts, and rehabilitation.

For the autumn, we are coordinating the aboriginal track at the Canadian Criminal Justice Association's Congress '93. That process will bring together many aboriginal people working in justice.

Aboriginal communities in urban areas

Justice, in urban aboriginal communities, presents a different set of issues from those experienced on reserves and among members of other communities living in large urban areas. First of all, there are the interesting, and sometimes alarming, population statistics of urban aboriginal communities. The analysis of the 1991 Census shows that, in five years, aboriginal communities in some cities grew an average of between 50 and 75 percent. And in some cities, such as Ottawa-Hull, the increase has been 127 percent.

Clearly, such rapid growth puts strains on the urban aboriginal community. It also puts strains on the abilities of municipalities to deal with large, changing communities within their boundaries. It puts stress on urban aboriginal communities and on their relations with non-aboriginal people and their institutions, including police services.

The Department of Justice estimates that about 75 percent of all aboriginal prisoners are from urban areas. That is consistent with the population figures showing that nearly three-quarters of the aboriginal population lives off-reserve. But it also points to some of the unique problems that aboriginal people experience in cities. You are probably familiar with the statistics that point out the overrepresentation of aboriginal people in prisons, and the disproportionate number of aboriginal people sentenced and incarcerated, compared to rates for non-aboriginal people committing similar crimes. Friendship Centres are and always have been involved in trying to bring those numbers down.

Partnerships must be strong enough to withstand strains and stresses

When we talk about policing, especially in urban aboriginal communities, we are talking about establishing strong relationships of mutual trust that can withstand very serious stresses.

In Victoria, for example, the relationship between the aboriginal community and the police services was stressed last April; after many years of building up a partnership, the relationship almost fell apart because of allegations of police brutality. This was at the time of the L.A. riots, and those kinds of race issues were being brought to the international stage.

We have to work on relationships, at the community and national levels, that can withstand those kinds of incidents. We have to develop relationships that can withstand the racism that's out there and create partnerships that hold up in spite of the stresses.

We also have a responsibility to build up the idea that police are protectors of the community. In some areas and in some cases, this contravenes a set of attitudes that is several generations old. It is very difficult to convince people whose families have been harassed for decades, on and off the reserve, that the justice system can work in their interests. It is especially difficult to do that in a climate where panels such as the Manitoba Justice Inquiry and the Marshall inquiry point out that the justice system does not always work out in the interests of aboriginal people. And it is difficult to do that amid media images of old people and children being stoned and harassed in Châteauguay, or of the police beating on children in Restigouche.

We must bridge the chasm of racism

Aboriginal people in Canada's urban areas bear the brunt of mainstream society's attacks against them. After Oka, for example, aboriginal people in Montreal had to endure an increase in racism among members of the public and in institutions. In Prince Albert, a Status Indian, Leo Lachance, paid with his life for the hatred of white supremacists.

Mainstream society does not meet aboriginal people on the reserves, it does not meet them on the Métis settlements and it does not meet them in Inuit communities. It meets them in the cities. And it is there that the two cultures clash. It is in those areas where there is the greatest need for Friendship Centres to try to bridge the chasm that cleaves the two parts of society.

Friendship Centres' goals in policing and justice

Friendship Centres address three primary goals in policing and justice: to open and maintain communication, to reduce prejudicial treatment, and to divert offenders from the justice system.

Establish open communication in partnerships

The first goal is the most difficult. On the national level, for example, it has taken two years for aboriginal organizations to form a relationship of trust with the Canadian Association of Chiefs of Police. It is only recently, with the NAFC's Policing project and a couple of other projects under way, that we have been able to do anything.

It is an important, often frustrating and time-consuming process, but solutions only come as a result of partnerships that include open communication. Partnerships have to facilitate the natural, organic growth of solutions. Otherwise you end up applying meaningless solutions that don't address the community's needs. That communication process helps build up the trusting relationships between aboriginal people, communities and the justice system that have been lacking for centuries. The relationships have to be strong, because they have to withstand very serious stresses.

Reduce prejudicial treatment

Friendship Centres have worked to reduce the prejudicial treatment of aboriginal people since the first centres were created in the 1950s, to bring aboriginal people and non-aboriginal society together.

It is essential that aboriginal people be treated fairly in their contacts with the justice system. I wish I could say that there has been movement on that front, but in the communities,

perception is reality, and the perception is that there has been no improvement. The perception is that nothing has changed since the cases of Donald Marshall, Helen Betty Osborne, J.J. Harper and Leo Lachance, or since Oka. So we work on that: we try to sensitize officials in the justice process to racism and prejudice. But in the absence of real, visible, tangible changes that give aboriginal people a fair chance at a fair trial, for example, we seek other ways of resolving issues.

Divert offenders from the justice system

One of those other ways is through diversion. Diversion strategies can include mediation and conflict resolution for young offenders, alternative sentencing and culturally based rehabilitation programs. The goal is to keep aboriginal people, and especially young aboriginal people, out of the cycle that traps them in the justice system because, as the numbers show, once they're in, they're in for the long term.

A lot of work has been done on reserves to deal with these justice issues, but we have to concentrate on the cities as well. The majority of aboriginal people live in urban communities and that is where the stresses between non-aboriginal society and aboriginal communities are the most challenging. Friendship Centres deal with the issues and problems through projects and partnerships in the communities and at the provincial and national levels.

One of the most important examples of how we improve the treatment of aboriginal people in the justice system is by providing support services for victims and witnesses. With these programs, aboriginal people who are victims of crime, or who have witnessed a crime, can report the incident in an area where they feel comfortable. The programs increase the awareness that aboriginal people are just as much victims as they are perpetrators of crime. There is a need to sensitize the justice system so that aboriginal people will report crimes that have been committed against them and crimes that they have witnessed.

Friendship Centres are involved in culturally based diversion programs for young people, such as sentencing programs and rehabilitation programs involving elders. The rehabilitation programs include cultural ceremonies, and impress on young aboriginal people the cultural values of the community. The range of activities relates not just to justice work, but also to social, recreational and cultural programming that strengthens young aboriginal people and gives them power and control over themselves so that they can go into a community proud of who they are.

Friendship Centres serve on advisory committees for local and provincial police and for local RCMP detachments. The centres also serve in advisory capacities, bringing awareness of the needs of urban aboriginal communities to the justice system. We help by bringing aboriginal offenders into an area of the centre where they can feel comfortable, by placing them in

community work situations, by helping them get the kind of rehabilitation they need, and by reaffirming their culture to give them strength.

Working with Police

Native liaison services are especially important in larger areas. We bring police officers into Friendship Centres. In some cases storefront police detachments are located near Friendship Centres in the heart of the urban aboriginal community. Police constables form relationships with people from the urban aboriginal community and people learn to trust one another.

In some areas, courses in aboriginal languages are offered for the local RCMP detachment. In Lloydminster, for example, the RCMP brought that initiative forward by saying, "We want to learn Cree, because when we arrest people who don't speak English, we don't know how to talk to them." The program of Cree languages courses at the Friendship Centre has been very successful.

Cultural training for police officers goes on all the time. Police officers are invited to take part in cultural activities to get a sense of the special community of urban aboriginal people that they are dealing with.

Friendship Centres have always worked on a partnership model. It is difficult to do the kind of work we do without support. We certainly require more support and I'm encouraged to hear that people are talking here about bringing policing and justice to the community level and supporting local initiatives. Everything is there already. Everything is in place. The structures are there, the willingness is there, the partnerships are there. They need support. We can do the work, but there is no money. That is the brutal reality. And we don't like to have to beg for cash all the time.

I hope that the focus on community action and community responsibility that has come forward from this national symposium can help urban aboriginal people to connect with mainstream society and solve the justice problems that plague them.

Margaret Delisle: In the past two years we have had an opportunity to discuss where we wanted Canada to go and what we wanted it to be. Had we heard of the initiatives that Chris Corrigan mentioned, perhaps we would have had a better understanding of the different peoples who are a part of Canada.

Norman Inkster has been Commissioner of the Royal Canadian Mounted Police since 1987. He has presided over a period of substantial change in Canada's national police force and has promoted innovative approaches to deal with the challenges faced by police services in our rapidly changing world.

Internationally, his vision has been recognized by his recent appointment as President of Interpol. In Canada, his personal commitment to partnerships has resulted in greater community involvement in policing. He introduced community policing and a national recruiting program that aims to reflect the diversity of our Canadian society in the RCMP.

Policing and Crime Prevention

Norman Inkster: I join with others in congratulating the Department of Justice for this conference. Conferences often carry with them a thought that nothing really will change, but I think that is a false assumption. In 1990, we hosted a conference in Ottawa entitled "Policing in a Pluralistic Society," which we felt was an enormous success. Following that conference, we held several others, some of which were directed at the aboriginal community. I invite you to take notice of one that is coming up in May in Winnipeg, directed at aboriginal youth. We expect some 400 to 500 aboriginal young people to be there, to share their concerns with us so that we can join in partnership with them as well.

It is clear that many parts of the criminal justice system need some fresh thinking and some innovative proposals. Crime prevention is no exception. We are at a time in our history when violent crime in all of its many forms is on the increase. Our streets no longer seem to be as safe as they once were; nor are our homes. The Canadian public and elements of the criminal justice system, including the police, are insisting that something be done. And it is in this atmosphere that crime prevention is taking on a renewed importance.

Crime prevention is not new. For many years, every law enforcement agency in this country has devoted a considerable amount of its scarce resources to crime prevention. The question that we need to ask ourselves is, "Is it working?"

Obviously, if our crime prevention measures were effective, we would not be here today. I am not saying that these strategies are completely useless, but rather that we have to expand their scope.

Is "target hardening" effective crime prevention?

For the most part, current crime prevention efforts are designed to make it more difficult to commit a crime. As important as they are, programs such as Neighbourhood Watch, Block Parents, and "Lock it and Pocket the Key," and measures such as putting bars on the windows of our homes and installing intrusion alarms, are all intended to deter the would-be offender. If my car is safe because the key is in my pocket, does that deter the would-be thief from moving on to the next car in line? I suspect not.

"Target hardening," as these approaches are called, is of limited value. It leads to the conclusion that building fortress-like structures, with moats filled with hungry sharks, is the way to protect ourselves. It might be — but only if you can afford the walls and the sharks and if that's the way you want to live.

We must address the causes of crime

Is that crime prevention or crime displacement? I think we have to look at crime prevention with new eyes. We need to ask how we make crimes more difficult to commit. But we also need to ask why people commit crime in the first place. Even more importantly, why do some people become repeat offenders — committing crimes over and over again? We must stop crime from developing in the first place and stop it from being repeated. We need to solve problems, not just deal with symptoms, and this must be a responsibility that is shared with the community.

Current crime prevention strategies will be of limited value if people become involved in crime because they are illiterate or unemployed, because they abuse alcohol or drugs, because they come from a dysfunctional family and are unable to deal with anger and frustration in an acceptable way, or because they themselves have been the victims of crime.

We must find out why people are abusive. If we are going to reduce crime, we must find out why they consume illicit drugs and why they consume alcohol to excess. The police can arrest and detain the individual who gets drunk every Saturday night, or the abusive parent, or the thief. The courts will determine the person's innocence or guilt, the prisons will incarcerate and then release the individual; but unless we get to the root cause and break the cycle, little will change.

The community — in the broadest sense of the term — must be involved: schools, parents, social agencies, elders and aboriginal communities all need to help to break the cycle. The police can only be facilitators, but we will take on this role willingly. We need all the help that we can get.

The police can help victims and offenders obtain services and treatment

Making an arrest will no longer be the end or the beginning of a police officer's responsibility. If an individual assaults his spouse, the officer will no longer be responsible solely for laying a charge, but will also be required to advise the spouse of her options and ensure that she receives victim services, while her assaulter is referred to a social agency for treatment. Similarly, in an impaired-driving arrest, the police officer must try to involve the family and social agencies to ensure the person receives proper treatment.

It is no longer acceptable for a police officer to repeatedly arrest an individual for assaulting his spouse or for impaired driving without making every effort to get treatment for the victim and the accused from social agencies in the community. Incarceration may become the last resort, and may even be considered a failure of the system.

I want to make it clear that I am not advocating a social role for the police. We have neither the training nor the time or resources to perform such functions. We are not a social welfare agency in the true sense of the term.

It cannot be left only to the police to solve the problems. And no strategy will ever be total in its results. Crime prevention cannot be, nor is it intended to be, a panacea. As you might expect, no strategy will deter the Medellin Cartel from producing cocaine. There is simply too much money to be made. However, if we collectively stopped the use of cocaine tomorrow, they would be out of business the day after. To make a difference, we need to treat the problems and not react to the symptoms. We need to prevent crime, and the repetition of crime, in an active and proactive way.

A community-based justice system

At the end of the day, we will need a community-based justice system that includes not only the community, not only the police, not only the people who work in parole, but judges and magistrates too. All will have to be part of the community-based system if we are truly going to make a significant difference.

Comments and Questions

Participant: Based on Mrs. Delisle's and Mr. Nicholson's comments, where is community responsibility reflected in our laws?

Aristotle's students asked him for his opinion of what justice was: his reply was that justice is the pledge that citizens of the state will do justice to one another.

Throughout our legal history, various pieces of legislation have made it clear to citizens that they had a responsibility for maintaining law and order. We have taken away from that. Our old *Criminal Code* included offences such as "misprision of felony." The only offence that's left in the *Criminal Code* now is "misprision of treason," under Section 50.

I suggest to the ministers that it may now be time to make our laws, our rules and our regulations reflect the fact that citizens themselves are, to a great measure, responsible for maintaining law and order within our communities.

There are appropriate times to do this and there are areas of our legislation where these things can be reflected. I am not suggesting draconian measures, burdening the public with the responsibility to do police duties, but I think that it is about time that our rules, regulations and national policies reflect the fact that we, as citizens, have a responsibility for the health and well-being of the communities in which we live.

Participant: I was intrigued by the Commissioner's concept of a community-based justice system and I would ask him how far he would see taking that concept and what it might include.

Norman Inkster: I think we have already seen some of it in action. In Teslin, British Columbia, when the local judge deals with aboriginal offenders, the judge sits in a circle with members of the aboriginal community to determine several things: how badly the community has been offended by the actions of the individual; how the community feels they can help the accused, or convicted, person overcome whatever problem prompted the illegal behaviour; whether the community is prepared to take on that responsibility; and how to help the community heal from very serious offences such as spousal assault, rape, and child abuse. That is the kind of community-based involvement that we are talking about.

I think we put an enormous burden on our people who sit on the bench. We expect them to be apart from the community. Any contact with the community leads to their being suspected of being tainted in some way, or biased for or against a particular issue. I have great confidence in the integrity of the justice system and those who sit on the bench. I think we need to help them find out what is bothering the community. People get angry about sentences that are handed down, seeing them as either too light or too heavy. I think there needs to be a way for the community to share that kind of concern with those at that end of the justice system.

At some time we will have to ask ourselves why we put people in jail. What is it that we hope to achieve? Are we putting people in jail to punish them? Many would argue that that's not the case, that our purpose is rehabilitation. Then how can we assume that, at the end of the sentence, when they are released back into the community, the problem that prompted the illegal behaviour in the first place has been adequately treated?

Treatment needs to be tied to the sentencing process. Certain provisions of the *Criminal Code* allow for that, and I think we're going to have to make more use of them. We can release into the community people who have paid their penalty to society, but if we haven't treated why they are paedophiles, if we haven't treated their illiteracy or their dependency on drugs or alcohol, then what have we done except release into the community people who still must cope with problems that they find extremely difficult, often impossible, to cope with?

We have to look at things in a circle and make sure that we complete the circle in a way that will reduce crime in very real terms. If, at the end of the day, we have not dealt with the problem, only the symptom, then the skyrocketing statistics that are before us at this symposium will continue for years to come.

Joannie Halas: I am from Winnipeg and am living in Québec City. I had a lot of aboriginal neighbours in Winnipeg. In 1988, I returned home after travelling during the summer to find about 15 houses for sale. The reason was that some aboriginal families had moved into the neighbourhood for the first time, and people were worried about what might happen. Some people moved, but most of us stayed on.

During the Oka crisis, I too was affected by the images of the stone-throwing on the bridge. There is a lot of intolerance: the KKK is now in Manitoba for the first time and there is intolerance between the French and English too.

At that time some people said that I should move because of my new neighbours. I had a break-in and they blamed it on my neighbours. But instead of moving, I decided that I would have a neighbourhood party and get to know my neighbours better. And that was the motivation behind the "National Neighbourhood Party," which was adopted last year — as part of Canada 125 — to help Canadians get together and know each other better.

The most fitting moment for me was missed in all the media attention: in the second year, when there were approximately 10,000 neighbourhood parties around the country, compared to about 40 in the first year, my nine-year-old neighbour, Larissa Tobacco, led the toast through the nation, saying, "A tous nos voisins — to all my neighbours, you're welcome in my neighbourhood." I think this represents what is really happening.

There are a lot of Canadians, a lot of good people in our country, who are affected by the negative things that are happening, but who want to bring out the positive. It is going to take time, but it starts by our getting to know each other better at the neighbourhood level.

I ask you all to join with my new neighbours in Québec City in a toast this June 13th at 2:00 p.m. It will bring Canadians together once again in their neighbourhoods to say to everyone, symbolically, "You're welcome in my neighbourhood — Vous êtes bienvenus dans mon quartier." It will also bring Canadians together in a concrete way, by getting people to know each other better right where it matters, right in our own streets.

In the second year, there was a big baseball game going on in my old neighbourhood, which is now multicultural. It was organized by a single mom who just happens to love baseball. And to me, that says it all. Sometimes it is in the positive that we can overcome the negative.

Margaret Delisle: I had the opportunity to work with Joannie last year, and I have to tell you that her initiative and enthusiasm could be felt throughout Canada.

Participant: I am a municipal politician, and also work in community corrections. We just went through the budget process about a month ago and what is crystallizing for me is that the shortcomings of our social service and community health programs contribute to crime.

If somebody doesn't have a place to sleep or food to eat, or can't get medication for a psychiatric problem while they are in the community, that will threaten community safety. This is the misery index.

At the municipal level we have to make very tough choices on such things as providing hospital beds or providing a psychiatric clinic with funding. My dilemma is that the federal government has down-loaded on the provincial government and the provincial government, in turn, down-loads to the municipal government. We are trying to do more with less at the city level and the regional level, but it seems to me that we're going to have to get some things in the country changed so that the misery index is lower and we can have healthy communities again.

Margaret Delisle: I know where you're coming from, but I have to say that, even though programs cost money, we have to look at new, creative programs or ways to reallocate the funds that are available. It is a great challenge for every level of government, and it is also a challenge for the community groups that we work with.

Closing Remarks

The Honourable Pierre Blais
Minister of Justice and Attorney General of Canada

Thank you all for having participated in this symposium. I realize that we set a very tough pace, that the process was challenging. We have shared our experiences on community safety, crime and crime prevention, and our ideas for resolving the problems that generate crime. I think we may also have learned how to respect each other's perspectives on these issues. Many of you opened your hearts and spoke in very personal terms about your experiences.

I was especially moved by the performance of the Portage Players on Tuesday night. The play, *Fear is a Two-Way Street*, moved us in a way that mere words can never do. It makes us realize, and feel, that youth on the streets are at risk in every way possible, as victims and as offenders. It brought home the hopes they have and the hardships they face. And it brought home the importance of young people, our future, in any approach to community safety and crime prevention.

At the end of that performance, a young man named Matt sang, "I used to come at night and look at myself, staring in my eyes, wishing I was someone else. I'd always leave that mirror, but he would always stay, waiting for a better me to come and take my place."

It seems to me that these lines describe exactly what we have been doing in the past two-and-a-half days. We held up a mirror to our justice system and we saw a reflection. Now we face the challenge of making sure that when we come back to the mirror we will find a better reflection.

The starting point in meeting that challenge is the search for the golden threads that have run through the discussions in the plenary sessions, workshops and hallways. I know you are concerned about the follow-up to the symposium. Many of you are concerned that much of what you have heard has been rhetoric. You fear that it may be empty rhetoric. You want a commitment from the governments represented here, particularly the federal government, to translate that rhetoric into concrete action. You want the focus on that action to be targeted to the local level and supported by an integrated, cooperative effort from community groups, municipalities, provinces and the federal government.

I think that you have been realistic in recognizing that support from governments may require a better allocation of existing resources. I also recognize that many of you worry that the recommendations of the symposium will fade into obscurity if there is no way to monitor the follow-up and to ensure that we are all accountable for the effort we have put into this process.

Support for the Standing Committee's report on crime prevention

There seems to be overwhelming support here for the direction taken by the report of the Standing Committee on Justice and the Solicitor General. Simply put, you want to see justice done through social development and you wholeheartedly reject a law-and-order approach.

I know that many of you want to go beyond the recommendations of the Horner report. You see it as a base from which to begin to design an effective crime prevention strategy. But I was impressed that such a diverse group of individuals, representing different sectors of society, could achieve a consensus that the Horner report is an excellent starting point. That consensus is a very good sign too for the future.

I would now like to outline — briefly, because I know it has been a long week for many of you and you are anxious to return home — how I intend to build on your ideas and how I hope to ensure that we will find a better reflection when we look in the mirror again.

A national strategy on crime prevention

First of all, I want to deal in a concrete way with the ideas we have heard in the last two-and-a-half days. Let me answer this: I want to include all of your ideas in a national strategy on community safety and crime prevention. Your work and your discussions in the past few days will enable us to lay the groundwork for this national strategy.

A comprehensive approach

First, the national strategy should take a global approach. This has been said and repeated many times; Commissioner Inkster was very specific about that just now. One participant gave a very good description of what she understands by a global approach. For her, it should include the concept of harmony. This touches on what the Commissioner spoke about, the concept of a circle. For this participant, the traditional image of justice, which concentrates exclusively on the offender, completely ignores the other parts of the circle.

I am glad that the Commissioner talked about that, because it is not a new concept; it is a traditional concept among Aboriginal peoples, but it is very important, if it can help us develop a better approach to solve problems relating to justice. The traditional image, which concentrates exclusively on the offender in our society, ignores the other parts of the circle: the victim and the community. This participant asked us to re-examine our narrow ways of thinking, and expand our vision. I think that this was emphasized by a number of people, and I feel that it is something we must think about.

Deal with the causes of crime

Second, the strategy should deal with causes rather than symptoms. Once again, I repeat, to use the words of my colleague Benoît Bouchard, we have to treat the illness, and not its effects. As every good doctor knows, an ounce of prevention is better than any treatments, however effective they may be.

A strategy based on partnership

Third, the strategy should be based on partnerships, including community organizations, the police, local, provincial and federal authorities, First Nations governments, and national non-governmental organizations. At each level of government, a wide range of departments and organizations should be involved in the delivery of integrated social, justice, correctional, educational and health services. The approach must be inclusive. Everyone must accept, indeed welcome, a shared responsibility. Cooperation and communication should be the sole concerns. Debate over turf should be the exception.

Focus on the community

Fourth, the partnership strategy should reflect the fact that the community is the main focus and that it is the community that should be empowered. It is in the community that legitimacy, commitment and vision will be found.

Federal leadership and respect for others

Fifth, the federal government must provide leadership and full respect for the role of others. Our role includes leading the national partnership effort towards an integrated strategy. We must provide support in the following four areas:

- providing a legal and policy framework;
- conducting necessary legal research and development;
- providing services to gather and exchange information; and
- leading Canada's international efforts.

I would add that we must make better use of existing resources. We would all agree that resources can be used more creatively and more constructively. This is essential in my view. There is, of course, only one taxpayer: federally and provincially, for municipalities and school boards. It is you. It is each of us. We have to set priorities and target our resources and our energies.

Follow-up to the symposium

The symposium has made clear its agreement with the Standing Committee on Justice and the Solicitor General that much is expected of me, as Minister of Justice. I accept the challenge. Within six weeks I will invite a small but representative group of you, numbering roughly 20 to 25 people, to work with the Department of Justice and other departments to flesh out the national strategy and to ensure that we build on our progress here. We will count on this group to ensure that action is taken.

I will transmit to my Cabinet colleagues who were here this week, including the Solicitor General, who is still here, the message that you have transmitted to me, loud and clear. Community safety and crime prevention are not the exclusive domain of the criminal justice system. If we really want a national strategy that is effective in preventing crime, all Cabinet ministers must mobilize their departments and their staff in order to bring about community safety and crime prevention, which are so important to all of us, through global action. I know that I can count on my colleagues' support, especially those who have been here with me for the last three days.

This symposium gives me hope that we will see a better reflection the next time we look at ourselves in the mirror. I am confident when I see the passion that was brought to our discussions. In particular, I think of the round table held in this room on the media, where it was emphasized that journalists and the media have a responsibility as well. I think that the debates went very smoothly, and were organized very well.

I listened to the media representatives debating with the other participants. I found it very interesting because it allowed for an exchange that went beyond the day-to-day communication between politicians and journalists. It was a real exchange, which I followed closely.

The themes of this symposium will be incorporated into my Department's basic approach to law reform and policy development. It will all be an essential part of the major initiatives on justice — as it applies to aboriginals, women, and persons with disabilities — on the justice system and on interactions with ethnic and cultural minorities. Our priority of universal justice and protection of society will be seen as a whole.

Criminal Code reform

This approach will be applied to many initiatives, but this morning I plan to focus on two specific areas: fundamental *Criminal Code* reform and youth at risk. Our *Criminal Code* reform package will cover several recommendations contained in the Horner report. It will include a clear statement of principles on crime prevention. That statement should include many of the ideas I described earlier. We are also contemplating other legislation. I don't think this is the right forum to give you a grocery list of what we're going to do. We will plan that as part of the strategy that we develop with the 20 to 25 people who will work with us in the weeks to come. I think it can work, with your help.

Youth at risk

With regard to our plans for youth, this symposium clearly identified the fact that youth are at risk in two ways. They are at risk as offenders, and as the Portage Players confirmed so powerfully, they are at risk as victims. I was deeply moved by what these brave young performers shared with us — the hardship of their childhoods, the barriers that they have overcome and the barriers they have yet to overcome.

Our children and youth must have the opportunity to grow up in safe, nurturing communities if they are to reach their potential and take their place in our communities as responsible, caring Canadians. Children are the most vulnerable members of our society. They are vulnerable to emotional, sexual and physical abuse within the family and the community. The cycle of abuse often repeats itself when they reach adulthood. We must break that cycle. Effective legislation on family violence and the sexual abuse of children must be part of our effort. I intend to proceed in the near future with legislation to protect family members. I will also launch a broad consultation process to identify other measures which should be adopted.

National register of convicted child abusers

I intend to discuss two concrete steps with my colleagues: First, the creation of a national registry of convicted child abusers., This could help prevent paedophiles from assuming positions of authority and control over children. Minister Lewis and I share the responsibility and will work closely together on that. Second, I will ask my colleagues to consider giving the courts the authority to bar convicted sex offenders from places where children may be at risk.

Young Offenders Act

We must take a balanced and global approach to the problem of youth crime. I believe that the Young Offenders Act is fundamentally good, but certain changes are required. We have

never denied that. Any legislation that is good can also be changed. I intend to present a number of amendments to Cabinet very soon.

We are working actively in this area, and the issues that were raised here and the documents that were submitted in connection with the Horner report will help us to progress further. These amendments will be based on the premise that rehabilitation of young offenders and public protection are not incompatible, and can support each other.

Nevertheless, I feel that a distinction must be made between young persons who are guilty of violent crimes and those involved in minor offences. A targeted approach will make it possible to address this concern. I certainly intend to act in this regard, but I do not intend to go overboard. I intend to act with moderation.

I have shared my hopes with you. I now ask you to take back to your communities the wealth of ideas that you have found here. We all have the responsibility of adapting the ideas we have got from this symposium to the specific needs of our communities and our streets. The "neighbourhood party" experience described earlier is not something that you need the federal government for. It's not something that you need the provincial government for. It can all be done at the community level.

We all have responsibilities to help prevent crime

It can be achieved at the community level through the good will of citizens. We must feel responsible for our own safety and well-being in our community. Feeling responsible within a society is probably the key element which has often eluded many of us. By referring our problems to others, to governments, we forget that we ourselves, in our families and in our communities, must share the burden of responsibility.

We have the responsibility to return to our police stations, our elected assemblies, our offices, our prisons, our communities, our streets, our homes--everywhere we want to see justice as part of our everyday life.

In the final analysis, the success or failure of the projects that we have discussed here in the last few days is in our hands. We have a duty toward our fellow citizens to ensure that our ideas are heard, accepted and implemented tomorrow, the day after tomorrow, and in the months ahead.

To conclude, I would like to thank the organizers of this National Symposium on Community Safety and Crime Prevention. The officials of the Department of Justice were critical to the success of this conference. In particular, I would like to mention some of the people who were in the trenches — Susan Campbell and Francine Charlebois and all the other members of the Justice team who worked so hard to make this conference possible.

I want also to thank you all, because you left your jobs and your responsibilities at home to be here for four or five days. I understand that and I appreciate that.

Margaret Delisle: Thank you very much, Mr. Minister, for inviting all of us. I think it comes back to what we, as citizens, are willing to do. It is true that it is not just the federal government's agenda. It is not only the agenda of the province or the city. It is our own agenda. And we are the ones that are going to make it happen. We want it to happen now, so we are very pleased with your remarks.

WORKPLANS

FOR COMMUNITY SAFETY

AND CRIME PREVENTION

Moderators' Reports to the Plenary Sessions

Symposium delegates broke off into twelve workshop groups to develop strategic plans for six specific ares related to community safety and crime prevention. These areas, which had been identified in pre-symposium consultation sessions across the country as particular concerns, were the following:

- Violence
- Fear of Crime
- Vulnerable Groups in Society
- Balancing the Scales
- Building Communities
- Partnerships for Prevention

Over three workshop sessions, delegates determined *Realities and Barriers*, *Objectives for Community Safety*, and *Opportunities for Action* for each of these specific areas.

After each of the three sessions, a workshop moderator presented a summary of the discussions of all groups to a plenary session. The following are the reports of the three moderators: Patricia Pearcey (B.C. Coalition for Safer Communities), Serges Bruneau (TANDEM Montréal) and Ross Hastings (University of Ottawa)

1. Realities and Barriers

Patricia Pearcey: The 12 workshops addressed six themes yesterday: violence, fear of crime, vulnerable groups, balancing the scales, building communities and partnerships. The workshop facilitators and rapporteurs provided me with information and I have attempted to weave a quick tapestry of the barriers and realities you identified and what you said is needed to create the mechanisms associated with feeling and being safe.

It was encouraging to review the material from your discussions. It demonstrates a sound understanding of the barriers and realities. All too often, the realities are the barriers.

The number one issue that emerged in almost every discussion was power: the need to move to a more egalitarian society if we are going to deal effectively with safety issues. Participants talked about how a lack of personal power contributes to both offending and victimization. You talked about the abuse of power through systemic discrimination and about the empowerment of communities and individuals.

You questioned whether the inflexibility of our current structures might prevent us from mounting a successful "revolution from within." Will those structures support the kind of change necessary to reduce crime? That question was left unanswered.

You recognized the need for community-driven responses, but you also recognized the irony of advocating these responses at a time when senior levels of government are down-loading so many responsibilities to municipalities.

There were discussions about the need for an infrastructure that nurtures locally based, community-driven initiatives, and there was a clear understanding that provincial and federal governments will have to provide a flexible framework for this to happen. You were clear in rejecting a law-and-order initiative as a response, just as you expressed a fear of buying into rhetoric. The message throughout the discussions was directed at action.

Violence

I will touch on the highlights of each of the workshops, beginning with "violence." There were three workshops on violence, but it was also a major concern that came up in other workshops. When people talked about fear of crime, for instance, what they expressed was not whether or not their car will be stolen or whether or not they'll get stiffed by a bad cheque. We fear violence and it was evident throughout all the discussions.

Violence was described as a gender-based crime. It reminded me of an interview that was done not too long ago with Neil Boyd, a criminologist in British Columbia. He said that if we got rid of all the men we wouldn't have to worry about violence. He wasn't serious, of course, but it drove home the point that, in most cases, men are the perpetrators of violence. If there were ever an argument for targeting, that is it.

There was recognition that traditional crime prevention has not focused on violence and that there needs to be specific attention paid to the protection of women and children. We must deal with issues such as racism, sexism and homophobia within the context of violence reduction.

There has been a lot of discussion lately on whether violence has increased or whether the increase in statistics is due to increased reporting. You indicated that the focus should be on developing strategies to decrease violence, rather than worrying about, or playing around with, statistics. Violence in the home, violence in the street, random violence and violence in workplaces, institutions and schools, require distinctive responses.

Fear of crime

The main issues discussed with respect to fear of crime related again to equality issues and gender imbalance. These are seen as issues for all levels of society.

Fear of crime crosses all borders and all communities. The lack of communication between the young and the old, men and women, and other sectors, has created a vacuum of understanding around the issue.

Vulnerable groups

Vulnerable groups were characterized as being marginalized by social or economic factors or both. They can be at risk of offending or at risk of victimization, and some can find themselves as offenders one day and victims the next — caught in a cycle of despair. Some groups that were identified are: women, particularly elderly women and women with disabilities; members of visible minority groups; indigenous people; immigrant men and women; refugees; children and youth; and gays and lesbians.

It was felt that poverty, age, social circumstance, race and gender were the major factors contributing to marginalization and therefore to increased vulnerability. The lack of equality in social and economic spheres, the lack of access to legal counsel, the adversarial court process, the insensitivity of some services to ethno-cultural issues and the isolation of specific groups from the mainstream, put members of these groups at more risk of violence and inequitable treatment by institutions and agencies.

Balancing the scales

In the balancing the scales workshop, the main concern was our inability to create symmetry between individual and collective rights. The issue was seen as long term. Balancing the scales of justice depends on balancing the scales of power.

Building communities

In building communities, participants agreed that we must expand our notion of community. You talked about "communities within communities" — cultural communities and communities of affinity are part of our geographical landscape, and they have to be recognized as such.

Safe communities and healthy communities are seen as synonymous and bear the hallmarks of citizen involvement and participation, something lacking in many communities today. The essence of the discussions seem to be that we all need a sense of belonging to reduce the phenomenon of social disorganization that guarantees high crime. The realities of

disorganization were expressed as our current inability to coordinate programs and services. This results in those services often not being available to the people who really need them. The lack of resources available to fund prevention programs was mentioned as an obvious barrier, as was the lack of flexible models for community building.

Partnerships

If any word has been associated with traditional crime prevention, it has been the word "partnership." In your discussions you acknowledged that creating true partnerships will be a difficult task indeed. It will require flexibility, maturity, courage and compromise, because we have not yet reached the stage where we acknowledge that all sectors are equally important. One partnership workshop gave the example that recreation programs for youth at risk are not recognized as being equal to the other elements in preventing crime. Ontario's recent Offord report demonstrated the benefits of recreation in making youth resilient.

The term "strategic alliances" was suggested instead of the word "partnership" as a new way to develop a team approach to solving local problems. You acknowledged that you might not be partners in the true sense of the word, but felt that being allied around a common cause could help move the agenda forward.

An important barrier to developing true partnerships is the recognition that you may have to give something up. While that is difficult at the best of times — people talked about the impact that can have on an already shaky funding base — if an organization is asked to give up part of a program to another agency or to a larger group, it may lose program dollars that are desperately needed to keep programs going. This went back to the issues of flexibility and fluidity. Lack of attention to the process involved in bringing people together was also seen as inhibiting the development of partnerships.

2. Determining Objectives for Community Safety

Serges Bruneau: It is my pleasure to present the highlights of the workshops dealing with objectives for urban safety. First of all, I wish to ask for your indulgence, because I think it is risky and even unsafe to summarize a total of 24 hours of discussions by experts in only ten minutes.

Zero tolerance of criminality

The first point that was made was that the strategies or actions that we put in place must have the objective of eliminating crime, violence and the fear of crime. We must serve

notice that there is no place in Canada or in any of our cities and towns for crime, violence and the fear of crime. Some participants talked about zero tolerance of crime.

It is time for action

Second, our objectives must focus on action. Many participants feel that it is time to go beyond rhetoric and think in terms of action. We must invest in tangible actions. In the same way, we must give priority to action at the local level. To do this, we must provide local players with the support they need, be it financial, human resources or the distribution of information, to conduct their activities as successfully and professionally as possible.

Mobilize communities

Any national crime prevention strategy must focus on supporting local action. Local action requires the mobilization of the community. Effective crime prevention must have an objective of community mobilization and participation. The community must be part of the solution.

It is also necessary, however, to ensure representation within the community. All persons in the community must have the right to express themselves and know that they will be heard. There must therefore be mechanisms to guarantee this right. In addition, we must strive to work with all levels of government and representatives of all communities. There must be a flexible mechanism to promote partnership. We must also strive to identify and recognize the expertise that exists within our own communities.

Share information

Another objective must be better co-ordination of crime prevention in Canada and adequate circulation of information. In this regard, regional symposiums and libraries on crime prevention were mentioned. While objectives in connection with crime prevention are mentioned on a regular basis, we must also talk about eliminating the fear of crime.

Set precise goals

Some participants felt that focussing solely on crime prevention neglects the issue of the fear of crime. Objectives regarding education, training, research, the promotion of social values and accountability were also mentioned. The discussions were summed up by the phrase "it is important to build healthy communities"; healthy in the broadest sense of the word, for a healthy community is a safe community.

Naturally, a number of very specific objectives were mentioned during the discussions. It would take far too much time to list them all, but I would like to mention a few of them.

For example, as regards street violence, you mentioned reducing the opportunities for it to occur. You also mentioned calling upon women's expertise in any urban planning process. We must rely on community input to define objectives relating to the fear of crime. We must focus on at-risk groups. Athletic associations must be approached to promote non-violence in sports.

You also talked about easy access to information on crime prevention. You talked about establishing a Year of Safety in Canada. You also stressed that our crime prevention objectives should take victims' concerns into account. We also talked about establishing a place to exchange new ideas, a market of new ideas.

In closing, our objectives should focus on creativity and imagination and on solving the problems in our communities. New avenues must be opened up, and this will be possible only if all partners work together in a spirit of mutual respect.

3. Opportunities for Action

Ross Hastings: The task that has been assigned to me is to follow up on the kinds of things that Patricia Pearcey told us about and the objectives that Serges Bruneau identified.

What has struck me most so far is that, for a broad range of people coming from all across the country, there is a consensus about the kinds of things that we would like to see done. I am going to try to stay at the level of fairly general themes and come up with a framework that we can use in thinking about these things. To do this, I will go back to some of the issues that Patricia Pearcey raised yesterday morning. She talked about the barriers and the realities that we needed to grapple with in focusing on crime prevention. The realization seemed to be that we were looking for some kind of "revolution from within." This is a term that she used, but I think some people may resent it somewhat.

We are talking about a new way of doing a new job. This is not old law enforcement. It is not just becoming more efficient with the kinds of resources that we have at hand. We are thinking about crime in different ways. As a result, we are going to have to start thinking about delivering resources and structures for crime prevention in different kinds of ways. Patricia Pearcey mentioned shifting from national to local priorities; she spoke of local empowerment and responsibility, and the need to share power to be able to get those actions going with the necessary resources.

The themes that emerged out of what Serges Bruneau just told us are consistent with that: local action with local resources, but with some responsibility for governments at the municipal, provincial and federal levels to recognize what is needed to put local activity on the ground.

I'd like to present my comments in three steps: First, the vision that we are coming up with and something about how we got there; second, a set of specific recommendations about what we should do next; third, a more general set of recommendations about what our first step should be.

A vision for crime prevention

The vision that we have come up with is to set up an effective crime prevention process by implementing efficient structures that empower local communities. How did we get there? Why this? Why now?

The first thing that happened goes back to the victim's movement and to things that happened in the '70s and '80s — the fiscal crisis and its consequence. We started off by getting the criminal justice system to look to the community to participate in law enforcement and crime prevention. So the first notion was a sense of giving the community the responsibility to participate and to be the eyes and the ears of the police; we are talking about Neighbourhood Watch and other programs of that type.

In doing that, we created a sorcerer's apprentice. We started the community down a path to demanding not only to participate, but to decide what they were going to participate in. This notion involved a shift from community responsibilities to community rights. By doing this, we changed the way we were going to think about the problem of crime: the problem is no longer crime, the problem is victims. We are not concerned so much about the fact that people are breaking the law as we are concerned about the fact that individuals are being hurt and communities are being threatened. We are no longer as concerned about whether or not we're doing efficient law enforcement; instead, we want to repair the damage that has been done and we want to prevent those kinds of damages from happening in the future. This is the nature of the new job that we are setting out to do.

What should be our immediate objectives?

Patricia Pearcey and Serges Bruneau reiterated that we now have to recognize community needs regarding the problems they face and the kinds of tools that they require. A lot of the recommendations that came out of the different sessions focused on what those tools are: a need for more information; a need to coordinate and share; a need to identify financial resources; a one-stop shopping mechanism for victims' groups because they are confused, bewildered and frustrated at being bounced around like balls in a machine.

Where do we go from here? There was a sense that what we need is a national strategy for crime prevention and that one of the best contributions to its development is the Horner report. There was an enormous amount of support for the thrust of the Horner report. Some recommendations would be to take it from the federal to the national level and to

recognize more fully the responsibilities that municipal, local and provincial governments might have.

The other thing that struck a lot of people is that this conference is not a beginning. This is something that we have been doing since 1989 in Montreal and 1990-91 in Ottawa with the RCMP conference. There have also been all kinds of local conferences and local consultations. Emerging out of that was a sense of frustration at being at it again and an expectation of a fairly rapid response, including the identification of a timetable for the kinds of things that we would like to see done.

General principles

I will focus on three recommendations of the Horner report. Recommendation One focuses on general principles. The key concern here is to enshrine those principles but to focus them a little bit more on the problem of violence as opposed to the crime of violent activity. We want a more general category and a more general focus.

A national crime prevention council

The second recommendation focuses on the question of the creation of a new structure: the recommendation of the Committee is for a national crime prevention council. This may be one of the issues around which there is the most agreement and the most disagreement. People recognized a need for a coordinating mechanism. There is a sense that there is a lot of activity in many places and very little ability to pull it together. At the same time, people were leery about another structure drawing off money from action into a bureaucracy that would create a new level of supervision and control without empowering the communities that we want to help. We want that caution to be a warning light on these activities.

There was a fair amount of agreement among the workshops. While a couple of workshops explicitly said, "We don't want structures," there was a fair amount of agreement on the need for some kind of national council or structure that would do the coordinating work, the information development and the information sharing. There was also an insistence that the structure imagined by Horner should be more representative of the groups who have problems. In fairness to the Standing Committee they were imagining a federal structure; in the wording of the report, it is a federal structure that gives advice to the federal government. That needs to be expanded.

The structure also has to be more representative of the sectors that are involved in community problem solving. We want to avoid having one more structure owned by the government, which now has control over these issues. We do not want a crime prevention jet set who buzz around to the different communities and who go to U.N. conferences on crime prevention, but who are isolated from the communities that are doing the work. A lot

of community people were happy to be here for the first time but were sure they were not going to be here for the last time. They want to be part of this process. So we are talking about a structure that will do some of this work, but at arm's length from the government.

Funding for crime prevention

There was a lot of support for the kind of funding initiatives proposed in the Horner report, especially the idea of targeting specific amounts of money. There was a very strong sense that we were not talking about big money in the big picture of crime and its consequences for society. People insisted that money be put on the ground fast. People want to see some action.

If I had to characterize in a sentence where this conference was going, I would say that most of the people here have an optimism bordering on cynicism and real anger. They are very happy to be here, but they are right on the edge of not really believing that this is any more real than a lot of the other initiatives that have happened before. They are not too sure that they are going to come back unless they get some strong feedback about what is going on. We are talking about the culmination of a process, not the beginning. We are talking about a situation where everybody, from a parliamentary committee down to local communities all across the country, seems to have a strong sense of what it is we're trying to do and what we need to do it.

Follow-up to the symposium

People made a couple of recommendations that seemed to be framed as demands. One demand was that we would like an immediate response. People framed this as an either/or: if we get no immediate response, there is a risk of demoralizing and demobilizing the people that we depend on at the community level. They are not going to sit around forever.

The second thing is that people want some accountability to this symposium. We want an immediate response about the kinds of things we're talking about. If we don't get it we would like to know why and we would like to have a sense of participating in how this is going to be done.

The third thing is that we want some reassurance that this is not going to die. There is a real concern that at the political level — municipally, provincially and federally — it is all too easy to gloss about crime, because there is a sense that everybody, from *Maclean's* to the public opinion polls, is picking up on the problem of crime. This is driving the politicians to give the impression of response but people fear that a few months down the road, after elections, this is going to go away and die.

What many of us would like to see is some kind of work or planning group established on the basis of a government commitment to the Horner report or to the things that are emerging in Quebec out of the Table Ronde process. The planning group would implement these things and focus on questions as to what a crime prevention council would look like, where we would get money and how we would get down to the community.

I'd like to leave you with the image of those cartoon characters — like the road runner — that, when they get their dander up, jump up in the air and start spinning their legs. You know that sooner or later when they hit the ground they're going to hit it running. The hope of the people here is that when they hit the ground they'll be running with a purpose and a mission. I keep going back to this image of McGruff, the crime dog that they have in the United States. We would all like to be able to be little crime dogs that could go back to our communities and take a bite out of crime. If we don't get the help we need, we are sure going to take a bite out of somebody.

Comments and Questions

Margaret Delisle: I would now like to invite you to comment on the symposium or the reports and the symposium.

Aziz Khaki: I represent the Committee for Racial Justice in Vancouver. Our workshop had a number of suggestions. When we talk of crime prevention, we should talk of a comprehensive approach rather than a piecemeal approach. And I would like to emphasize that we should not lose sight of crimes such as hate crime. There is a proliferation of hate literature, sometimes coming from United States, Australia and other parts of world, specifically directed against the visible minority and Jewish communities. I have several times requested that the Minister of Justice amend the *Canadian Human Rights Act* and the *Criminal Code* to deal with the issue of hate crime.

The second set of crimes we must not lose sight of is racially motivated crime. It is important to make sure that those in the community who, for one reason or another, have not been participating fully in Canadian society are given equal opportunity to participate in the process of crime prevention.

I also felt that there was a need in any national centre for crime prevention for the board of governors to be made up of government, police and representatives of the community. They must have a capacity to monitor the follow-up at various levels. So it must be a permanent structure rather than a series of councils. I have some phobia about a council. There are too many of them and sometimes they just fade away. If you have a permanent structure, it is able to follow up.

We have talked a lot about youth violence. What mechanism can we create to have ongoing consultations with youth on the problem of youth violence? We should do this instead of deciding on our own what we can do for youth.

John Mavin: I am from the Crime Prevention Association of Canada. The Association wants to make all delegates aware that in May 1994 we are going to sponsor a crime prevention conference for practitioners in this area. This is being done in association with Crime Prevention Ontario and the Etobicoke Crime Prevention Association and other players to be announced at a later date.

We also want you to be aware that our Association is sponsoring the "National Night Out" campaign on August 4, in association with the program in the United States. The U.S. program covers 8,500 communities and 25 million people; in Canada, the Halton Regional Police, Burlington, Hamilton-Wentworth, Niagara Regional and the Coquitlam RCMP participate in this campaign already. These two things can heighten the work of the committee and show that we are going to do something.

Shirley Masuda: Some people alluded to the lack of women's representation here. I would say that in these reports, women have been totally forgotten. I don't think I heard the word "women" mentioned this morning. Women and children are 70 percent of the population.

Another thing that came up in the workshops is that there must be recognition that women's groups, rape crisis centres and transition houses are the experts. We have been working on violence against women for some 20 years. We are the experts and we must be recognized as such. Kim Campbell made history when she invited women to come to Ottawa for a consultation on the new rape shield law. That is the best law that has ever been made in Canada for women.

Over and over in these groups we have been calling for consultation with national women's groups before anything else happens. Immediately after this symposium, we want the national groups, who represent grassroots women, to be called for consultation as experts. We are not going to let that go by. Women want to be heard. We want to be heard on the same level that other people are being heard here and we will not be left out.

Chris Miller: I represent "Beat the Street." This has been a well-attended symposium, but I think that more people who do the work in the community have to feel that they have access to this process; it is too far removed. We have to bring on line the vast diversity of this country. We have to show that there are many different kinds of people who did not take part here, who need to be in such symposiums so that we can have the diversity that's needed and be able to build a positive plan that includes everybody and all community levels. People must be made to feel a part of, rather than apart from.

Richard Zanabbi: I am Chief of the Sudbury Region's Police Service. I'd like to compliment the federal government for organizing this symposium. I think it was beneficial.

I would like to comment on some of the remarks made about how putting money into policing and corrections is not going to reduce crime. I don't necessarily argue with that point of view. But I would caution our communities to be aware that, as the balance changes — and I suggest that it has to change — there is still going to be a need to support policing in our communities.

We are aware of the issues. I believe that policing is becoming much more a part of the community. But the transition is long term and we all recognize that. In the interim, crime will continue to proliferate. And we must have the support of policing to face these issues.

While money must go in the other direction, and I agree that we can reduce crime with long-term prevention and social development, it cannot happen overnight. The continued support of the police service in this country is absolutely essential.

Diane Mossman: I represent the YWCA of Canada. I want to echo the comments of Shirley Masuda, whom I don't think was identified as speaking for the Disabled Women's Network of Canada, on the necessity for consultation. Before any commitment is made to a national strategy, consultation with people in the front lines, and with those of us who are doing the work of crime prevention with respect to violence against women and children, is critical. I appreciate that there must have been hundreds of recommendations that had to be pulled together for the summary. But in our partnerships workshop there was a strong commitment to putting the focus on community safety — which is the term we prefer to crime prevention — and on children.

That would require a national child care plan including support, nurturing and care for children. They can grow up in a community that is safe and can grow up to be people who are not involved with crime because they will have been nurtured in a society that cares for them.

Clarice West-Hobbes: I am from St. Catharines, Ontario, and I'm considered an "ordinary Canadian" here.

I would like to suggest to the federal government today that you make next year the "Year of Community Safety." That might give us a basis to start. We have the recommendations from the Horner report. We have the recommendations from this symposium today. Let's get started and do something. Let us not wait around any longer.

Gwen Landolt: I am from REAL Women of Canada. One of the previous speakers mentioned the necessity that the diversity of voices must be heard in crime prevention. In

that regard it should be pointed out and made clear that women are as diverse a group as anyone else in our community. I think that to focus on one special interest group and their interpretation of events may not be in keeping with what the population wants. The same holds true with regard to the national day care plan. I do not think all women would agree with the particular special interest group.

The other point I'd like to make clear is that the Department of Justice's figures point out that violence is systemic through the population. Two-thirds of homicides are against men and less than one percent of women suffer spousal abuse. So we cannot ignore the major picture of violence throughout Canada and the enormous diversity among women in Canada.

James Harding: I am Chief of the Halton Regional Police. I don't want to let the politicians off the hook because I believe that I don't work for politicians; politicians work for me. But when we make demands of our governments at various levels to secure organizational and structural changes in their organizations, we must acknowledge that the same applies to our own organizations.

I can acknowledge, as a Chief of Police, that we need to make some drastic administrative and operational changes to deliver the types of police services that you require. Many of our police services, including the RCMP, are doing that so that we can serve you better. But I put it to each and every one of you who represents an organization, that our organizations are not yet designed in a way to deliver the services we want to deliver. They are not yet resourced correctly. Your priorities need to be adjusted and your resource allocations need to be adjusted amongst yourselves.

If we go from here with the anticipation that the government will provide the funding and the will and the expertise that is needed, then we will have failed. There is much work that is being done now and much work that must continue. I put it to you that we need to look to our own organizations, their resourcing and their priority-setting processes, in order to continue to deliver the services in the way that we want. Let us not leave this to the government; let us leave it to us.

Stuart Auty: I am Chair of the "Safe School Task Force." From the standpoints of teachers and schools, we are talking about social change here. We are talking about changing the attitudes of the community to become an anti-violence group.

Teachers have felt for a long time that they — and our schools — have carried the burden for social change alone. For the last three days here I have heard about partnerships for crime prevention, that it is not just the responsibility of the police. Schools like to hear that.

If you provide and promote the kind of partnership idea that this conference has presented, you will have grassroots support from schools across this country. Teachers in schools

across this country consider violence to be a number one priority. We are talking about social change and I think that this conference is an example of that; the process started three years ago.

This conference is about making partnerships. We can also take a look at what is happening out there. This year, we had anti-violence slogans and campaigns as part of the Super Bowl. There are other examples. The drinking-and-driving campaign, for example, changed society's attitudes. Anti-smoking campaigns changed society's attitudes. The anti-violence campaign is well under way, and this conference is an example of how we are changing Canada's attitude to it.

We are not like the United States. We are putting in preventive strategies now. The Canadian school system is behind you.

Norm Brown: I represent the Attorney General of British Columbia. Ross Hastings's excellent summary of the workshops struck a responsive note among delegates from British Columbia, and perhaps from other provinces. It is clear that there need to be some steps taken fairly quickly.

We have a sophisticated network of crime prevention activities in British Columbia and I'm sure other provinces do as well. But there is no sense of national vision and no national support network for those activities. We need to take the next step now.

I recently attended a conference in Portland on community policing in the United States. At one point during the conference, they had to call in the National Guard to control the drug war in Portland. The message to Canada from the American delegates was, "We've missed the boat. Take your window of opportunity and do it now!"

Workshop Report — Violence

Three workshops focussed on the problem of violence and how issues related to violence in our society should be addressed. Although the three groups took different approaches to the problem, their reports reflected common concerns. Participants in the three workshops sometimes presented different strategies or priorities, and this synthesis represents an overview of the issues discussed and the strategies proposed. On some issues the workshop groups were hesitant to draw conclusions or make suggestions because their composition did not include members of specific ethno-cultural minority groups or representatives of other groups that are especially vulnerable to crime.

Realities and Barriers

The workshops discussed violence as a continuum. Society accepts certain acts of violence and not others. Participants noted that unbalanced power relationships are at the root of many acts of violence. The workshops defined violence broadly, to include attitudes such as racism, sexism and homophobia, actions such as suicide, and conditions such as poverty. Participants also discussed the media's role in desensitizing people to violence and in shaping perceptions of crime.

Violence was seen as pain imposed on another person, usually someone weaker. It reflects an attitude whereby one group believes it has the right to own another and do what they want with the members of that group. Participants suggested that some of the root causes of violence may be economic disparity, hopelessness and a lack of social values. They cautioned, however, that there is no one cure. Any national strategy to prevent crime must be flexible enough to adapt to the needs of each community. Crime prevention must be a national goal, not an add-on to another initiative.

The workshops listed a number of social problems related to crime, such as the desire for power and control, individuals' lack of self-worth and lack of appreciation of the value of others, hatred towards identifiable groups, poverty and greed, and substance abuse. Substance abuse was seen as a problem in cases of preventable automobile collisions that kill and injure people.

In addressing crime, we must acknowledge victims' perspectives and recognize that victimization in society extends beyond the individual who is injured or killed. We must also understand the costs of crime so that the importance of focussing on prevention is clear.

Participants called for efforts to focus on decreasing violence rather than on determining the exact extent of violence in our society. Where statistics are needed, data collected by agencies such as women's shelters should be included, because they reflect much unreported crime.

Violence against women and children

Workshop participants emphasized the need to address violence against women and children. They pointed out that such measures would have positive social effects. Violence in the home was considered to be a manifestation of the abuse of power and the attitude of ownership and entitlement. Participants mentioned the difficulty of crossing the public/private barrier that shields violence behind a curtain of the "sanctity of the home."

Vulnerable groups

Participants also called for a focus on members of other vulnerable groups, including ethno-cultural and visible minority groups, lesbians and gays, persons with disabilities and persons who are vulnerable because of their occupations, such as prostitutes. Barriers to preventing crime in the streets include prejudice, gang mentalities, a tolerance of harassment and a lack of attention to safety in community planning.

Violence in other contexts

Workshop participants also discussed the problem of violence in specific contexts, such as in the workplace, in care-giving institutions, and in schools. Violence in the workplace was seen as a particular problem for immigrant domestic workers and cleaners. Participants suggested that some of the causes of this violence are unequal power relationships and abusive attitudes.

Violence in institutions has a double impact, as the victim is harmed by the abuser and again by the institution if it fails to respond. The structure of institutions provides opportunities for abuse and makes people reluctant to report it. In some institutions, violence is considered an acceptable part of the internal culture.

Violence in schools can be caused by intolerance towards members of certain groups, thrill-seeking, vigilantism, greed and frustration.

Objectives for Community Safety

Workshop participants commented that society must not use violent, coercive means to prevent violent behaviour. They expressed a preference for pragmatic actions to address those causes of crime which we can hope to change. We must counter attitudes that glorify violence, starting with young people. Violence must be made socially unacceptable with campaigns that mirror the success of the campaigns against drinking and driving and against smoking. Young people must be given the clear message that violence is unacceptable regardless of motive. The message must be consistent. Workshop participants pointed out that adults will not convince young people that violence is not

tolerated if the youths' teachers resort to violence during strikes. The message received will be that violence is acceptable if the cause is just. A similarly negative message is conveyed when police misuse firearms.

Participants noted that it is not necessary to get the public concerned and ready to buy into crime prevention; the public is ahead of governments on this issue and demanding action. Stopping violence must be set as a national priority. This will necessitate a shift in societal attitudes about control, power and the relative worth of individuals. We need measurable objectives and a national debate to develop a common perspective on the changes that are needed to prevent violence.

In the community, women and members of other vulnerable groups must be involved in planning safer environments and setting up local meeting places where neighbours can come to recognize and know one another. Safety audits should be conducted and community policing must be restored.

National Council for Crime Prevention

Participants recognized that a national council for crime prevention could help governments put supportive laws into place. They stated that a council should not divert funds and resources from measures to promote equality. Such measures are key to preventing violence and keeping people from becoming victims. Participants pointed out that some groups, and women's groups in particular, are opposed to a "law-and-order" agenda and to the creation of new bureaucracies. Instead, existing groups and mechanisms should be funded. And efforts should be channelled into sharing information on what works and what measures are most effective in preventing crime. If treatment programs for violent offenders are expensive and not effective, for example, let us emphasize prevention instead.

Social service agencies must be invited to form partnerships with justice system institutions. Justice system initiatives could include sentencing reforms, education programs and pressure on police to respond quickly and seriously to situations of domestic violence and crime against prostitutes.

Sentencing

Some participants suggested that fixed sentences should specify precise terms for imprisonment and parole. Probationary terms of up to five or ten years should be used as a follow-up to make sure that offenders who need treatment receive it. Alternatives to imprisonment should be considered for offenders who are not considered dangerous. Concern was expressed about sentences for young offenders, which are felt to be too lenient. Participants also discussed the problem of very violent offenders who should not be released on parole. A particular concern focussed on very violent persons who are not

classified as dangerous offenders at the time of sentencing. And special measures should be introduced for offenders who have abused special powers; offenders who abuse professional positions of trust should be removed from their profession.

Training

Training programs can provide effective deterrents to crime. Participants cited the example of compulsory training programs on civil liability that are provided for innkeepers and tavern owners in some provinces and both territories. These programs have been successful in encouraging them to stop serving alcohol to intoxicated patrons. The programs demonstrated the improved profits they could realize by preventing excessive drinking, including improved food sales and a more positive environment.

Similar training programs could be used to point out to young offenders the consequences of their actions. Support programs can also be used to help their families. Parents can be taught peaceful, non-violent parenting practices to use instead of corporal punishment. Parents can also be encouraged to advocate against violence in children's sports activities.

Education for young boys could help prevent sexual violence. Programs could begin in elementary schools, where the violence often begins. With a focus on home and school, programs will reach children through the people closest to them. Programs are also needed to deal with male anger and physical aggression.

Weapons control

Participants called for arms legislation to prohibit possession of knives, which are considered to be the weapon of the street. Consideration should also be given to requiring the involvement of the spouse in the purchase of firearms. Fifty percent of women killed by their spouses are killed with legally owned guns.

Opportunities for Action

Workshop participants called for the federal government to follow up on the symposium and keep members informed. They discussed a number of elements that should be part of any national strategy to prevent crime.

National Strategy to Prevent Crime

A national strategy should help workers in the criminal justice system to support victims. The strategy should have clear goals and include evaluation measures. Accountability should be clearly set out. Other elements that participants suggested should be part of a national strategy are:

- ***Flexibility***

A national strategy should be flexible, so that it can be interpreted according to community needs. It should include local structures that receive adequate resources.

- ***Communication***

Communication among national partners will be critical to the success of a national strategy. A computer network linking provincial, local and national organizations would be helpful. Best practices should be shared among the partners. Communication with the wider community must also be part of the plan.

- ***Pluralism***

Canadians need to better understand and support the various cultures in our communities. Training in cross-cultural understanding should be a part of any crime prevention program.

Participants called for action now. They pointed out that the "perfect plan" will take too long to develop. We need to act on what we already know.

Power and responsibility

Ordinary people must be shown what they can do to prevent crime. Canadians must develop a sense of collective responsibility, rather than leaving crime prevention to the police and the criminal justice system. The environmental movement was said to be a model that encouraged people to shift their notions of responsibility away from large corporations to individual citizens. We must all help improve our social environment.

Promoting volunteer work was suggested as an effective means to get people involved in their communities and to help neighbours get to know one another. Such efforts can counter people's sense of powerlessness and frustration, two factors that enable crime to take root.

Values

Families must convey to children values that support society. Children must understand that there are limits to what behaviour will be tolerated and that their serious transgressions will not be overlooked. In the larger community we must create an environment in which violence is not socially acceptable. Education must promote peaceful means to deal with

conflict; we must teach people alternatives to coercive control. Each party in a conflict must have a voice. One strategy that has been used in schools is peer mediation for teachers and students.

Some participants expressed concern about using schools to impart values to children. Values should not be directed to community members from the top down. There was general agreement, though, on the need for schools to identify children at risk.

Because inequality is at the root of much crime and violence, sexism, racism and economic equality must be addressed. All institutions should be called upon to contribute to efforts to promote equality among social groups. With respect to economic opportunity, workshop participants spoke of "opportunity improvement." This would include measures to promote children's healthy development through short-term and long-term strategies.

Criminal justice system

Workshop participants did not accept the common view that the criminal justice system can solve the problem of crime. They were concerned that such a view could lead to a "law-and-order" mentality. To prevent crime will require a non-confrontational approach involving community and other agencies. Participants noted that it is important to involve other systems, besides the criminal justice system, in matters concerning youth and aboriginal justice. Reports on aboriginal justice in particular have noted that justice system involvement in some issues is unnecessary and unproductive. Participants noted the importance of community-based sentencing for young people and investments in their well-being to keep them from becoming young offenders.

- ***Federal role***

The workshops supported the direction of the Horner report and stressed the importance of following up quickly on the momentum generated by the report. The federal government could help partners focus on national goals and on a vision of the peaceful society that people seek. Although participants did not reach a consensus on the model of a federal coordinating mechanism, they agreed that it should forge links between departments while providing resources at the community level. Participants expressed the view that the Department of Justice should have a senior official, perhaps at the assistant deputy minister level, responsible for crime prevention.

- ***Victims' rights***

Participants stated that society should respect and protect victims' rights as well as offenders' rights. Victims should receive public assistance with

representation in court proceedings and public inquests. The workshops considered public inquiries to be effective means of identifying problems in the criminal justice system and proposing solutions.

- ***Criminal law and procedure***

Criminal law and procedure should be reviewed to see if it supports crime prevention goals. Court processes should respond to community needs. Conflict resolution may be simplified, for example, by delegating more jurisdiction to local, municipal courts. Participants suggested that conflicts should not be assessed as criminal if it is possible and reasonable to resolve them in other ways.

- ***Domestic violence courts***

Domestic violence courts are sensitive to victims and attach useful conditions to probation orders. These courts bring together specially trained judges, prosecutors, women's advocacy groups and others to resolve violent domestic situations in a manner that is not adversarial.

Research

Participants called for action-oriented research and evaluations of crime prevention programs and strategies. We need to know what works best so that we can allocate our scarce resources most effectively.

Participants cautioned that governments must go ahead and fund community organizations to take immediate action. We cannot wait for research results before beginning the work. There are some programs and strategies that are known to work well. We need to put similar measures into practice elsewhere in the country.

Whatever we do, we should focus on doing a better job of coordinating our work and sharing information so that we improve the system we have. We should aim, not for a larger system, but for a better system.

Workshop Report — Fear of Crime

Many groups in our society experience an intense and rational fear of crime in their daily lives. Workshop participants recognized that all citizens may feel some fear of crime, but for members of vulnerable groups the fear is more immediate. The extent to which one fears crime depends on whether one is a member of a vulnerable group and whether one lives in a city or a small town. For example, a survey has shown that, while almost two-thirds of women say that they fear walking alone at night, only 17 percent of men express the same fear. Something must be done to alleviate the fear.

It is important to distinguish between crime levels and levels of fear of crime. Although the phenomena are related, the fear of crime is not necessarily proportional to actual crime levels. People who live in high crime areas, for example, are not always the ones who most fear crime. It is, in fact, the people who live in safer communities who express a greater fear of crime.

Fear of crime has changed the way we live. While statistics show that the level of violent crime has not increased, the level of fear has grown. It has changed our neighbourhoods and brought citizens to demand that their communities strain their budgets to spend more on policing services.

The fear of crime relates more to how one sees reality than what that reality is, to, not only the extent of crime, but to one's sense of vulnerability and one's perception of the level of security in the community. Society therefore needs different solutions to the problem of crime and the problem of citizens' fear of crime.

Realities and Barriers

Workshop participants said that there is a real need to examine violence in our society. Why are people violent? Why do people commit crimes? Judges have noted that some young offenders make a deliberate choice to commit crimes of violence or to live off the proceeds of crime, and indeed see it as a valid way of life. Participants called for increased dialogue with young people about social values. When they go to court, young people must be made aware not only that they have broken the law, but that they have violated society's fundamental values.

Judges state that they have few alternatives to choose from. Many people criticize the use of jail terms to curb crime, while others call for longer sentences. Workshop participants doubted that incarceration helps to reduce violence and the fear of violence.

What has caused members of society to live in fear of crime? Have the media had an influence? Does the reporting of violent crimes tend to increase fear? Research has shown

that media reports of violent incidents in a neighbourhood increase community members' insecurity. Violent incidents reported elsewhere actually reduce the fear of people who are not affected. Participants agreed, however, that media treatment of crime is only one of many factors influencing fear levels.

While some people live with a chronic fear of crime, individuals' and groups' fears tend to vary with events. One community, for example, may be fearful of bicycle thefts after a string of such events, rather than break-and-enter burglaries. Another community may be more affected by and aware of family violence. Both public and private violence can engender fear.

Objectives for Community Safety

Workshop participants insisted on the importance of developing strategies and using resources to specifically address the fear of crime. We cannot rely on strategies to reduce crime to reduce fear in society.

Focus on community action

Participants stated that communities in Canada are defined by more than where people live. A sense of community relates to a shared experience among people. To reduce the fear of crime it is important to recognize that people feel a sense of community with others of the same sex or age, with those who share membership in one's ethno-cultural group, and with others who consider themselves vulnerable to crime.

The police, governments and individuals must work together to increase public confidence. But we must not raise expectations unduly. With limited resources we must be clear about the extent to which we can increase community safety and prevent crime. And we must give the power to individuals and communities to decide on specific actions.

Communities must be involved in developing strategies to reduce the fear of crime; community members know what actions can help to make them feel safer. All community actions will help reduce fear nationally. Community members need to be shown they have the power to make changes. Ultimately, leadership on this issue should rest with the communities themselves.

Community members can take direct action to improve residents' feelings of security. They can improve the appearance of their neighbourhoods, for example, by removing graffiti, repairing public benches and caring for parks. Run-down public spaces can give people the impression that criminal activity has taken place and that the community is a dangerous place in which to live.

Police action

While working to reduce crime, police services must explain their role in order to reassure community members that they are being protected. They should also correct erroneous impressions and respond to victims' complaints. This communication is more than public relations and cannot be achieved by simply publishing brochures. Effective communication demands personal contacts between police and members of the community.

Police can reduce the fear of crime and increase their visibility in the community. They can emphasize foot patrols over car patrols to be closer to the population. Foot patrols can also help police to spot criminals, to react quickly to problems and to be more effective generally.

Workshop participants pointed out that involvement and action by police unions is crucial to the success of any strategy to reduce fear of crime.

Educating young people

It is healthy for children — and for all — to be aware of potential dangers. With that awareness people can defend themselves and take appropriate precautions. To be afraid, in contrast, leads only to paralysis and a negative feeling of powerlessness. Participants stated that parents should not raise their children with a paranoic fear of crime. Instead, children should be able to feel secure and protected and should be taught to avoid dangerous situations.

Federal strategy

Workshop participants called on the federal government to act quickly to implement the recommendations of the Horner report. It should work with its partners to elaborate a vision of how we should be channelling our efforts. This would help to enhance its credibility.

The federal government should support community-level initiatives. To do this it must redefine its priorities and reassess how it spends public funds. It should also take on the tasks of distributing information and training people.

Opportunities for Action

Workshop participants considered the Horner report at length and, while supporting its recommendations, commented on its lack of attention to the reality of Canadians' fear of crime and the consequent absence of suggestions for action on this problem. Participants

emphasized that the phenomenon of fear of crime must be recognized and must be accorded a distinct strategy in crime prevention efforts.

Participants realized that the recommendations in the Horner report cannot be amended after the fact. They did, however, have suggestions for a preamble that could include the following considerations and proposition:

Given that the fear of crime

- contributes to the isolation and alienation of individuals and their sense of powerlessness;
- affects more people than the victims of crime, can be as harmful as crime itself, and is present in society in a greater proportion than the level of criminal activity;
- affects vulnerable groups, such as women, seniors, children, persons with disabilities and members of visible minority groups, more than other groups;
- is not felt everywhere or by all people in the same way — some sectors are more prone to fear than others;
- changes the way people act by forcing them to abandon public places such as streets and parks;
- reduces citizens' faith in their institutions, breaks down communities, isolates individuals and places a stigma on members of certain groups; and
- must be recognized as a specific problem requiring unique solutions

therefore Canadians must develop a crime prevention strategy that addresses the fear of crime and that includes measures to eliminate it.

Possible federal action

Workshop participants outlined three areas in which the federal government can provide leadership.

Research

There is no consensus on a definition of the fear of crime: It is a subjective reaction by individuals. Research should analyze the fear of crime in other societies to find out if some are less fearful than ours. If so, we need to find out how these societies have reduced the fear. Participants noted the example of Amsterdam, where the media do not cover stories of criminal activity. What can we learn from others' abilities to reduce fear in the face of crime? How can their experiences inform our national crime prevention strategy?

Education and Training

All community members — children, women, men, police, politicians — must learn about the real extent of crime and how individuals can act to protect themselves without feeling powerless.

Cooperation

All levels of government must work together. The federal government can facilitate this process.

Workshop Report — Vulnerable Groups

Two workshops focussed on issues affecting groups that are most vulnerable to crime in Canada. The discussions presented complementary views of the issues. Together, they provide a framework for analyzing vulnerability and for addressing the problems faced by members of vulnerable groups.

Realities and Barriers

People who are members of vulnerable groups in Canadian society are particularly at risk of being assaulted or otherwise victimized by crime. There is a difference, however, between the perceptions that members of these groups may have about their safety or vulnerability and their actual risk of victimization. For example, statistics demonstrate that young males are most at risk of being victimized. This is partly because of their lifestyle, which may involve being out late at night. Despite this, young men do not tend to consider themselves vulnerable. In contrast, seniors, who tend to stay home more, especially at night, may actually be less at risk, though they consider themselves to be very vulnerable to crime.

Vulnerability to crime may be related to the tendency to become involved in criminal activity. Young, urban, poor, black men have been described as most at risk. Disadvantaged individuals may lack the social and economic alternatives and role models that could lead them into more positive lifestyles. Social development is very much part of the solution to victimization and crime prevention.

Workshop participants identified the following groups as being especially vulnerable to crime:

- seniors, especially women
- immigrants
- refugees
- gays and lesbians
- members of visible minority groups
- children
- persons with disabilities

Participants called for improved community planning to protect members of vulnerable groups. They noted that transit systems, parks, parking garages and outdoor lighting systems, among other things, are not designed with the safety of women and others in mind. A particular problem exists in poorly planned public housing complexes. These groups of "stacked" units house many single mothers and their children, yet they have no security and poor lighting, their street designs often lend themselves to use as drag strips, and they lack

recreation facilities. All of these factors can invite crime and leave disadvantaged children and young people with fewer alternatives to a criminal way of life.

Community responses

Community policing is an answer to protecting members of vulnerable groups in their communities, but it must be defined according to individual community needs. Police services must become more representative of society and may need to consider other internal structures instead of the paramilitary structure they now have.

Police protection for women assaulted in their homes and for gays and lesbians must be improved. Gays and lesbians are at risk from hate groups. Workshop participants indicated that work must be done with young people, community groups and parents to counter the influence of these groups. Similarly, the police must work more closely with members of ethno-cultural minority groups and other vulnerable groups to improve cross-cultural understanding and eliminate racism. Police harassment against members of the Black community and other groups must be stopped.

Participants emphasized the need for community-level solutions. This can be very important for members of ethno-cultural minority groups. The example was presented of a man, charged with assault, who uses "culture" as his defence. While the justice system might accept his defence, members of his ethno-cultural community may not condone the behaviour. With this moral suasion, his behaviour, and that of others, may be changed.

Barriers

Members of vulnerable groups tend to lack access to the services, information and community support that could enhance their sense of security. Seniors and persons with disabilities, for example, face physical barriers that can make them fearful of participating in some activities or of going to some places. Other barriers to members of vulnerable groups can include low literacy skills, poverty, a lack of knowledge of English or French, and a lack of power. The lack of power is a problem for children in particular and it keeps them from being able to express their needs and wishes.

Poverty has been shown to be a double disadvantage for women, even in their own homes. Statistics show that a woman's risk of being abused is four times greater if her income is below $20,000 annually than it is if her income is greater. Money also gives a woman access to better information and help. Legal advice and information can be costly; those without sufficient money may have to seek help from overworked volunteers and workers in community groups or legal aid offices. The information received from sources other than lawyers may be inadequate to protect the individual's interests.

Solutions to assist members of vulnerable groups must deal with their short-term needs and with long-term social improvements. Social development and a policy of inclusion must be part of any strategy to address their needs. Each group must be able to determine its own needs and then be able to integrate these measures into an overall strategy.

Objectives for Community Safety

Improvements to the systems that support community-level change are essential to protect members of vulnerable groups. Groups seeking help from governments waste much time and energy trying to meet the systems' demands. Different governments and programs have different terms, objectives and requirements. Having to work with more than one level of government slows down the progress that groups can make. And turf wars between governments lead to communication breakdown and problems in the funding process.

Governments can work together effectively. The National Strategy for Persons with Disabilities, for example, was put into place because there was a political will to effect change. Public servants and governments must encourage partnerships. But we must not create new bureaucracies. We need to set priorities and focus on conceptual and pragmatic approaches to change.

Workshop participants pointed out that the adversarial nature of the justice system makes women more vulnerable when they are victimized. Some women do not lay charges because of their perception of the system. The system must be more sensitive to the concerns of women and members of ethno-cultural minority groups.

Although there is no money for expensive solutions, we must work at the community level to address the root causes of crime. Police and the justice system must work in partnership with communities. Some partners, such as schools and municipalities, are often approached to help define and operate community solutions. The private sector and unions have a responsibility to help as well. They also have more money and resources that would be helpful in program and policy development.

Social development is a key to reducing crime. Property crime is often the outcome of financial despair. For some people without money, theft seems rational. Young people without money may be blocked from taking part in some recreational activities that could give them positive alternatives to crime.

Role models and values

Young people need role models of positive behaviour. One workshop participant expressed concern about a comment made in the plenary session to the effect that men are the root of the problem. The participant wondered what message that kind of sentiment sent to young boys. The individual feared that labelling boys as "brutes" might become a self-fulfilling prophecy. The participant remarked, "You do unto the psyche; it does unto you."

The concerns of members of ethno-cultural and visible minority groups must be addressed in services for victims. People working in rape crisis centres and shelters must be culturally aware and able to deal sensitively with people who need their services. Members of minority groups must be integrated into the mainstream with employment equity measures. In addition to other benefits, integration would provide positive role models for youth. Members of the public must be educated about employment equity. Hiring must be based on ability and must be seen as such and not as a favour to any groups.

We must look critically at how we teach values to children in our diverse society. The role of religion must not be overlooked. Many religions offer courses on parenting; some have included the problem of violence against women in premarital counselling. These measures include efforts to change the attitudes held by leaders and members of the religious institutions, so that women who turn to their spiritual leaders for help are not just reminded of their "for better or worse" marriage vows.

Workshop participants noted the absence of children at the conference and pointed out that aboriginal communities include children as active participants in traditional ceremonies to help them develop an early interest in spiritual traditions. Participants mentioned the British Columbia "Virtues Project," which teaches universal values, such as assertiveness and peacefulness, to aboriginal children.

Education

Participants suggested that Canada should follow the example of Scandinavia and use the educational system to promote non-violence. We need media literacy programs for children and we must educate parents on the effects of media violence on their children. Other educational measures include increasing the confidence of members of vulnerable groups and educating justice system personnel on the situations that these individuals face.

In addition to taking measures to assist victims, society must focus on changing the attitudes and behaviour of criminals. But participants acknowledged the difficulty of deciding which measures should be taken first. We must continue to support women's shelters, for example, while working on long-term goals.

Participants expressed some concern over the use of the term "zero tolerance." They noted that in its first use, in New York State's drug policy, the concept was found to be misleading, to set up unrealistic objectives and to have punitive overtones. Workshop participants did, however, support zero-tolerance programs, such as the Ottawa Public School Board's policy of punishing violent behaviour against girls in the playground.

Opportunities for Action

People do not live their lives according to federal, provincial and municipal jurisdictions. The challenge is to develop integrated strategies that cut across jurisdictional lines. For example, a full range of services could be designed around schools, including meals, remedial support and education of young offenders. And governments, the federal government in particular, should be flexible in administering funding programs so that good projects are not rejected just because they do not meet the strict funding criteria.

With support for the Horner report, workshop participants expressed the view that the time is right for change. They called for meaningful consultation of all vulnerable groups, for the use of ethnographic research and for a structured plan to bring about change in communities.

Workshop participants suggested the following measures to promote the safety of members of vulnerable groups in the community:

Educate justice system personnel

Judges must be sensitized to the values and concerns of members of ethno-cultural and aboriginal communities. The training must be compulsory and continue after the individual accedes to the bench. Other justice system personnel should also be trained, including prosecutors, defence lawyers and the police.

Educate parents

Parenting programs are needed, beginning before the child's birth. A parents' help line could direct them to services and support networks. Public information on the effects of corporal punishment must be available.

Make people comfortable with the justice system

Participants called for continued and expanded efforts to increase the comfort of victims and members of vulnerable groups who come into contact with the justice system. Non-adversarial alternatives, such as the use of civil proceedings for incest and sexual abuse cases, should be explored.

Make safety a planning priority

Municipalities are taking the positive step of adopting safety as a planning priority. Cities need to share information on successful approaches. Safety must also be a part of university and college curricula on planning and urban design.

Set up community advisory committees on safety

Community round tables should be set up to advise municipal safety councils. They should include representatives of the municipal government, boards of education, police, service agencies, young people, provincial ministries of education and housing, and the federal government.

Expand employment equity measures

All provinces should bring in employment equity legislation, for the private sector as well as for public agencies. All municipalities must enact equity measures.

Make legal information accessible

Members of vulnerable groups should be able to get legal information from storefront centres that can respond to their linguistic and cultural needs. Legal information, on basic rights and labour laws must be made available to immigrant women, along with language training. Mainstream organizations and ethno-cultural organizations must receive the necessary funding to make information available.

Workshop participants stated that community design of crime prevention programs is the key to forging successful partnerships and achieving goals. And partnerships are essential for effective programming. For example, education on parenting and conflict resolution will need partnerships between communities and the education and justice systems. People need opportunities to talk about their concerns and to develop solutions that will work for them. We must learn how to explore others' points of view through dialogue instead of conflict.

Involving community members in efforts to prevent crime and protect members of vulnerable groups can have positive residual effects. Young people, for example, can recruit mentors to talk to them about crime and racism. These mentors can become valuable role models for youth. Involving community members as interpreters can also help get people involved in their communities.

Workshop participants called for a working group to be set up to share information on best practices in crime prevention. We must have consultation to develop a national plan of action on crime prevention that centres on communities.

Workshop Report — Balancing the Scales

In three workshops, participants agreed that we must balance not only the scales of justice, but also the scales of power. Changes to our approaches to crime prevention and our justice systems must lead to greater equality among groups in society. We must be careful in placing limits on fundamental freedoms to protect the public and victims while we safeguard the rights of offenders. Crime prevention and the protection of society must be seen as complementary measures. Through consensus, we must find solutions that do not favour one position over another or give power to one group over another.

Realities and Barriers

Our society tends to be ambivalent about the balance between prevention and protection. While we want to be compassionate in response to the expressed needs of individuals and groups, we sometimes develop "knee-jerk," reactionary responses when confronted with opposition or strongly voiced social demands.

Statistics demonstrate that we have not reduced the incidence of crime in Canada by convicting more people. It has been said that, if putting people in jail were the answer, the United States would be the safest country in the world.

By putting undue emphasis on legalistic or "law-and-order" solutions to crime, without adequately addressing its root causes, we can further marginalize some groups in our society. And workshop participants pointed out that marginalized people can become trapped in cycles of powerlessness and victimization. We must be sympathetic to issues of powerlessness and victimization, but we also need to educate people about the rule of law. Some groups may need long-term support to overcome barriers and develop positive lifestyles, so we need both short-term and long-term solutions. For now, we must get tough with those who have developed criminal tendencies; we cannot just wait for things to get better. Participants indicated that Canada may need a "Charter of Responsibilities."

Some participants see the fundamental issue of balance as that between the rights of victims and the rights of offenders. Others see the main issue as that of the offender versus society. The whole community, not just the individual victim, suffers when a person is violated: everyone is put at risk.

In the criminal justice system, we must recognize the importance of the rule of law and the role of professionals. For example, judges must be impartial even while they are concerned with public safety. The legal system seeks to balance the rights of accusers and the accused and thus remains imperfect. The rules of evidence may sometimes compel judges to let the guilty go free. While workshop participants recognized that victims are not likely to be

pleased with an acquittal, one participant remarked, "Where would I hide if we changed all the laws to prosecute the devil?"

Participants discussed the problems faced by aboriginal people in Canadian society today and suggested that we must look to the country's history of colonization to put the problems in perspective and find appropriate solutions. One aboriginal approach to striking a balance between the rights of the offender and the rights of society is the "healing circle." Community members sit in a circle around the victim and the offender so that all can help to restore community harmony by dealing with the problem in a holistic way.

Participants also discussed the distrust in our society among community members, politicians, the media and major institutions.

Objectives for Community Safety

Workshop participants tried to assess the limits of what the legal system can be expected to address.

Canadians must look at the whole spectrum of crime prevention issues and identify the widest range of possible solutions. How can we be most effective in reducing crime rates? We often look at band-aid solutions instead of longer term programs to address complex problems such as racism, drug abuse, family violence and child sexual abuse. These crimes are symptoms of deeper problems in society. We need to take a broad perspective on these problems, looking at root causes and why some people are vulnerable. It is not enough to look at individual offences and individual offenders.

Workshop participants discussed key issues relating to the rights of offenders and victims and the role of the criminal justice system:

Offenders' Rights

What are our limits in restricting the behaviour of persons considered to be dangerous offenders? Is prevention, in these instances, sliding into repression? We have to recognize limits on court solutions and look to other institutions to help prevent recidivism.

We need further research on how the process of identifying offenders released into the community affects their ability to reintegrate into society or the likelihood that they will offend again. What are the Charter implications?

Some have suggested establishing a child abuse registry. Many occupations require criminal-record checks or a process of being bonded. Should people

have to prove that they are not paedophiles to be hired? How effective could such an approach be? Some paedophiles do not get caught. If an individual is cleared by the registry, an organization may have a false sense of security in hiring the person. Although not a panacea, a registry may be part of a solution.

Victims' Rights

Participants indicated that we need resources to help people get information from the courts and to follow up on public complaints. The court system is intimidating, particularly for people who are tired, wounded, or grieving. There are examples of victims not being told when charges are dropped, and families not being given information about cases related to the death of their child.

Criminal Justice System

Criminal justice personnel must be educated to deal sensitively with victims. Nonetheless, while support to victims is crucial, we must uphold the concept of "innocent until proven guilty." The public must understand the limits of authority and appreciate what professionals can and cannot do within the system.

Opportunities for Action

Workshop participants suggested action in a number of areas, as follows:

Make the criminal justice system user-friendly

Improve access to justice through public legal education that can demystify the legal system, as has been done in the medical field. National and local measures help people take more responsibility for their experiences with the system. Some measures could include court tours and discussions on the role of the judiciary for young people, civics courses in schools, and an expansion of the use of the Canadian Bar Association's annual Law Day.

Use public legal education to increase equality before the law for aboriginal people and new immigrants. Don't penalize people unduly for misunderstanding or being inexperienced about the workings of the criminal justice system. Expand court interpreter programs and let people know about them. Use advocates outside the system, such as ombudsmen, to help groups understand and work with the system.

Increase the use of diversion programs, home arrest, and community work instead of fines, for young people and adults. The goal is to discourage people's unacceptable behaviour without stigma and without alienating them from the rest of society.

Use affirmative action to enable all groups to feel a sense of ownership of the system through fair representation and participation. Sensitize professionals, including police, judges, court workers, lawyers and correctional personnel.

Involve communities in crime prevention

Target the limited funding available so that communities can organize and coordinate their work. Involve interested individuals and practitioners across each region in periodic round-table discussions to share ideas and coordinate activities. The community — and ordinary Canadians — must have a voice in decision-making on crime prevention. We must balance the rights of offenders with the rights of communities. Community priorities change over time as communities evolve, so we need mechanisms to listen to people about their current concerns and work with them to find solutions.

Set community standards for "zero tolerance" of racism, sexism, violence, property damage, and disrespect for police and other authorities.

Break the cycle of violence in families by looking at its root causes and by using the supports available. Look to aboriginal communities for ideas and philosophies to help heal communities.

Share ideas

Workshop participants did not agree on whether there should be a national council on crime prevention. Some were concerned that this might divert limited resources into another layer of bureaucracy far from the community without helping to improve cooperation. Participants did, however, call for further consultation and discussion on how information and "best practices" can be shared between communities and regions.

Reduce negative role models

Young people learn values. from many sources, including the media and school, through role models in organized sports and other activities, and through friends and the family. We must reduce young people's exposure to models of negative behaviour in the media's depiction of violence,

pornography and other exploitative material. Young people must be offered better models of coping with problems and respecting and interacting with one another.

Communities can advocate for improved role models in a number of ways: they can set strict standards against violence in hockey and other contact sports; businesses and individuals can limit their endorsement and sponsorship of groups, organizations and products to those that demonstrate their commitment to reducing violence; and consumer groups can use their buying power to pressure corporations to react responsibly if their products are linked to the promotion or glorification of violence.

Restrain dangerous offenders

Workshop participants called for further study and action on strategies to keep dangerous offenders from offending again.

Reform crime and punishment

As part of our efforts to balance the scales, we must reexamine what behaviours we choose to consider criminal, how we use the police, and how we impose sanctions. Society may have mixed motivations for wanting to curb prostitution and the use of drugs, for example. We should be clear on whether actions are criminalized because of moral perspectives, concerns about disorder and nuisance, economic repercussions, or as means of social control. With this knowledge we can decide whether our crime prevention and enforcement efforts should focus on these activities or on others that may have more serious or negative effects on society.

Workshop participants expressed concern over criminal sanctions against aboriginal people for hunting and fishing in prohibited areas or out of season. The criminal justice system must do a better job of recognizing aboriginal peoples' heritage, culture and lifestyle.

Workshop Report — Building Communities

Two workshops looked at the question of how Canadians can build safer communities. Participants defined "community" broadly to recognize that Canadians consider themselves as members of their neighbourhoods and municipalities and as people who share ethno-cultural origins with other Canadians. Canada has many communities within communities. It is important to draw on the strength and unique character of each in our efforts to build safer communities.

Realities and Barriers

Workshop participants discussed what factors make a community safe and healthy. A key indicator of a healthy community was said to be involvement by community members. As members of a community become more involved with each other and address their common concerns, people develop greater feelings of self-esteem, pride and security. They come to have a sense of ownership and responsibility for helping to prevent crime. Community members need to have a sense of belonging so that they can create the order and organization that can help reduce crime.

In contrast, unhealthy communities are marked by isolation. People do not trust one another and are therefore unwilling to work together to deal with their common problems. One participant noted that we need to change our idea of success so that it does not mean that we have "bigger and bigger fences."

Unhealthy communities also lack the resources they need to prevent crime and lack information about models of what makes a community successful and safe. Often, this is a problem that requires information, coordination and leadership. Many services and groups must be involved in community crime prevention efforts, including the schools, the police and governments.

Objectives for Community Safety

Each Canadian community is unique, so crime prevention policies should not assume uniformity. Workshop participants emphasized that community members are the ones who know what their community needs to make it safe and healthy. Any national crime prevention effort must recognize the expertise of community members and give them the resources and help they need to effect change.

Government role

Participants saw a need for a federal role in letting people know about models, such as police services working with citizens' advisory councils, and programs, such as the "healthy

communities" movement, that have helped to build safer communities. This might be accomplished through a national clearinghouse or inventory. While it might be appropriate for government to distribute this information, participants did not agree on a coordinating role for government in crime prevention. Some participants expressed a concern that any "umbrella" group might turn out to be just another level of bureaucracy that could take funds away from communities. Others indicated that we must assume this risk because the information and funding has to be coordinated centrally. All agreed that any national organization must be developed from the bottom up.

Some participants saw a federal role in promoting a national campaign for community involvement and crime prevention, with a marketing strategy to make sure that it reached its intended audience. Others expressed doubts about governments' ability to work in partnership to achieve this goal.

Governments can be involved in developing educational campaigns to change attitudes and bring social pressures against criminal behaviour, similar to the campaigns against smoking and against drinking and driving. The objective would be to make offenders take responsibility for their actions in the community. Other options to increase offenders' sense of responsibility for their actions could include forcing them to make reparation and perform community service work.

Participants expressed a concern that government funding tends to go to the people and organizations that are most adept in preparing proposals. This system does not ensure that resources go to those who are most in need.

Actions and policies

Participants discussed how Canadians can build safer communities through actions and policies that focus on community needs. They outlined goals in six areas and looked at means to achieve the goals and overcome any obstacles.

Community Involvement

The goal of getting citizens involved is to enable community members to make their own decisions and take responsibility for managing community resources. Each community member must understand that he or she has a role to play. The obstacles that prevent some groups and individuals from feeling that they are full members of the community must be recognized and overcome. For example, information must be made accessible. For recent immigrants whose first language is not English or French, and for people with low literacy skills, plain and simple language can be a bridge to understanding and involvement.

Cooperative Leadership

If communities are to take more responsibility for their own resources and programs, they will need leaders who are committed, responsible and accountable. Although workshop participants found it difficult to prescribe specific steps to achieve this goal, they indicated that greater involvement among citizens, and an awareness of successful models and solutions used in other communities, would help people feel that they have a stake in their community's safety. This, in turn, would lead to better and more cooperative leadership.

Education and Training

Education and training programs must respond to community needs. We must identify and support children who are at risk and aim for a 100 percent high school graduation rate. Participants suggested that local businesses should take a more active interest in training programs that would prepare community members for employment. They could, for example, create partnerships with school boards for apprenticeship programs. Provincial and federal governments might be able to encourage these measures through tax breaks.

Employment

Participants agreed that communities need to set a goal of total employment. This was seen as the single most important factor in building healthy and safe communities. Where unemployment is high, social morale and involvement will be low. People will feel a lesser sense of ownership and responsibility for their community. This can mean that crime is a tempting option for some, especially young people, and that the opportunity for crime will be great.

Vulnerable groups must have greater employment opportunities. The community must manage these efforts, through local economic development, by fostering small business, or by using job-creation funds.

Participants also saw improved social support systems, such as a national child care program, as important factors in increasing employment opportunities for vulnerable groups.

Resources — Help for People Who Need It

Members of high-risk groups, such as victims and families in need, must receive the resources they need to help themselves. Participants agreed that local agencies and initiatives should receive funding for resources and services and that communities need information about programs and models that work.

Quality of Life

Communities must develop civic pride and a strong sense of identity while recognizing the greater vulnerability of members of some groups. Activities in recreational facilities can present opportunities for community building and can serve as a positive outlet for individuals and groups. We need to build on success stories, such as the National Neighbourhood Party, which can help to promote involvement and pride in communities across the country.

To improve the quality of life in our communities we need to improve physical safety through environmental planning and "target-hardening." To do this, local police services, all levels of government, and groups concerned with housing, such as the Canada Mortgage and Housing Corporation, must cooperate at the community level.

Opportunities for Action

Participants said that a national crime prevention strategy must not take attention and resources away from the communities. If an umbrella organization is needed, to distribute funding and information on efforts such as the National Neighbourhood Party, it should be created from the bottom up.

Workshop participants set out the following suggestions for government action:

- ***Fund local groups***

  The federal government should help communities act in their best interest to prevent crime. The government role should be to fund local groups and allow them to direct the funding to areas where it will be most effective.

- ***Inform communities***

  The federal government should help inform communities about programs and developments in crime prevention, through a national clearinghouse or an existing mechanism.

- ***Change attitudes***

  Government should spread the message that violence and other criminal conduct are unacceptable in Canadian communities.

- ***Support community services***

Government should not reduce funding for community operations such as shelters for battered women, and recreational activities.

- ***Make public spaces safer***

Government and the police should help communities to make housing developments and other public environments safer.

Workshop Report — Partnerships

Three workshops discussed how organizations could work in partnerships to prevent crime. Together, the three discussions provide a comprehensive overview of the challenges and opportunities that new partnerships represent.

Participants cautioned against developing crime prevention strategies that go against such fundamental principles of the *Charter of Rights and Freedoms* as reasonable doubt and the presumption of innocence. The importance of the rule of law must be integral to any crime prevention strategy.

Realities and Barriers

A number of factors can present barriers to building effective partnerships to prevent crime. Workshop participants said that organizations must be willing to go outside traditional concepts of territoriality to focus on the goal that they share with others.

Territoriality

Territoriality relates to the concept of "turf," wherein organizations jealously guard their area of expertise or their link to particular communities. It also relates to organizations' inability to see that they have a role to play outside their boxes: some may believe, for example, that their work has no direct link to crime prevention.

Funding considerations may lead organizations to protect their turf. If organizations' budgets are targeted to certain areas or activities, they may be unwilling or unable to share resources with other agencies. This problem may stem from government funding criteria: if an organization gives up its turf — the special interest or group focus that entitles it to funding — it may lose the funding.

Bureaucracies, too, may be resistant to forming partnerships, preferring instead to take on responsibilities themselves. This approach leads inevitably to empire-building and fragmented efforts.

Share resources

To effect change at the community level, there is a need to share, reallocate and maximize our resources. Some participants called for a moratorium on prison building, citing an Ontario statistic that 30 to 40 percent of jail admissions are for non-payment of fines.

Partnerships do not have to be equal, but each partner must know the others' expectations. All groups can be made to feel that they are welcome partners if we share our resources.

Strategic alliances

Groups and organizations working in partnership can have a sense of unity if they focus on their common interests and goals. These strategic alliances will bring new ideas and approaches to crime prevention strategies and policies.

We need to go beyond the public's perception that only the police can work effectively to prevent crime. The criminal justice system is just one of many possible partners. Young people should be involved, for example, and governments should invite groups such as the Royal Canadian Legion, the Lions' Club and the Civitans to be a part of the effort.

Participants noted that some institutions may want credit for their actions so that they can bolster their applications for funding. This goes against the very notion of partnerships and can militate against finding a consensus for action. It can also lead to pressure to find a "quick fix" to crime, such as changes to the law, or the building of a new prison.

Organizations must be open to new ideas if they are to be effective partners. Workshop participants pointed to the example of Quebec's "Table ronde," which brought together 41 representatives of the police, police unions, and social service, economic, education, and other organizations, to develop an approach to crime prevention. All participants became sensitized to the issues and the group was able to reach a consensus for action.

Power

Partnerships include the notion of power. Workshop participants pointed out that some groups, such as government organizations, have more power than others. To give all members of a partnership a sense that they can voice their frustrations and concerns before more powerful partners, it is important to share decision making and roles such as the chairing of meetings.

Partners should decentralize their decision-making authority to workers in the community. Some organizations keep authority at the centre because people fear losing power. They may be uncomfortable hearing that their subordinates are doing a good job in making decisions on their own.

Governments must find ways to fund work at the community level. Barriers to community groups include governments' annual budget cycles and their requirements for detailed proposals.

Focus on the community

Crime prevention should be viewed as community building and the focus should be on the community level. Workshop participants said that the aboriginal Tribal Justice Councils' holistic approaches are successful models for crime prevention. These councils enable people to know one another and work together to prevent crime in their communities. All institutions, including housing authorities and recreational organizations, are involved.

Local autonomy is essential for effective crime prevention. Communities must receive the money they need to work to prevent crime, and members of the community must have responsibility for keeping it safe.

The Federation of Canadian Municipalities, along with municipal crime prevention councils, may be able to help coordinate efforts and prevent duplication. Governments can also help by coordinating the work of their different ministries and by maintaining communication among the partners.

A federal role

Participants agreed that national policies and networks are needed so that partners can share information and "best practices." The federal government can provide leadership in the form of a strategic vision of how crime prevention goals can be achieved and how partners can contribute.

Participants suggested that some sort of coordinating body is needed to share information. A national clearinghouse, for example, could provide an electronic mail service to make available statistical information, resource lists, descriptions of best practices and technical advice.

Objectives for Community Safety

Workshop participants outlined structures and strategies for a national crime prevention effort involving governments at all levels, local and national organizations and the criminal justice system. They called for new approaches and for innovative leadership and vision. A holistic national strategy should be driven at the local level.

New leadership

There is no one best way to prevent crime, so partners should acknowledge their differences and take on the challenge of coordinating their approaches. To legitimize the partnerships, organizations and people must be able to opt out. The partnerships must be a positive force

for members. Organizations involved in partnerships must be flexible, realistic and inclusive. Belonging to the partnership must be seen as a function of the organization. A good partnership model is the community of organizations representing women. These lateral networks involve organizations taking on lead roles instead of naming a lead organization to assert authority from the top. Participants were concerned that top-down leadership would stifle initiative and creative responses.

Leadership is a key to changing organizational structures. A commitment to the partnership from the leaders of organizations will enable workers to work as members of an inter-organizational team. True leadership involves creating an environment for action and then getting out of the way. Ultimately, leadership must devolve to the front line.

Vision

Leaders are responsible for creating and communicating a vision. To prevent crime, we will need leadership from politicians, school boards, police, business, youth groups, women's groups, ethno-cultural and visible minority groups and others. Open forums and community liaison committees can inform members of the public and enable them to contribute to the process. The leaders must take all the information and viewpoints, outline the "big picture" and set out the partners' responsibilities.

Federal policy

Participants said that the federal government must set up a social policy on crime prevention. Crime prevention is a social and environmental issue that affects Canadians' quality of life. It is not just a justice issue. Community safety is the goal and crime prevention is one means to achieve it.

To identify and reach a consensus on the issues it may be useful to hold ad hoc, issue-specific round tables. Partners need to agree on a common language and must have a common understanding of their roles.

At the national level there must be a will to create and a climate to support partnerships. We need to coordinate the valuable work that is already being done. Communities' concerns — such as parenting, family violence and drug abuse by young people — must be taken seriously and acted upon. Communities will be more willing to mobilize around their priority issues.

National coordination

Another essential national role is that of coordination and information-sharing. Power and resources must also be shared, and "reflective" evaluations will be needed to guide communities and organizations in deciding how their programs should develop. With decreasing funding and increasing responsibility at the local level, communities need the best possible advice on new ways to meet their goals.

Workshop participants noted that a number of provinces have created their own "Premier's Council." Participants suggested that these councils should form partnerships with the support of the federal government. The corporate sector should also be included and could help to create a national resource centre.

Opportunities for Action

Some workshop participants questioned whether Canada needs a new structure to coordinate crime prevention efforts. They suggested that we examine those we have to see if one could fulfil the coordinating and information-sharing role. However, participants supported the recommendations of the Horner report and discussed what would be required of a national coordinating mechanism.

Strategic plan

The federal and provincial governments should develop a national strategic plan with short-, medium-and long-term goals for all partners in crime prevention. A Council of Ministers could be set up to ensure that crime prevention is made part of the mandate of each government ministry and agency. The Secretariat for the Council could be located anywhere; however, crime prevention must be seen as broader than justice issues alone.

Participants suggested establishing a working group to consult broadly with the public and community groups and to develop a national strategy in the next six to twelve months.

Horner report

Workshop participants supported the Horner report's recommendations on forming a council and on the sources of funding for crime prevention. The workshops suggested that many sectors should be included along with the provinces and territories. These would include housing, labour, arts and leisure, youth, recreation, sport, social services, environmental groups, Parks Canada, the police, aboriginal organizations and vulnerable groups. All who are familiar with the issues and already active in crime prevention should be partners in the effort.

National Crime Prevention Council

Participants said that a National Crime Prevention Council should focus on what it can do best and should do what government cannot. It could help to research issues such as power-sharing and local leadership and to provide ideas. It should not have to go through a government department to get money. Concern was expressed over the risk of using "seed" money. The Council must have base operational funding. Some were of the view that criminal justice money should be shifted to social development and prevention.

Participants suggested that local crime prevention councils could respond to local needs. They would like to see up to 80 percent of crime prevention funds going to the local level. The workshops insisted that funds should support actions, not structures. Higher levels of government could support local efforts by providing money, tools for evaluation, planning, information exchange and expertise.

In the federal Department of Justice, participants would like to see an assistant deputy minister responsible for crime prevention initiatives, with a directorate taking on the federal role. The example of the Firearms Advisory Committee might be a useful guide in setting up a group outside the system to meet regularly and advise the Minister. In the United States, a national crime prevention coalition brings together about 300 organizations. It is supported by a national crime prevention centre which is funded by private and government sources. Participants noted that this centre has an arms-length relationship with government.

Appendix

List of Participants

LIST OF PARTICIPANTS

Ms. Mary Adede
Metro Action Committee on Public Violence Against Women and Children (METRAC)
158 Spadina Road
Toronto, Ontario
M5R 2T8

Ms. Margaret Adsett
Senior Policy Analyst
Corporate Policy and Research Branch
Multiculturalism and Citizenship
25 Eddy Street, 1496-21
Hull, Quebec
K1A 1K5

Mr. David J.C. Allen
Program Development Consultant
Family Violence Prevention Division
National Health and Welfare
Finance Building, Room 1126
Tunney's Pasture
Ottawa, Ontario
K1A 1B5

Monsieur Patrick Altimas
Vice-président
Association canadienne de justice pénale
55, avenue Parkdale
Ottawa (Ontario)
K1Y 1E5

His Worship Mayor Doug Archer
City of Regina
Standing Committee on Urban Safety and Crime Prevention
Post Office Box 1790
Regina, Saskatchewan
S4P 3C8

Ms. Sheila Arthurs
Chief
Federal-Provincial Relations
Department of Justice
239 Wellington Street, Room 309
Ottawa, Ontario
K2P 0P7

Dr. Kathryn Asbury
President
Research Management Consultants, Inc.
720 Spadina Avenue
Suite 501
Toronto, Ontario
M5S 2T9

Madame Marthe Asselin Vaillancourt
Co-Chair
Comité canadien sur la violence faite aux femmes
255, rue Albert
2e étage
Ottawa (Ontario)
K1A 1K4

Monsieur Lorrain Audy
Directeur
Service de Police de Hull
Président de l'A.D.P.P.Q.
290, boulevard St-Joseph
Casier postal 2055, Succursale "B"
Hull (Québec)
J8Y 3Y3

Mr. Stuart Auty
Chair
Safe School Task Force
60 Mobile Drive
Toronto, Ontario
M4A 2P3

Ms. Linda S. Babulic
Conference Coordinator
Social Policy Section
Department of Justice
239 Wellington Street, Room 731
Ottawa, Ontario
K1A 0H8

Inspecteur-chef Serge Barbeau
Directeur, Relations communautaires
Sûreté du Québec
1701, rue Parthenais
bureau 6.16.13
Montréal (Québec)
H2L 4K7

Mr. Douglas J. Bartlett
Aboriginal Council of Winnipeg
Ma Mawi Wi Chi Itata Centre
210 - 388 Donald
Winnipeg, Manitoba
R3C 2S4

Mr. John Bates
President
Mothers Against Drunk Drivers / PRIDE
c/o 19 Ovida Avenue
Islington, Ontario
M9B 1E2

Ms. Connie Bates
Mothers Against Drunk Drivers / PRIDE
c/o 19 Ovida Avenue
Islington, Ontario
M9B 1E2

Ms. Susan Bazilli
Metro Action Committee on Public Violence Against Women and Children (METRAC)
158 Spadina Road
Toronto, Ontario
M5R 2T8

Mr. Rick Beattie
Chief, Integration and Analysis
Canadian Centre for Justice Statistics
25E R.H. Coats Building
Tunney's Pasture
Ottawa, Ontario
K1A 0T6

Ms. Patricia Begin
Senior Research Officer
Library of Parliament
151 Sparks Street
Ottawa, Ontario
K1A 0A9

Ms. Charlene Belleau
Family Violence Co-ordinator
Canim Lake Band
Box 1030
100 Mile House
Canim Lake, British Columbia
V0K 2E0

Ms. Lorraine Berzins
Analysis Coordinator
Church Council on Justice and Corrections
507 Bank Street
2nd Floor
Ottawa, Ontario
K2P 1Z5

Staff/Superintendent William Bishop
Metro Toronto Police Force
75 Eglinton Avenue West
Toronto, Ontario
M4R 2G9

Mr. Derek N. Blackburn, M.P.
House of Commons
Room 441, West Block
Ottawa, Ontario
K1A 0A6

L'honorable Pierre Blais
Ministre de la Justice et Procureur général du Canada
Ministère de la Justice
239, rue Wellington
3ième étage
Ottawa (Ontario)
K1A 0H8

Ms. Donna Blake
Associate Coordinator
Urban Safety and Crime Prevention
Federation of Canadian Municipalities
24 Clarence Street
Ottawa, Ontario
K1N 5P3

L'honorable Jean-Pierre Bonin
Juge en chef adjoint
Cour du Québec
Palais de Justice
1 est, rue Notre-Dame
chambre 4.37
Montréal (Québec)
H2Y 1B6

Monsieur Yvan Bordeleau
Député de l'Acadie
Ministère Sécurité Publique (Québec)
560, Henri-Bourassa
#104
Montréal (Québec)
H3L 1P4

Maître Myriam Bordeleau, c.r.
Chef de section et avocate générale
Ministère de la justice
Bureau régional de Montréal
Complexe Guy Favreau
200, René Lévesque ouest
Tour Est, 9e étage
Montréal (Québec)
H2Z 1X4

L'honorable Benoît Bouchard, c.p., député
Ministre de la Santé nationale et
du Bien-être social
Immeuble Jeanne Mance
Parc Tunney
Ottawa (Ontario)
K1A 0K9

Madame Denise Boudrias
Directrice régionale du Québec
Secrétariat d'État du Canada
200, boulevard René-Lévesque ouest
Montréal (Québec)
H2Z 1X4

Ms. Anne Boylan
Student
Department of Justice
239 Wellington Street
7th Floor
Ottawa, Ontario
K1A 0H8

Mr. Doug Breithaupt
Counsel
Criminal Law Policy Section
Department of Justice
239 Wellington Street, Room 718
Ottawa, Ontario
K1A 0H8

Mr. Michael Brown
Canadian Bar Association
5287 Yonge Street
Don Mills, Ontario

Mr. Norm Brown
Manager
Policing, Policy and Programs Division
Police Services Branch
207 - 815 Hornby Street
Vancouver, British Columbia
V6Z 2E6

Superintendent Gary Browne
Royal Newfoundland Constabulary
Post Office Box 7247
St. John's, Newfoundland
A1E 3Y4

Monsieur Serges Bruneau
Responsable de la sécurité urbaine
Tandem Montréal
7400, boulevard St-Michel
bureau 123
Montréal (Québec)
H2A 2Z8

Mr. Erik Bunkis
Executive Director
Crime Prevention Council of Ottawa
111 Sussex Drive
Suite 306
Ottawa, Ontario
K1N 5A1

Mr. Eric Burton
Coordinator of National Services
Boys' and Girls' Clubs of Canada
7030 Woodbine Avenue
Suite 703
Markham, Ontario
L3R 6G2

Ms. Rosemary Cairns-Way
Assistant Professor
Faculty of Common Law
University of Ottawa
57 Louis Pasteur, Fauteux Hall
Ottawa, Ontario
K1N 6N5

Ms. Mary Campbell
A/Director General
Corrections Policy
Solicitor General Secretariat
340 Laurier Avenue West
Ottawa, Ontario
K1A 0P8

Ms. Susan Campbell, Q.C.
Director General
Social Policy Section
Department of Justice
239 Wellington Street
Room 738
Ottawa, Ontario
K1A 0H8

Mr. Aaron Caplan
Director
Statistics Section
Department of Justice
222 Queen Street
10th Floor
Ottawa, Ontario
K1A 0H8

Mr. Tullio Caputo
Associate Professor
Department of Sociology/Anthropology
Carleton University
1125 Colonel By Drive
Ottawa, Ontario
K1S 5B6

His Honour B. Patrick Carey
Chief Judge
Provincial Court of Saskatchewan
1815 Smith Street
Regina, Saskatchewan
S4P 3V7

Monsieur Louis-Philippe Carrier
Directeur-adjoint
Polyvalente CASAOLT
141, boulevard Taché est
Montmagny (Québec)
G5V 1B9

Ms. Céline Carrier
Administrative Support
Social Policy Section
Department of Justice
239 Wellington Street, Room 745
Ottawa, Ontario
K1A 0H8

Monsieur Antoine Chapdelaine
Sécurité et milieux de vie
Centre de Santé publique
530, boulevard l'Atrium
Suite 101
Charlesbourg (Québec)
G1H 7H1

Mr. Herb Chapman
Crime Prevention Coordinator
Solicitor General of Nova Scotia
1690 Hollis Street, 6th Floor
Post Office Box 217, Station "M"
Halifax, Nova Scotia
B3J 2M4

Ms. Francine Charlebois
Senior Policy Analyst
Social Policy Section
Department of Justice
239 Wellington Street, Room 736
Ottawa, Ontario
K1A 0H8

Ms. Lisa Christensen
Constituency Assistant to the Minister
of Tourism and Culture for Ontario
Constituency Office
680A Kingston Road
Scarborough, Ontario
M1N 1S5

Ms. Susan Christie
Senior Policy Analyst
Social Policy Section
Department of Justice
239 Wellington Street, Room 734
Ottawa, Ontario
K1A 0H8

Dr. Dmytro Cipywnyk
President
Canadian Ethnocultural Council
1100-251 Laurier Avenue West
Ottawa, Ontario
K1P 5J6

Ms. Jackie Claxton
Director, Women's Program
Secretary of State
15 Eddy Street
Room 10F1
Hull, Quebec
K1A 0M5

Madame Lise Cloutier
Analyste principale en politique
Section de la politique sociale
Ministère de la justice
239, rue Wellington, pièce 741
Ottawa (Ontario)
K1A 0H8

Ms. Charlotte Cloutier
Director
Policy Analysis and Development
Status of Women
360 Albert Street, Suite 700
Ottawa, Ontario
K1A 1C3

Ms. Denise Cole
Special Assistant
Social Policy and Media Relations
Toronto City Hall
100 Queen Street West
Toronto, Ontario
M5H 2N2

The Honourable Mary Collins, P.C., M.P.
Minister responsible for the Status
of Women
Constitution Square
Suite 700
360 Albert Street
Ottawa, Ontario
K1A 1C3

Mr. John (Pete) Conley
Senior Advisor, Prevention and Treatment
Canada's Drug Strategy Secretariat
Health and Welfare Canada
Jeanne Mance Building, Room 1755
Tunney's Pasture
Ottawa, Ontario
K1A 0K9

Ms. Glenda Cooney
Community Safety and Crime Prevention
Network
206 - 4th Avenue South
Saskatoon, Saskatchewan
S7K 1M9

Mr. Bob Cooper
Executive Director
Mississauga Crime Prevention
Association
Box 147 Erin Mills Town Centre
5100 Erin Mills Parkway
Mississauga, Ontario
L5M 4Z5

Mr. D. Cleve Cooper
Director
Community and Aboriginal Policing
Royal Canadian Mounted Police
1200 Vanier Parkway
Ottawa, Ontario
K1A 0R2

Ms. Nadine Cooper Mont
Deputy Minister
Solicitor General of Nova Scotia
Post Office Box 2599
Station "M"
Halifax, Nova Scotia
B3J 3N5

Mr. Chris Corrigan
Policy Analyst
National Association of Friendship
Centres
396 Cooper Street, Suite 204
Ottawa, Ontario
K2P 2H7

Mr. W. Brent Cotter
Deputy Minister of Justice
and Deputy Attorney General
Saskatchewan - Justice
1874 Scarth Street, 10th Floor
Regina, Saskatchewan
S4P 3V7

Ms. Rosemary Couch
Crime Prevention Worker
Kwanlin Dun First Nation
Post Office Box 1217
Whitehorse, Yukon
Y1A 5A5

Mr. Robert Crawford
Senior Analyst
Canada Mortgage and Housing
Corporation
700 Montreal Road
Ottawa, Ontario

Ms. Wendy Cukier
President
Coalition for Gun Control
Post Office Box 395, Station "D"
Toronto, Ontario
M6P 3J9

Mr. Chester Cunningham
Executive Director
Native Counselling Services of Alberta
10010 106th Street
#800 Highfield Place
Edmonton, Alberta
T5J 3L8

Monsieur Pierre Cyr
Assistant Directeur
Service de Police de la communauté
urbaine de Montréal
750, rue Bonsecours
Montréal (Québec)
H2Y 3C7

Mr. Jim Davidson
Chairperson
Atlantic Crime Prevention Association
Terminal Plaza Building
1222 Main Street, 2nd Floor
Moncton, New Brunswick
E1C 1G2

Mr. Earl De La Perralle
Sun Youth
4251 St. Urbain
Montreal, Quebec
H2W 1V6

Ms. Priscilla de Villiers
President
Canadians Against Violence Everywhere
Advocating its Termination (CAVEAT)
3350 Fairview Street, Suite 3-164
Burlington, Ontario
L7N 3L5

Mr. René de Vos
Senior Policy Analyst
B.C. Ministry of Attorney General
910 Government Street
5th Floor
Victoria, British Columbia
V8V 1X4

The Honourable Mark M. de Weerdt
Chief Justice
Supreme Court of the Northwest Territories
Court House
Post Office Box 1439
Yellowknife, Northwest Territories
X1A 2P1

Madame le Maire Margaret Delisle
Présidente
Fédération canadienne des municipalités
24, rue Clarence
Ottawa (Ontario)
K1N 5P3

Mr. Peter Desbarats
Dean
Graduate School of Journalism
The University of Western Ontario
London, Ontario
N6A 5B7

Madame Brigitte Desmeules
Attachée de presse
Ministère de la Justice
239, rue Wellington
3ième étage
Ottawa (Ontario)
K1A 0H8

Ms. Ellen Desmond
Articling Clerk
Palmer, O'Connell (Law Firm)
1 Brunswick Square
Saint John, New Brunswick
E2L 4H8

Ms. Rebecca Dial
Special Assistant
Department of Justice
239 Wellington Street
Room 333
Ottawa, Ontario
K1A 0H8

His Honour W.J. Diebolt
Chief Judge
Provincial Court of British Columbia
501 - 700 West Georgia Street
Post Office Box 10287
Vancouver, British Columbia
V7Y 1E8

Mr. Tony Dittenhoffer
Senior Research Officer
Research Section
Department of Justice
222 Queen Street, Room 912
Ottawa, Ontario
K1A 0H8

Mr. Kevin Donovan
Journalist
Toronto Star
1, Yonge Street
Toronto, Ontario
M5E 1E6

Detective Sergeant Steve Duggan
Metro Toronto Police
41 Cranfield Road
Toronto, Ontario
M4H 3B2

Monsieur Richard Dupuis
Greffier
Comité permanent de la Justice et du Solliciteur général
180, rue Wellington, 6ième étage
Ottawa (Ontario)
K1A 0A6

Mr. Jeffrey Dvorkin
Managing Editor and Chief Journalist
CBC Radio
Box 500, Station "A"
Toronto, Ontario
M5W 1E6

Mr. Desmond Ellis
Department of Sociology
2148 Vari Hall
York University
4700 Keele Street
North York, Ontario
M3J 1P3

Mr. Gary Ennett
President
Radio-Television News Directors Association (RINDA)
c/o CFPL Radio
369 York Street
London, Ontario
N6A 4H3

Mr. Ron Fairley
Regional Consultation Coordinator
Regional Headquarter, Ontario Region
Correctional Services of Canada
440 King Street West
Post Office Box 1174
Kingston, Ontario
K7L 4Y8

Mr. Toussaint Farrell
Commission on Systemic Racism in the Ontario Criminal Justice System
180 Dundas Street West
Suite 2004
Toronto, Ontario
M5G 1Z8

Ms. Jeanne Fay
Community Legal Worker
Dalhousie Legal Aid Service
5557 Cunard Street
Halifax, Nova Scotia
B3K 1C5

Dr. Aileen Felske, Chair
Roeher Institute Advisory Committee
Canadian Association for Community Living
2632 Laurel Crescent South West
Calgary, Alberta
T3E 6B3

Mr. Jesse Flis, M.P.
Parkdale - High Park Ontario
Room 447, West Block
House of Commons
Ottawa, Ontario
K1A 0A6

Ms. Gloria Forsey
A/Chief Client Groups
Employment and Immigration Canada
Place du Portage
Phase IV, 4th Floor
Hull, Quebec
K1A 0J9

Ms. Marian Fortune-Stone
Counsel
Department of Justice
Halifax Regional Office
Royal Bank Building
5161 George Street, 4th Floor
Halifax, Nova Scotia
B3J 1M7

Corporal Al Fouquette
Vice-President
British Columbia Crime Prevention Association
12206 - 86th Avenue
Surrey, British Columbia
V3W 3H7

Mrs. Pat Fowler
53 Medley Lane
Ajax, Ontario
L1S 3P5

Ms. Geneve Fowler
Senior Program Manager
Corporate Policy and Research
Department of Justice
222 Queen Street, Room 1018
Ottawa, Ontario
K1A 0H8

Madame Lizzy Fraikin
Directrice générale
Direction générale des programmes
au Multiculturalisme
Multiculturalisme et Citoyenneté
15, rue Eddy, 11e étage
Hull (Québec)
K1A 1K5

Ms. Patricia Freeman Marshall
Co-Chair
Canadian Panel on Violence Against
Women
255 Albert Street
2nd Floor
Ottawa, Ontario
K1A 1K4

Mrs. Marge Friedel
President
National Metis Women of Canada
Post Office Box 177
Stony Plain, Alberta
T0E 2G0

Madame Arlène Gaudreault
Présidente
Association québécoise Plaidoyer
- Victimes
4533 Wilson
Montréal (Québec)
H4A 2V5

Mr. Fred Gibson
Chairman
National Parole Board
340 Laurier Avenue West
Ottawa, Ontario
K1A 0P8

Mr. Crailey Gillies
Director, Planning Group
Youth Affairs Branch
Employment and Immigration Canada
Place du Portage
Phase IV, Suite 4K07
Hull, Quebec
K1A 0J9

Ms. Suzanne Giroux
Senior Policy Analyst
Executive Services
Solicitor General Secretariat
340 Laurier Avenue West
Ottawa, Ontario
K1A 0P8

The Honourable Constance R. Glube
Chief Justice of the Trial Division
of the Supreme Court of Nova Scotia
The Law Courts
Post Office box 2314
Halifax, Nova Scotia
B3J 3C8

Madame France-Claude Goyette
Intervenante communautaire
Regroupement québécois
Centre d'aide et de lutte contre les
agressions à caractère sexuel
Casier postal 697
Val d'Or (Québec)
J9P 4P6

Ms. Doris Guyatt
Manager, Advocacy and Guardianship
Unit
Long Term Care Division
Ministry of Health and Ministry of
Community and Social Services
80 Grosvenor Street
5th Floor, Hepburn Block
Toronto, Ontario
M1T 1M5

Mr. Ed Hahn
Director
Law Enforcement Division
Solicitor General of Alberta
10365 - 97th Street
10th Floor
Edmonton, Alberta
T5J 3W7

Ms. Marlene Hait
Senior Advisor - Public Affairs
Canada Mortgage and Housing Corpor-
ation
2255 Sheppard Avenue East
Suite E222
Willowdale, Ontario
M2J 4X1

Ms. Joan Marie Halas
150 Crémazie West
#4
Québec, Québec
G1R 1X5

Ms. Barbara Hall
Councillor
City of Toronto
Toronto City Hall
100 Queen Street West
Toronto, Ontario
M5H 2N2

Mr. Greg Charles Halsey-Brandt
Mayor
City of Richmond
6911 No. 3 Road
Richmond, British Columbia

Mr. Mohammad Hamdon
Box 7500
Drayton Valley, Alberta
T0E 0M0

Monsieur Michel Hamelin
Président
Comité permanent sur la sécurité et
la prévention de la criminalité
en milieu urbain
Communauté urbaine de Montréal
2, Complexe Desjardins
Tour de l'Est, bureau 2117
Montréal (Québec)
H5B 1E6

Ms. Marg Hancock
President
Citizens' Crime Prevention Association
of Newfoundland and Labrador
70 MacDonald Drive
Gander, Newfoundland
A1V 1E7

Mr. Robert Hann
Principal
Robert Hann and Associates Ltd.
720 Spadina Avenue
Suite 501
Toronto, Ontario
M5S 2T9

Chief W.I. James Harding, Chair
Police Minority Liaison Committee
Canadian Association of Chiefs of Police
Halton Regional Police Service
Police Headquarters
1151 Bronte Road
Box 2700, Whiteoaks Boulevard
Oakville, Ontario
L6J 5C7

Dr. Ross Hastings
Faculty of Social Sciences
Department of Criminology
University of Ottawa
1 Stewart Street
Ottawa, Ontario
K1N 6N5

Mr. James Hayes
Coordinator
Firearms Control Task Group
Department of Justice
222 Queen Street, Room 921
Ottawa, Ontario
K1A 0H8

Ms. Helen Hayes
Senior Policy Officer
Policy and Planning Branch
Secretary of State
15 Eddy Street
Hull, Quebec
K1A 0M5

Mr. Robert Hayman
Head, Creative Services
Department of Justice
239 Wellington Street
Room 106
Ottawa, Ontario
K1A 0H8

Ms. Tina Head
Legal Analyst
Canadian Advisory Council on the Status of Women
110 O'Connor Street, 9th Floor
Ottawa, Ontario
K1P 5R5

The Honourable Benjamin Hewak
Chief Justice of the Court of Queen's Bench of Manitoba
Law Courts Building
408 York Avenue
Winnipeg, Manitoba
R3C 0P9

The Honourable T. Alex Hickman
Chief Justice of the Supreme Court of Newfoundland, Trial Division
Box 937
St. John's, Newfoundland
A1C 5M3

Ms. Judith Higginbotham
Councillor
Municipality of Surrey
14357 - 26th Avenue
Surrey, British Columbia
V4P 2G8

Ms. Alexandra Highcrest
Spokesperson
Canadian Organization for the Rights of Prostitutes
552 Church Street, Box 11
Toronto, Ontario
M4Y 2H0

Ms. Sharron Hilsen
Secretary
BLOCK PARENTS Program of Canad
Inc.
7171 121 Street
#308
Surrey, British Columbia
V3W 1G9

Councillor Diane Holmes
City of Ottawa
111 Sussex Drive
Ottawa, Ontario
K1N 5A1

Ms. Linda Holmes
Chief, Program Planning and Design
Settlement Branch
Employment and Immigration Canada
Place du Portage
Phase II, 5th Floor
Hull, Quebec
K1A 0J9

Mr. Bob Horner, M.P.
Mississauga West
House of Commons
Confederation Building
Room 162
Ottawa, Ontario
K1A 0A6

His Honour Ralph Edward Hudson
Senior Judge
Supreme Court of the Yukon Territory
Box 4010
Whitehorse, Yukon
Y1A 3C9

Commissioner Norman D. Inkster
Royal Canadian Mounted Police
1200 Vanier Parkway
Ottawa, Ontario
K1A 0R2

Mr. Marty D. Irwin
City Commissioner
City of Saskatoon
222 3rd Avenue North
Saskatoon, Saskatchewan
S7K 0J5

Mr. Neal Jessop
President
Canadian Police Association
141 Catherine Street
Ottawa, Ontario
K2P 1C3

Monsieur André Jodouin
Professeur
Université d'Ottawa
2920, chemin McCarthy
Ottawa (Ontario)
K1V 8K6

Mr. Al Johnson, M.P.
Calgary North
House of Commons
163 Confederation Building
Ottawa, Ontario
K1A 0A6

Sergeant Alex L. Johnston
Royal Canadian Mounted Police
5255 Heather Street
Vancouver, British Columbia
V5Z 1K6

Ms. Joan Jones
Community Worker
Metro Legal Aid
2830 Agricola Street
Halifax, Nova Scotia
B3K 4E4

Mr. Mark Joseph
Past Chairman
Crime Prevention Society of Nova Sco
c/o Northeastern Investigators
3600 Kempt Road, Suite 202
Halifax, Nova Scotia
B3K 4X8

Ms. Sue Kaiser
Toronto Safe City Committee
Department of Planning and Development
City of Toronto
19th Floor, East Tower
City Hall
Toronto, Ontario
M5H 2N2

Mr. Les Kee
Director
Special Prosecutions and Programs
405 Broadway Avenue
5th Floor
Winnipeg, Manitoba
R3C 3L6

Ms. Lynne Kennedy
Councillor
Vancouver City Hall
453 West 12 Avenue
Vancouver, British Columbia
V5Y 1V4

Mr. Simon Kent
Student
Department of Justice
239 Wellington Street, 7th Floor
Ottawa, Ontario
K1A 0H8

Mr. Aziz Khaki
President
The Committee for Racial Justice
1290 Homer Street, Suite 103
Vancouver, British Columbia
V6B 2Y5

Mr. Stewart King
The Salvation Army Correctional and Justice Services Department
700 - 880 Wellington Street
Ottawa, Ontario
K1R 6K7

Mr. Jim Kingston
Executive Director
Canadian Police Association
141 Catherine Street
Ottawa, Ontario
K2P 1C3

Councillor Colin Kinsley
Alderman
City of Prince George
1100 Patricia Boulevard
Prince George, British Columbia
V2L 3V9

Ms. Mary-Anne Kirvan
Senior Counsel
Family and Youth Law Policy Section
Department of Justice
239 Wellington Street, Room 740
Ottawa, Ontario
K1A 0H8

Ms. Judy Kobsar
Chairperson
Family Violence Committee
National Organization of Immigrant
and Visible Minority Women of Canada
79 Murphy Crescent
Regina, Saskatchewan
S4X 1S6

Ms. Lee Lakeman
Regional Representative
Canadian Association of Sexual
Assault Centres
77 East 20th Avenue
Vancouver, British Columbia
V5V 1L7

Ms. Gwendolyn Landolt
National Vice-President
REAL Women of Canada
45 Sunnywood Crescent
Richmond Hill, Ontario
L4C 6W2

Ms. Carole Laprairie
Aboriginal Justice
Department of Justice
c/o Solicitor General
Toronto Regional Office
60 St. Clair Avenue East
Toronto, Ontario
M4T 1N5

Monsieur André Larocque
Coordonnateur de projet
Direction de la sécurité publique
1 est, rue Notre-Dame
bureau 9.60
Montréal (Québec)
H2Y 1B6

Ms. Cathy Latimer
PCO Officer
Privy Council Office
85 Sparks Street
Room 526
Ottawa, Ontario
K1A 0A3

Ms. Susan Laverty
Field Coordination Branch
Ontario Provincial Police
Memorial Avenue, Cottage "O"
3rd Floor
Huronia Regional Centre
Orillia, Ontario
L3V 6H1

Dr. Marc Leblanc
Professeur
École de Psycho-éducation
Université de Montréal
750, boulevard Gouin est
Montréal (Québec)
H2C 1A6

Madame Isabelle Leblond
Opération surveillance - ANJOU
7500 Goncourt
Anjou (Québec)
H1K 3X9

Conseiller Edmond Leduc
Comité permanent sur la sécurité et
la prévention de la criminalité
en milieu urbain
87, rue Principale
Granby (Québec)
J2G 2T8

Mr. Derek Lee
Edmonton -- Strathcona, Alberta
Room 223
Confederation Building
House of Commons
Ottawa, Ontario
K1A 0A6

Mr. Randy Legault
Policy Analyst
Social Policy Section
Department of Justice
239 Wellington Street, Room 737
Ottawa, Ontario
K1A 0H8

Mr. Barry Leighton
Manager
Multicultural and Community Policing
Solicitor General Canada
340 Laurier Avenue West
Ottawa, Ontario
K1A 0P8

Inspector George A. Lensen
Royal Canadian Mounted Police
5255 Heather Street
Vancouver, British Columbia
V5Z 1K6

Madame Claire Lessard
Ministère de la justice du Québec
1200, route de l'Église
9e étage
Sainte-Foy (Québec)
G1V 4M1

The Honourable Doug Lewis, P.C., M.P.
Solicitor General of Canada
Sir Wilfrid Laurier Building
Minister's Office, 13th Floor
340 Laurier Avenue West
Ottawa, Ontario
K1A 0P8

Ms. Jill Lightwood
Coordinator
Justice Resource Services
Department of Justice
Post Office Box 2000
Charlottetown, Prince Edward Island
C1A 7N8

His Honour Sid Linden
Chief Judge
Ontario Court of Justice
(Provincial Division)
1 Queen Street East
Toronto, Ontario
M5C 2W5

Ms. Catherine Lindquist
Planner
Department of Planning and Development
City of Ottawa
111 Sussex Drive
Ottawa, Ontario
K1N 5A1

Dr. Catherine Littlejohn
Special Advisor
Metis National Council
449 King Street West
Kingston, Ontario
K7L 2X6

Madame Marie-Claude Lortie
Journaliste
La Presse
150, rue Wellington
pièce 715
Ottawa (Ontario)
K1P 5A4

Dr. Lilian Ma
President
Minority Advocacy Rights Council
251 Laurier Street West, Suite 1100
Ottawa, Ontario
K1P 5J6

Mr. Russell MacLellan, M.P.
Standing Committee on Justice
and the Solicitor General
Confederation Building
Room 733
Ottawa, Ontario
K1A 0A6

Ms. Dianne Martin
Professor
Osgoode Hall Law School
York University
4700 Keele Street
North York, Ontario
M3J 1P3

The Honourable James Collus McCrae
Minister of Justice and
Attorney General of Manitoba
Room 104, Legislative Building
450 Broadway
Winnipeg, Manitoba
R3C 0V8

Dr. Marian McGee
Professor
University of Ottawa
51 Smyth Road
Ottawa, Ontario
K1H 8M5

Mr. Paul D. McPhie
Assistant Director
Statistics & Information Directorate
Canadian Centre for Justice Statistics
R.H. Coats Building
Tunney's Pasture
Ottawa, Ontario
K1A 0T6

Mr. David Merner
Counsel
Department of Justice
239 Wellington Street, Room 342
Ottawa, Ontario
K1A 0H8

Mr. Richard G. Mosley, Q.C.
Chief Policy Counsel
Criminal and Social Policy Sector
Department of Justice
239 Wellington Street
7th Floor
Ottawa, Ontario
K1A 0H8

The Honourable Kenneth R. MacDonald
Chief Justice of the Trial Division
Supreme Court of Prince Edward Island
Post Office Box 2000
Charlottetown, Prince Edward Island
C1A 8B9

Mr. Justice E.C. Malone
Justice of the Court of Queen's Bench
for Saskatchewan
Court House
2425 Victoria Avenue
Regina, Saskatchewan
S4P 3V7

Ms. Shirley Masuda
Senior Researcher
Disabled Women's Network (DAWN
Canada)
10401 Finlayson Drive
Richmond, British Columbia
V6X 1W8

Ms. Susan McCrae Vander Voet
Executive Director
Metro Action Committee on Public
Violence Against Women and Children
(METRAC)
158 Spadina Road
Toronto, Ontario
M5R 2T8

Mr. Keith McIntyre
Director
Security Services Branch
Metropolitan Toronto Housing Authority
365 Bloor Street East, 8th Floor
Toronto, Ontario
M4W 3L4

Mr. Ajit Mehat
Executive Director
Multiculturalism Secretariat
Multiculturalism and Citizenship
15 Eddy Street
11th Floor
Hull, Quebec
K1A 1K5

Mr. Chris Miller
Counsellor
Beat the Street
85 Shuter Street
Toronto, Ontario
M5B 1B3

Ms. Diane A. Mossman
Director
Anti-Violence and Housing
Y.W.C.A. of/du Canada
80 Gerrard Street East
Toronto, Ontario
M5B 1G6

Mr. James MacLatchie
Executive Director
The John Howard Society of Canada
55 Parkdale Avenue
Ottawa, Ontario
K1Y 1E5

Madame Jocelyne Mandeville
Analyste principale des politiques
Secrétariat au Multiculturalisme
Multiculturalisme et Citoyenneté
15, rue Eddy
11e étage
Hull (Québec)
K1A 1K5

Mr. John Maybin
Executive Director
Canadian Crime Prevention Association
1190 Palmer Road
Victoria, British Columbia
V8P 2H6

Mr. Richard McEnroe
Director
Department of Public Security
15 Stanton Street
Westmount, Quebec
H3Y 3B1

Mr. Robert McNamara
Vice-President
Victims of Violence
151 Slater Street
Room B150
Ottawa, Ontario
K1P 5H3

Ms. Virginia Meness
Executive Director
Native Women's Association of Canada
9 Melrose Avenue
Ottawa, Ontario
K1Y 1T8

Monsieur Paul Monty
Ministère de la justice du Québec
1200, route de l'Église
9e étage
Sainte-Foy (Québec)
G1V 4M1

Mr. Scott Newark
President
Canadian Resource Centre for
Victims of Crime
c/o Canadian Police Association
141 Catherine Street
Ottawa, Ontario
K2P 1C3

Mr. Rob Nicholson, Q.C., M.P.
Parliamentary Secretary to the Minister
of Justice and Attorney General
Room 147, Confederation Building
House of Commons
Ottawa, Ontario
K1A 0A6

Ms. Mary-Lou O'Reilly
Public Affairs
Insurance Bureau of Canada
181 University Avenue, 13th Floor
Toronto, Ontario
M5H 3M7

Sergeant Len Paris
Specialist in Crime Prevention and Personal Safety
University of Toronto Police
581 Spadina Avenue
Toronto, Ontario
M5S 2H3

Ms. Patti Pearcey
Coordinator
British Columbia Coalition for
Safer Communities
#150 - 900 Howe Street
Vancouver, British Columbia
V6Z 2M4

Ms. Ruth Pitman
Ontario Regional Director
Solicitor General Canada
60 St. Clair Avenue East
Suite 600
Toronto, Ontario
M4T 1N5

Ms. Valerie Pringle
Co-host, Canada A.M.
CTV - Canada A.M.
Agincourt Postal Station
Post Office Box 3000
Agincourt, Ontario
M1S 3C6

Madame Heidi Rathjen
Direction de la santé communautaire
Hôpital Sainte-Justine
3175, chemin Côte Ste-Catherine
7e étage, Bloc 7
Montréal (Québec)
H3T 1C5

Mr. Brendan K. Reynolds
Assistant Commissioner
Correctional Service of Canada
340 Laurier Avenue West
Ottawa, Ontario
K1A 0P9

Ms. Jeanie Norby-Pauls
Courtworker
Council for Yukon Indians
Box 2703
Law Courts Building
Whitehorse, Yukon
Y1A 2C6

Madame Anne O'Sullivan
Adjointe au Directeur de la prévention
Ministère de la sécurité publique
2525, boulevard Laurier
Sainte-Foy (Québec)
G1V 2L2

Mr. Gordon Parry
Coordinator
Sentencing Team
Department of Justice
239 Wellington Street, Room 701
Ottawa, Ontario
K1A 0H8

Mr. Ross M. Penney
Senior Analyst
Insurance Crime Prevention Bureau
365 Evans Avenue
Post Office Box 919
Station "U"
Toronto, Ontario
M8Z 5P9

Ms. Diane Ponée
Senior Policy Analyst
Status of Women
360 Albert Street
Suite 700
Ottawa, Ontario
K1A 1C3

Mr. Terry Quesnel
Policing Services Division
New Brunswick Department of the
Solicitor General
Post Office Box 6000
Fredericton, New Brunswick
E3B 5H1

Mr. Graham Reddoch
Executive Director
John Howard Society of Manitoba
583 Ellice Avenue
Winnipeg, Manitoba
R3B 1Z7

L'honorable Guy Richard
Juge en chef de la Cour du Banc
de la Reine du Nouveau-Brunswick
Place l'Assomption
770, rue Main
Casier postal 5001
Moncton (Nouveau-Brunswick)
E1C 8R3

Ms. Elaine O'Leary
Reporter/Aboriginal Justice Consulate
Native Council of Canada
384 Bank Street
2nd Floor
Ottawa, Ontario
K2P 1Y4

The Honourable Mr. Justice Wallace
Oppal
Supreme Court of British Columbia
The Law Courts
800 Smithe Street
Vancouver, British Columbia
V6Z 2E1

Ms. Kimberly Pate
Executive Director
Canadian Association of Elizabeth Fry
Societies
600 - 251 Bank Street
Ottawa, Ontario
K2P 1X3

Mr. Michel Perron
Senior Advisor, Enforcement and Control
Canada's Drug Strategy Secretariat
Health and Welfare Canada
Room 1755, Jeanne Mance Building
Tunney's Pasture
Ottawa, Ontario
K1A 0K9

Mr. Derick Prashaw
Church Council on Justice and
Corrections
507 Bank Street
2nd Floor
Ottawa, Ontario
K2P 1Z5

Mr. Robert A. Rabbior
Vice Principal
East York Board of Education
650 Cosburn Avenue
Toronto, Ontario
M4C 2V2

Ms. Glenda Restoule
Senior Advisor - Social Housing
Canada Mortgage and Housing
Corporation
2255 Sheppard Avenue East, Suite E222
Willowdale, Ontario
M2J 4X1

Mr. Edward P. Ring
Law Enforcement Manager
Department of Justice
Post Office Box 8700
Prince Philip Drive
Confederation Building
St-John's, Newfoundland
A1B 4J6

Ms. Mary Robertson
Black Community Liaison Officer
(Little Burgundy)
The Garvey Institute Inc.
Post Office Box 370, Station "A"
Montreal, Quebec
H3C 2T1

Monsieur Marc Roland
Attaché Politique
Ville de Québec
2, rue Desjardins
#323 - Hôtel de Ville
Québec (Québec)
G1R 4S9

Madame Lucie Rondeau
Substitut du procureur général
Ministère de la Justice
1200, route de l'Église
Sainte-Foy (Québec)
G1V 4M1

Ms. Nanette Rosen
Barrister and Solicitor
Department of Justice
Toronto Regional Office
2 First Canadian Place
Suite 3400, Exchange Tower
Box 36
Toronto, Ontario
M5X 1K6

Ms. Peneloppe Rowe
Director
Community Services Council
Suite 101, 2nd Floor
Virginia Park Plaza
St. John's, Newfoundland
A1A 3E9

Ms. June Rowlands
Mayor of Toronto
Toronto City Hall
100 Queen Street West
Toronto, Ontario
M5H 2N2

Monsieur Denis Roy
Chef de cabinet
Ministère de la Justice
239, rue Wellington
3ième étage
Ottawa (Ontario)
K1A 0H8

Ms. Janice Russell
Solicitor General Canada
Toronto Regional Office
60 St. Clair Avenue East
Suite 600
Toronto, Ontario
M4T 1N5

Dr. Vincent Sacco
Associate Professor
Department of Sociology
Queen's University
Room D422
Kingston, Ontario
K7L 3N6

Dr. Colin Saldanha
Vice-President
Canadian Association of Police Boards
920 Yonge Street
Suite 601
Toronto, Ontario
M4W 3C7

Mr. Howard Sapers
Executive Director
John Howard Society of Alberta
Suite 706, McLeod Building
10136 - 100 Street
Edmonton, Alberta
T5J 0P1

Ms. Louise Savage
Senior Research Officer
Research, Development and Law Reform
Department of Justice
222 Queen Street, 9th Floor
Ottawa, Ontario
K1A 0H8

Ms. Susan Schellenberg
66 Pacific Avenue
#1703
Toronto, Ontario
M6P 2P4

Ms. Janet Schultz
Community Development Manager
Saskatoon Community Coordination
Committee
City of Saskatoon - Leisure Services
222 - 3rd Avenue North
Saskatoon, Saskatchewan
S7K 0J5

Ms. Louise M. Shaughnessy
National Association of Women
and the Law
604 - 1 Nicholas Street
Ottawa, Ontario
K1N 7B7

Mr. Derwyn Shea
Metropolitan Councillor
Metropolitan Toronto Council
55 John Street
Suite 228
Toronto, Ontario
M5V 3C6

Ms. Ann Sherman
President
Public Legal Education Association
of Canada
Post Office Box 1207
Charlottetown, Prince Edward Island
C1A 7M8

Ms. Margaret Shisko
Departmental Assistant
Status of Women
Constitution Square
360 Albert Street, 7th Floor
Ottawa, Ontario
K1A 1C3

Professor Eric Single
Director, Policy and Research
Canadian Centre on Substance Abuse
100 College Street
Suite 207
Toronto, Ontario
M5G 1L5

Mr. Paul Sonnichsen
Coordinator
Urban Safety and Crime Prevention
Federation of Canadian Municipalities
24 Clarence Street
Ottawa, Ontario
K1N 5P3

Monsieur Alain St-Germain, Président
Association canadienne des Chefs
de Police
750, rue Bonsecours
chambre 402
Montréal (Québec)
H2L 4K7

Ms. Barbara Stanley
Manager, Program Development Section
Ministry of Solicitor General and
Correctional Services
25 Grosvenor Street
Toronto, Ontario
M7A 2H3

His Honour Kris F. Stefanson
Chief Judge
Provincial Court of Manitoba
408 York Avenue
Winnipeg, Manitoba
R3C 0P9

Judge Henry Steinberg
Superior Court of Quebec
1 Notre-Dame East
Room 15.36
Montreal, Quebec
H2Y 1B6

Mr. Clayton Stones
222 Prospect Street
Newmarket, Ontario
L3Y 3T9

Ms. Catherine Swift
Director of Operations
Children's Bureau
Health and Welfare Canada
2nd Floor, Finance Building
Tunney's Pasture
Ottawa, Ontario
K1A 1B5

Mr. Andrew P. Telegdi
Councillor
City of Waterloo
275 Lincoln Road
Waterloo, Ontario
N2J 2P6

Mr. J. Louis Théorêt
Community Liaison - Corrections
Federation of Canadian Municipalities
24 Clarence Street
Ottawa, Ontario
K1N 5P3

Mr. Terry Thompson
Assistant Deputy Minister
Solicitor General Division
Saskatchewan Justice
1874 Scarth Street
Regina, Saskatchewan
S4P 3V7

The Honourable Allan H.J.W. Wachowich
Associate Chief Justice of the Court
of Queen's Bench of Alberta
The Law Courts
1A Sir Winston Churchill
Edmonton, Alberta
T5J 0R2

Ms. Gerda R. Wekerle
Professor
Faculty of Environmental Studies
York University
4700 Keele Street
North York, Ontario
M3J 1P3

Mr. Stephen Whitzman
Barrister
Canadian Bar Association
120 Carlton Street
Suite 412
Toronto, Ontario
M5A 4K2

Mr. Don Stuart
Professor
Faculty of Law
Queen's University
Kingston, Ontario
K7L 4J2

Mr. John Tait
Deputy Minister and
Deputy Attorney General
Department of Justice
239 Wellington Street
Room 350
Ottawa, Ontario
K1A 0H8

Monsieur Jacques Tétreault, député
Laval - Centre, Québec
Édifice de la Confédération, pièce 279
Chambre des communes
Ottawa (Ontario)
K1A 0A6

Monsieur Martin Thériault
Centre canadien sur le racisme
et les préjugés
Casier postal 505
Succursale Desjardins
Montréal (Québec)
H5B 1B6

Madame Marie Trudeau
Chef, Exécution de programme
Programme de participation des
personnes handicappés
Secrétariat d'État
25, rue Eddy
Hull (Québec)
K1A 0M5

Dr. Irvin Waller
Professor of Criminology
Department of Criminology
University of Ottawa
1 Stewart Street, Room 338
Ottawa, Ontario
K1N 6N5

Ms. Clarice West-Hobbs
16 The Cedars
St. Catherine's, Ontario
L2M 6M8

Mr. Keith Wiltshire
Minority Advisor
Canadian Centre for Police Race
Relations
c/o Canadian Police College
Post Office Box 8900
Ottawa, Ontario
K1G 3J2

Mr. J. Wesley Stubbert
Deputy Warden
County of Cape Breton
865 Grand Lake Road
Sydney, Nova Scotia
B1P 6W2

Madame Lise Tanguay
Tandem Montréal - Ahuntsic-Cartierville
2005, rue Victor-Doré
Montréal (Québec)
B3M 1S4

Ms. Penny Theodore
Ontario Prevention Clearinghouse
#1200-415 Yonge Street
Toronto, Ontario
M5B 2E7

Mr. Michael Thomas
Toronto East Downtown Residents
Association
103-192 Jarvis Street
Toronto, Ontario
M5B 2J9

His Honour Edward R. Wachowich
Chief Judge
The Provincial Court of Alberta
6th Floor, Law Courts North
1-A Sir Winston Churchill Square
Edmonton, Alberta
T5J 0R2

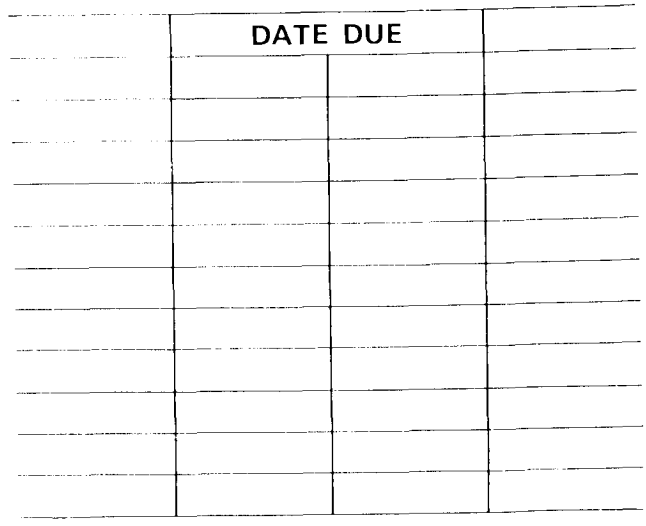
Mr. Tom Wappel, M.P.
Scarborough West - Ontario
Room 106
East Block
House of Commons
Ottawa, Ontario
K1A 0A6

Ms. Barbara E. Whipps
Coordinator, Older Victim Services
Age and Opportunity
Elder Abuse Resource Centre
304 - 323 Portage Avenue
Winnipeg, Manitoba
R3B 2C1

Mr. Tom Windebank
Policy Advisor
Ontario Justice Review Project
101 Bloor Street West
Suite 202
Toronto, Ontario
M5S 1P7

Mrs. Jean R. Woodsworth
One Voice, Seniors Network (Canada) Inc.
1005 - 350 Sparks Street
Ottawa, Ontario
K1R 7S8

Mr. Richard J. Zanabbi
Chief of Police
Sudbury Regional Police Service
200 Larch Street
Sudbury, Ontario
P3A 1C7



PROCEEDINGS
[report and strategic plans]