

Premier's Advisory Council on Crime and Community Safety

Final Report



(November 2015)

Message from the Chair of the Premier's Advisory Council

November 2, 2015

Dear Premier Davis,

We are pleased to present the report of the Premier's Advisory Council on Crime and Community Safety for consideration by the Newfoundland and Labrador Government. The Council began its work in January 2015 and carried out the mandate you gave us. We consulted with stakeholders in several areas across the province gathering information about community safety concerns, existing crime prevention strategies, what was working well in communities and where there were challenges and potential gaps. It was obvious that there are many dedicated people working hard to reduce crime in our province.

Based on the concerns raised and suggestions made during the consultation process and the literature on community safety and crime prevention strategies, we feel that Government needs to develop a long-term plan that looks at community safety and crime prevention from three perspectives – prevention, crisis response and long-term strategies/supports. This report outlines several recommendations with concrete actions the Premier's Advisory Council believes will improve crime prevention and community safety in our province. We feel that some of these recommendations can be implemented very quickly and we have suggested a five year strategy to implement others. Overall the recommendations should improve efficiency in some areas and be cost-effective for government as well as beneficial to communities.

We would like to thank all stakeholders who participated in our engagement sessions. In spite of the fact that many had recently participated in several other consultation sessions, they were lively contributors to the sessions, honestly shared their information and expressed opinions, and often asked challenging questions.

We would also like to thank the dedicated and professional staff the Office of Public Engagement (OPE), who did such a brilliant job organizing the engagement sessions and collecting the information. All who attended engagement sessions expressed satisfaction with the design of the sessions. While there may have been others assisting behind the scenes, I would specifically like to thank the staff who worked directly with us: Bruce Gilbert (Assistant Deputy Minister), Michelle Snow (Director), Lisa Densmore (Labrador Region), Jamilee Fitzpatrick and Michelle Yetman (Avalon Peninsula Region), Tanya Noble (Gander-New-Wes-Valley Region), Kimberly Olson (Stephenville-Port aux Basques Region), Greg Dominaux (Burin Peninsula Region), Colin Holloway (Clarvenville - Bonavista Region), and Jaiden Wadman (Student).

Thank you as well to all the members of the Premier's Advisory Council for volunteering their time and providing support for this initiative. The time they spent at meetings, brain storming sessions, reviewing documents and offering advice was greatly appreciated. Thank you to Lynn Moore who traveled to Labrador and Cindy Murphy for helping to organize and participating in our Labrador and Corner Brook sessions.

I would also like to thank the many people in the Department of Justice and Public Safety who provided support: Paul Noble (former Deputy Minister), Penny Winter (Policy and Strategic Planning Division), Pam Thomas (Policy and Strategic Planning Division) and Madonna Connors (Executive Support). Especially thank you to Chantal Walsh Dodge, who supported the group throughout the process. She is constantly pleasant and motivating and an exceptional organizer.

We are excited to see our recommendations put into action!

Respectfully submitted,

A handwritten signature in black ink that reads "Anne Morris". The signature is written in a cursive, flowing style.

Anne Morris

On behalf of the Premier's Advisory Council on Crime and Community Safety

Executive Summary

Newfoundland and Labrador is a safe place to live, but key issues were identified in every session that cause people concern and affect the quality of life for many in their communities. The Government of Newfoundland and Labrador had initiated several consultation sessions over the last few years on issues that affect the well-being of individuals and community safety. Many of the concerns raised in those consultation sessions were the same ones that we heard. For many stakeholders the key community safety issues were drugs and addictions, mental health issues, poverty and homelessness. Because of the criminal justice focus of our consultations we also heard about issues related to policing and offenders.

Discussion at the community engagement sessions shed light on many common challenges experienced by multiple participants, across various sectors and communities when aiming to increase community safety and prevent crime. There was considerable frustration that no comprehensive community safety strategy exists for the province and that there are ongoing problems with coordination of services and collaboration among the various agencies and government sectors involved. Most stakeholders agree that crime prevention and community safety are the responsibility of all members of the community working together to find the best strategies that work in their own local context. This report reflects the suggestions which were made by stakeholders in our recommendations.

Police, government officials, community groups and volunteers are interested in making our communities safer and willing to work hard towards that goal. With combined knowledge from all consultations, government departments can work towards initiatives that will support individuals at-risk of becoming involved in the Criminal Justice System. We have an opportunity to build on the strengths that exist in our communities, to provide coordination and support for all those involved in community safety and crime prevention, continue the community engagement process and put a long-term community safety strategy in place. Government needs to develop a long-term plan that looks at community safety and crime prevention from three perspectives – prevention, crisis response and long-term strategies/supports.

Our main recommendation suggests the development of a “backbone” or coordinating structure which we refer to as the Collaborative Community Safety Initiative - Newfoundland and Labrador (CCSI-NL). One of the main goals of this initiative will be organizing collaboration and communication between government departments, horizontal government initiatives, community organizations and volunteers working towards making our communities safer. Our other recommendations focus on policing, issues around offenders, Aboriginal specific concerns and individuals at-risk of becoming involved with the criminal justice system. We have also appended a discussion of promising crime prevention programs that could be considered for the province.

Information in this report is by no means exhaustive. There are more people we would have liked to talk to. We heard about new programs and initiatives every day. Community safety is an ever changing concept and continuing research and community engagement needs to take place on a regular basis. This is a role that the CCSI-NL could take on, if implemented.

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Introduction

The Premier's Advisory Council on Crime and Community Safety was appointed on January 23rd, 2015 and given a mandate to *“examine all aspect of crime in Newfoundland and Labrador and recommend, to the Premier, new crime prevention and reduction strategies to enhance community safety and better understand the needs of victims, offenders and the general public. The Council will act as a conduit for information, with recommendations being informed by public engagement and consultation, literature reviews, jurisdictional reviews, and other methodologies as deemed appropriate by the council.”* (See Appendix A for the Council's Terms of Reference)

The Advisory Council on Crime and Community Safety has representatives with a wide range of experiences from the policing, academia, legal, Aboriginal, and mental health and addictions communities. Appointed members of the Council were:

Anne Morris, Chair
Mary Pia Benuen
Ron Fitzpatrick
Lynn Moore
Cindy Murphy
Sheldon Pollett

Ex-Officio Members

William Janes, Chief of the Royal Newfoundland Constabulary
Tracy Hardy, Assistant Commissioner of the Royal Canadian Mounted Police (*recently retired*)

(For more information on Council Members see Appendix B).

This cross-representation allowed for broad discussions about the root causes of crime and violence in our communities.

The Premier's Advisory Council was given approximately eight months to complete its task and provide recommendations. Information was gathered from many different sources including stakeholder engagement sessions in several areas of Newfoundland and Labrador. Community members were asked to identify their key community safety concerns, to discuss their knowledge of existing crime prevention initiatives, to identify what they felt were the key challenges to successful crime prevention and community safety programs and to suggest ways to make their communities safer.

The government of Newfoundland and Labrador has consulted citizens on many important issues over the last several years. Many of the issues identified in these consultations intersect with community safety issues and were considered when developing the recommendations in this report. An holistic approach to the issues addressing root causes that were raised in all these initiatives will mean fewer people coming into contact with the Criminal Justice System.

We quickly became aware that there some very positive crime prevention programs being run by community organizations and volunteers. As well, we were made aware of some very positive initiatives of government, such as NAVNET, the Poverty Reduction Strategy and the

Interdepartmental Advisory Committee: Clients Complex Service Needs, which are having success implementing a collaborative approach. This is an excellent opportunity for the Government of Newfoundland and Labrador to build on strengths that exist within government and in communities.

Community safety and crime prevention mean different things to different people. For the purposes of its mandate, the Premier's Advisory Council used the following as general definitions of community safety and crime prevention to guide the engagement sessions:

Community Safety

- A place where all citizens regardless of gender, race, age, sexuality, language, income or ability can participate fully and freely in all aspects of community life.
- Community safety means making communities safer by addressing the root causes of crime, victimization, violence and fear that sometimes erode our sense of community.
- It means Communities working to reduce the risks of offending and address the vulnerability of individuals and neighborhoods.
- Ultimately - It is about delivering local solutions to local problems that have been identified by local people.¹

Crime Prevention

- Crime Prevention refers to the development and implementation of strategies and programs that aim to reduce crime before it occurs.
- Is any initiative or policy that reduces or eliminates victimization by crime or violence
- Goes beyond law enforcement and courts to tackle the risk factors that cause crime
- Involves community mobilization and strong partnerships
- Educates and assists community members to be more aware of their own safety
- Involves building strong, cohesive, localized community capacity to effectively prevent crime.
- Is not a static concept – the focus changes with need²

This report is organized in the following manner. It begins with a brief discussion of the costs of crime, including social and financial costs and costs to the Provincial Government. It then looks at some provincial crime statistics that give us an idea of the official crime rates in Newfoundland and Labrador. The report sets out the policing priorities for this province as identified by the Royal Newfoundland Constabulary (RNC) and Royal Canadian Mounted Police (RCMP). It then discusses what was heard at engagement sessions by summarizing answers to the key questions asked. Finally the report outlines recommendations informed by a review of relevant literature and community safety initiatives elsewhere in Canada and key concerns raised at community engagement sessions in Newfoundland and Labrador.

¹ Safer Bristol <http://www.bristol.gov.uk/pagecommunity-and-safety/communitysafety>

Australian Crime Prevention Council www.acpc.org.au Community Safety and Well-Being in Ontario: A Snapshot of Local Voices.

http://www.oacp.on.ca/Userfiles/Files/NewAndEvents/PublicResourceDocuments/Community%20Safety%20and%20Well%20Being%20in%20Ontario%20A%20Snapshot%20of%20Local%20Voices%20English_pub.pdf

² Public Safety Canada – National Crime Prevention Center 2012 <https://www.publicsafety.gc.ca/cnt/cntrng-crm/crm-prvntn/ntnl-crm-prvntn-cntr-eng.aspx>

Newfoundland and Labrador in a Canadian Context

Crime affects us all, whether as victims, offenders, witnesses, or private citizens who hear about crimes as “breaking news” when they turn on their radios in the morning. We hear about someone being killed in an armed robbery in our communities, we hear about a new drug that has hit the street, we hear about the Royal Newfoundland Constabulary (RNC) and Royal Canadian Mounted Police (RCMP) working together to monitor the activities of outlaw motorcycle gangs, or about someone who has been stopped on the highway by police and has no license, insurance or car registration and owes thousands of dollars in fines. We read about crimes in the newspapers and books, watch about crime on TV and in movies, play video games about crime and follow police on Facebook and Twitter. Crime affects us all in many ways; financially in terms of increased taxes to support the Criminal Justice System and increased costs of consumer goods, to causing us to change our behavior after an attack on a popular hiking trail or break-in in our neighborhood. We all know how important it is to prevent crime.

Costs of Crime

Crime can have financial costs and social costs. It costs us as victims, as offenders, and ultimately as taxpayers.

Between 2002 and 2012 the crime rate in Canada fell by 27 per cent from 7,700 to 5,600 crimes per 100,000 of the population. Despite this drop, the cost of dealing with crime by the justice system has risen by 35 percent. The greatest increases have been in policing (44%) followed by corrections at (33%)³.

Correctional Service Canada (CSC) reported in 2013, that while crime rates have decreased considerably, the incarceration rates have changed little since 1978. Additionally, CSC reported that the cost per prisoner in Canadian penitentiaries increased 46 per cent in a decade.⁴

In 2008, Justice Canada estimated the cost of crime and victimization at over \$100 billion, with \$13 billion on the criminal justice system. In 2010, Zhang estimated the cost to be as high as \$200 billion⁵.

The tangible costs of crime include the costs mentioned above related to operating the various components of the Criminal Justice System, health care for victims of crime, lost work and productivity, and stolen or damaged property. It can cost as much as \$943 per Canadian. The intangible costs such as trauma, pain and suffering to families of victims and offenders, counselling, changes in behavior, and loss in quality of life are much more difficult to estimate but could be as high as \$2,048 per Canadian⁶.

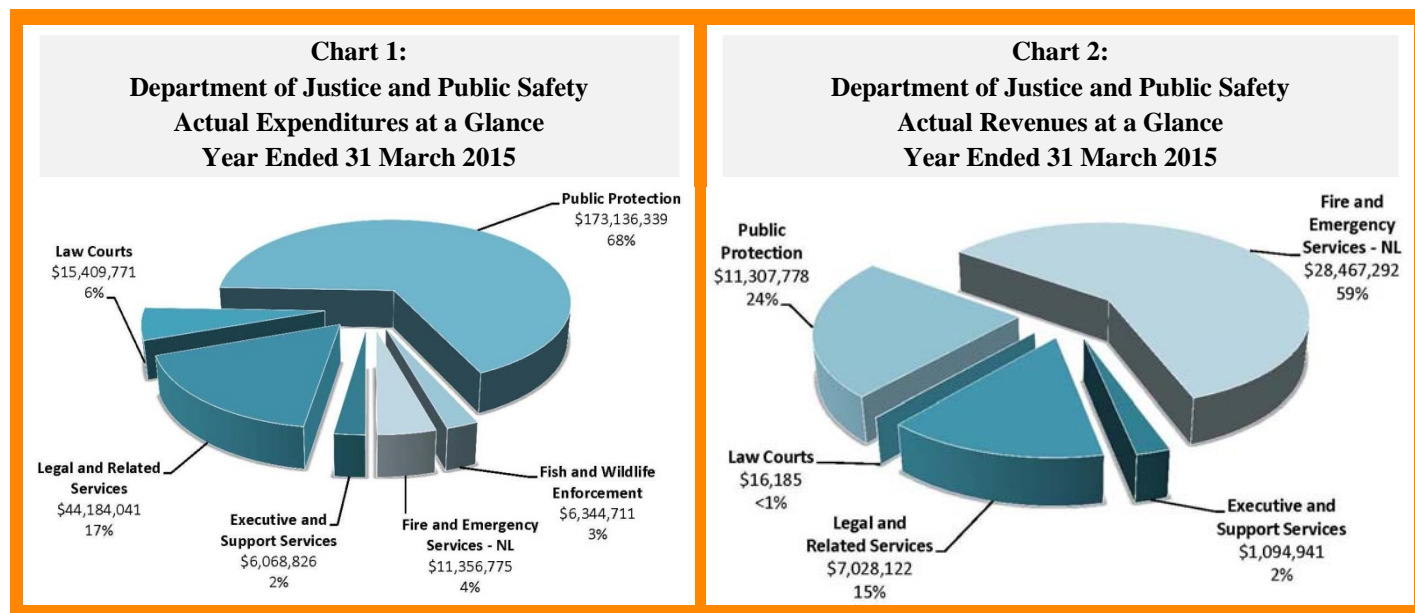
³ Story, Rod and Tolga R. Yalkin. March 20, 2013. Expenditure Analysis of Criminal Justice in Canada. Office of the Parliamentary Budget Officer. Ottawa, Canada. www.pbo-dpb.ca

⁴ Statistics Canada. 2013. Correctional Service of Canada

⁵ Easton, Furness, and Brantingham. The Cost of Crime in Canada: 2014. Report Fraser Institute www.fraserinstitute.org

⁶ Story, Rod and Tolga R. Yalkin. March 20, 2013. Expenditure Analysis of Criminal Justice in Canada. Office of the Parliamentary Budget Officer. Ottawa, Canada. www.pbo-dpb.ca

In Newfoundland and Labrador, according to the Report on Program Expenditures and Revenues of the Consolidated Revenue Fund, the actual expenditures of the Department of Justice and Public Safety for 2014-15 were \$208,586,145. This amount is total expenditures of \$256,586,145 minus total related revenue of \$47,914,318 (*see Chart 1 and Chart 2 below*).



According to the Estimates of the Program Expenditure and Revenue of the Consolidated Revenue Fund 2015-16, the estimated expenditures associated with the Department of Justice and Public Safety are 3.1 per cent of Gross Expenditures for the Government of Newfoundland and Labrador at \$260,375,000⁷. We spend a lot of money on our Criminal Justice System!

Crime rates are dropping across the country, and Newfoundland and Labrador is no exception. Newfoundland and Labrador remains a relatively safe place to live, but there are some areas of concern.

According to the Statistics Canada Juristat entitled “Police-reported crime statistics in Canada, 2014”, released on July 22, 2015, Newfoundland and Labrador had an overall reduction in its crime rate (-6%), violent crime rate (-8%) and property crime rate (-7%). Of all Canadian provinces and territories, Newfoundland and Labrador had:

- The 8th lowest property crime rate in Canada (*Table 3*);
- The 7th lowest violent crime rate in Canada;
- The 6th lowest crime rate in Canada;
- The 5th lowest crime severity index in Canada;
- The 4th lowest violent crime severity index in Canada (*Table 4*);
- The 6th highest rate of impaired driving, despite an eight per cent decrease (*Table 7*); and,
- The lowest rate of homicide.

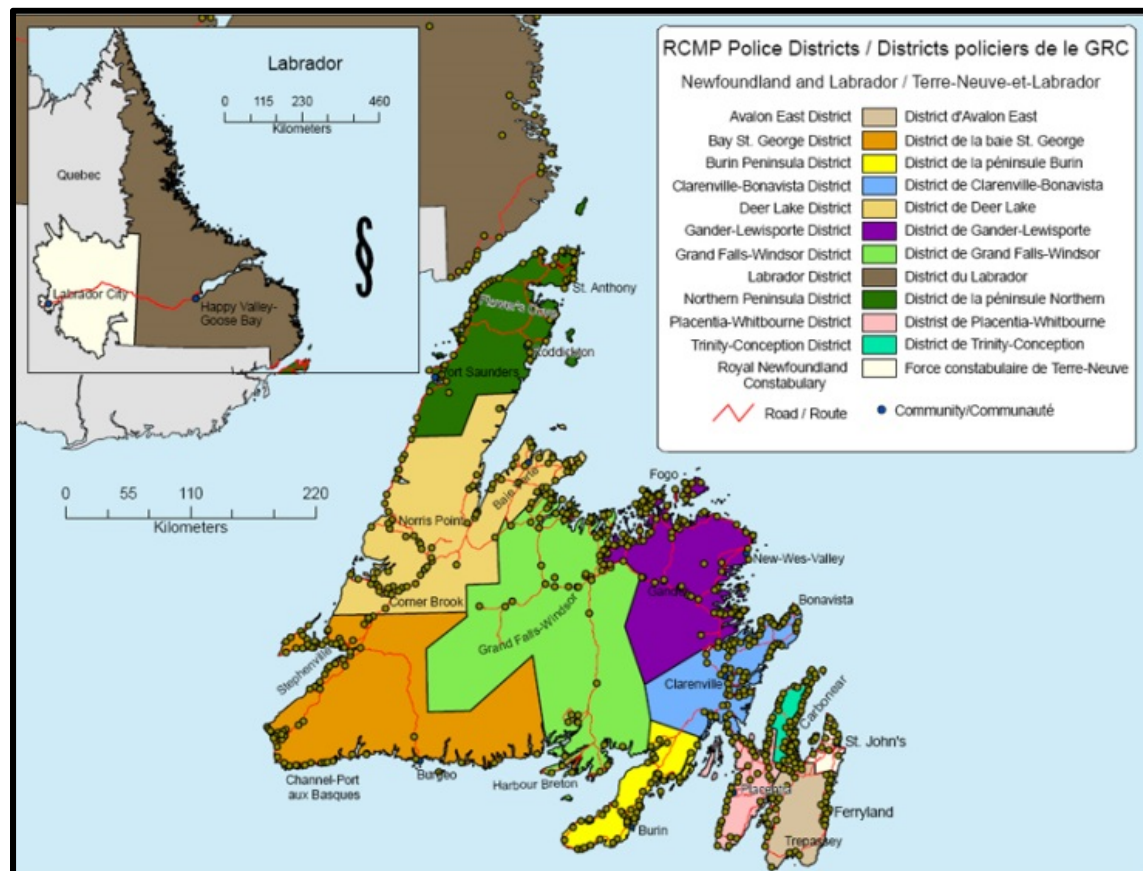
⁷ source: http://www.budget.gov.nl.ca/budget2014/estimates/budget_estimates_2014.pdf

In 2014, Newfoundland and Labrador also experienced a significant decrease in the youth crime rate (-17%) and the youth violent crime rate (-8%), but an increase in the number of youth assaults (4%) (*Tables 8-9*)⁸.

Estimates are that only about 30 per cent of crimes get reported to the police. What remains is often referred to as “the dark figure of crime.” Some of the types of crimes that do not get reported are most often those involving Intimate Partner Violence and other types of interpersonal violence. This is an important fact to consider when addressing community safety⁹.

Policing Priorities

The organization of police services in Newfoundland and Labrador is structured in a unique way in Canada. The Royal Newfoundland Constabulary (RNC) is the provincial police force and provides policing services in the St. John’s Metropolitan Area, Corner Brook and Labrador West. The Royal Canadian Mounted Police (RCMP) polices the remaining areas of the province. How these services are organized affects how police services are delivered¹⁰.



⁸ Youth crime rates are affected by underreporting and police charging practices under the YCJA such as issuing warnings. Some police officers in NL feel there is no difference in the amount of youth crime and in many cases it is more serious than in the past. (Morris and Enstrom, 2014)

⁹ Public Safety Canada – National Crime Prevention Center 2012 <https://www.publicsafety.gc.ca/cnt/cntrng-crm/crm-prvntn/ntnl-crm-prvntn-cntr-eng.aspx>

¹⁰ Morris and Enstrom (2014)

Both police forces have identified priorities for their organizations to address.

Key priority areas for the RNC include:

- Improve Highway Safety
- Enhance Response to Intimate Partner Violence
- Enhance Relationship with Community and Stakeholder Groups
- Enhance Response to Persons with Mental Illness
- Continue to Implement Intelligence Led Policing
- Promote Gender Equity and Diversity



Key priority areas for the RCMP include:

Provincial policing priorities for Newfoundland and Labrador:

- Traffic Safety
- Violence prevention
- Youth Crime Prevention

National Priorities for all provinces and territories:

- Serious and Organized Crime
- National Security
- Youth
- Aboriginal Communities
- Economic Integrity



The RNC and RCMP also have joint operations to address specific policing priorities. For example:

- Combined Forces Special Enforcement Unit–Newfoundland and Labrador (CFSEU-NL): The RNC and RCMP work cooperatively in this unit to fight internet child exploitation, illegal drugs and organized crime.
- Intimate Partner Violence Initiative: Is a collaborative effort to enhance responsiveness to intimate partner violence. RNC and RCMP resources are dedicated to enhance awareness, education, investigation, and social service follow-up of intimate partner violence environments.



While regional differences need to be considered, the police have also identified the following concerns as provincial statistics in these areas are trending upwards:

- Child pornography offences;
- Impaired driving charges;
- Offensive weapon use (driven by reports of “careless use of firearms”);
- A preference for and availability of more potent and more addictive drugs in all areas of the province; and,
- Intimate Partner Violence.

Interestingly, a new study entitled “Police-reported crime in Canada's Provincial North and territories, 2013” was released by Statistics Canada on May 5, 2015. It examined police-reported crime in the territories and in the Provincial North. The study found that the northern regions of British Columbia, Alberta, Saskatchewan, Manitoba, Ontario, Quebec, and Newfoundland and Labrador all report higher crime rates than their southern counterparts.

As seen in the following table, the northern region of Newfoundland and Labrador had a crime rate that was three times the rate for the remainder of the province.

Police-reported crime rate, by province and territory and by north-south region, 2013			
	South	North	Total
	crime rate (total) per 100,000 population		
Canada	4,749	11,674	5,190
Total provinces	4,749	10,425	5,093
Newfoundland and Labrador	5,204	19,368	5,955
Prince Edward Island	5,854	...	5,854
Nova Scotia	5,632	...	5,632
New Brunswick	4,813	...	4,813
Quebec	3,833	4,404	3,861
Ontario	3,512	6,290	3,678
Manitoba	6,062	31,225	7,967
Saskatchewan	9,114	54,978	10,644
Alberta	6,300	13,140	7,018
British Columbia	7,050	12,711	7,454
Total territories	...	34,594	34,594
Yukon	...	23,523	23,523
Northwest Territories	...	45,763	45,763
Nunavut	...	32,345	32,345
... not applicable			
Source(s): Uniform Crime Reporting Survey (3302).			

According to RCMP data for the Labrador district (excluding the areas of Labrador City, Wabush and Churchill Falls) between 2011 and 2014:

- Violent crime has trended upward;
- Sexual offences have trended upward and increased 36 per cent between 2013 and 2014;
- Drug trafficking violations have trended upward, and increased 65 per cent between 2013 and 2014; and,
- Drug possession violations have trended upward, and increased 16 per cent between 2013 and 2014.

This information certainly has an impact on policing priorities for the RCMP in Labrador.

Literature Review

The Premier's Advisory Council on Crime and Community Safety completed a literature review to inform its work. There is a wealth of literature about community safety, crime reduction and crime prevention programs. For the purpose of this report, we looked at studies and reports on community safety and crime prevention from Australia, Great Britain, the United States, but mainly focused on Canadian initiatives.

The Premier's Advisory Council also reviewed the reports of many consultations processes carried out by the Government of Newfoundland and Labrador (GNL) in recent years, including:

- Social Housing Plan (2009)
- Safe and Caring Schools (2012)
- Violence Prevention Initiative (2012)
- Violence Prevention Initiative (2015-2019)
- A Roadmap to End Homelessness in Newfoundland and Labrador (2014)
- Healthy Aging Policy Framework (2007)
- 10-year Child Care Strategy (2012-2022)
- The 'what we heard' online reports from the Poverty Reduction Strategy consultation sessions (2014-15)
- Premier's Summit on Health Care (2014-15)
- The 'what we heard' online reports from the All Party Committee on Mental Health and Addictions (2015)
- Population Growth Strategy (2015)
- Pre-Budget Consultations (2015)
- It's Nobody's Mandate and Everyone's Responsibility: Sexual Exploitation and the Sex Trade in Newfoundland and Labrador (2011)

The Innu Healing Strategy (2014), a joint initiative of both the Mushuau Innu and Sheshatshiu Innu, was also reviewed.

Some key findings from the literature included:

- Most provinces in Canada have already produced Community Safety/Crime Prevention Strategies.
- There are a number of areas of commonalities nationally, including issues around lack of collaboration and coordination, organizations working in silos, limited access to and gaps in services.
- Programs using a collaborative approach and addressing root problems have been very successful.
- The most successful programs involve delivering local solutions to local problems that have been identified by local people.
- Successful crime prevention programs need good leadership, strategic partnerships and community support.
- Creating safe communities involves a "whole of government" approach which involves partnering, collaborating and sharing with communities.

- There are a number of initiatives that have proven to be successful and have been replicated in other jurisdictions. Two initiatives that show promising results are the HUB¹¹ project and REACH¹².
- Successful community safety initiatives focus on prevention, crisis intervention and long-term solutions.
- Recidivism rates are influenced by the lack of coordinated supervision, support and access to services for chronic offenders.
- Many offenders have complex needs related to addictions, mental health and safe and affordable housing.
- Youth who commit crime and youth who are at-risk of committing crimes have a myriad of complex issues. At-risk youth have experienced family breakdown, childhood trauma, addictions, mental illness, poverty, extreme forms of violence and abuse, disrupted educations, involvement of child protection and the justice systems. Two specific groups that are overrepresented in the homeless and at-risk populations are those who identify as LGBTQ and youth who are Aboriginal. Youth who are homeless are also at much greater risk for sexual exploitation, victimization, violence, poor nutrition, poor physical health and mental illness¹³.
- Many of the issues identified in other Government of Newfoundland and Labrador consultations intersect with community safety issues.
- A common theme across the Government of Newfoundland and Labrador consultations was the need for holistic approaches to address root causes.

¹¹ McPhee, Dale R. and Norman E. Taylor. The Prince Albert Hub and the Emergence of Collaborative Risk-driven Community Safety. Canadian Police College Discussion Series. 2014 <http://www.cpc-ccp.gc.ca/sites/default/files/pdf/prince-albert-hub-eng.pdf>

¹² http://www.edmonton.ca/city_government/city_organization/reach-edmonton-council-for-safe-communities.aspx

¹³ Towards a Solution Creating a Plan to End Youth Homelessness in Newfoundland and Labrador. 2/19/2105

Public Engagement Process

The Premier's Advisory Council on Crime and Community Safety worked with the Office of Public Engagement to develop and implement the public engagement process. The Premier's Advisory Council was interested in hearing from citizens to determine if the concerns expressed in the literature and by the police were echoed by community members.

The general engagement tools included a website containing information and included ways to communicate with the Premier's Advisory Council as follows:

- An online feedback form
- A discussion guide that could be downloaded
- A toll-free telephone line
- An email address
- A mailing address

The targeted engagement process included:

- In-person sessions with broad stakeholder representation held in:
 - Happy Valley-Goose Bay (May 27, 2015);
 - St. John's (June 23, 2015);
 - Gander (August 11, 2015); and
 - Corner Brook (August 12, 2015).
- A multi-site session using telephone and web technology was held on September 10th, 2015 and included participation from stakeholders in the areas of Clarenville, L'Anse au Loup, Marystown, Postville and Rigolet.
- In-person sessions held at the following correctional institutions for persons with lived experience:
 - Labrador Correctional Centre (Happy Valley-Goose Bay)
 - Her Majesty's Penitentiary (St. John's)
 - Clarenville Correctional Centre for Women (Clareville).
- A meeting was held with the President of the Citizen's Crime Prevention Association of Newfoundland and Labrador.
- Additionally, informal meetings were held with government employees in the departments of Advanced Education and Skills and Justice and Public Safety to gather further information in specific areas.
- Finally, a round table information sharing session was held with the leads of the various horizontal initiatives of the Government of Newfoundland and Labrador.

Members of the Premier's Advisory Council had also scheduled visits to many coastal communities in the Labrador region of the province in August 2015, however, weather conditions at that time prevented air travel.

All stakeholders above were asked the same five questions:

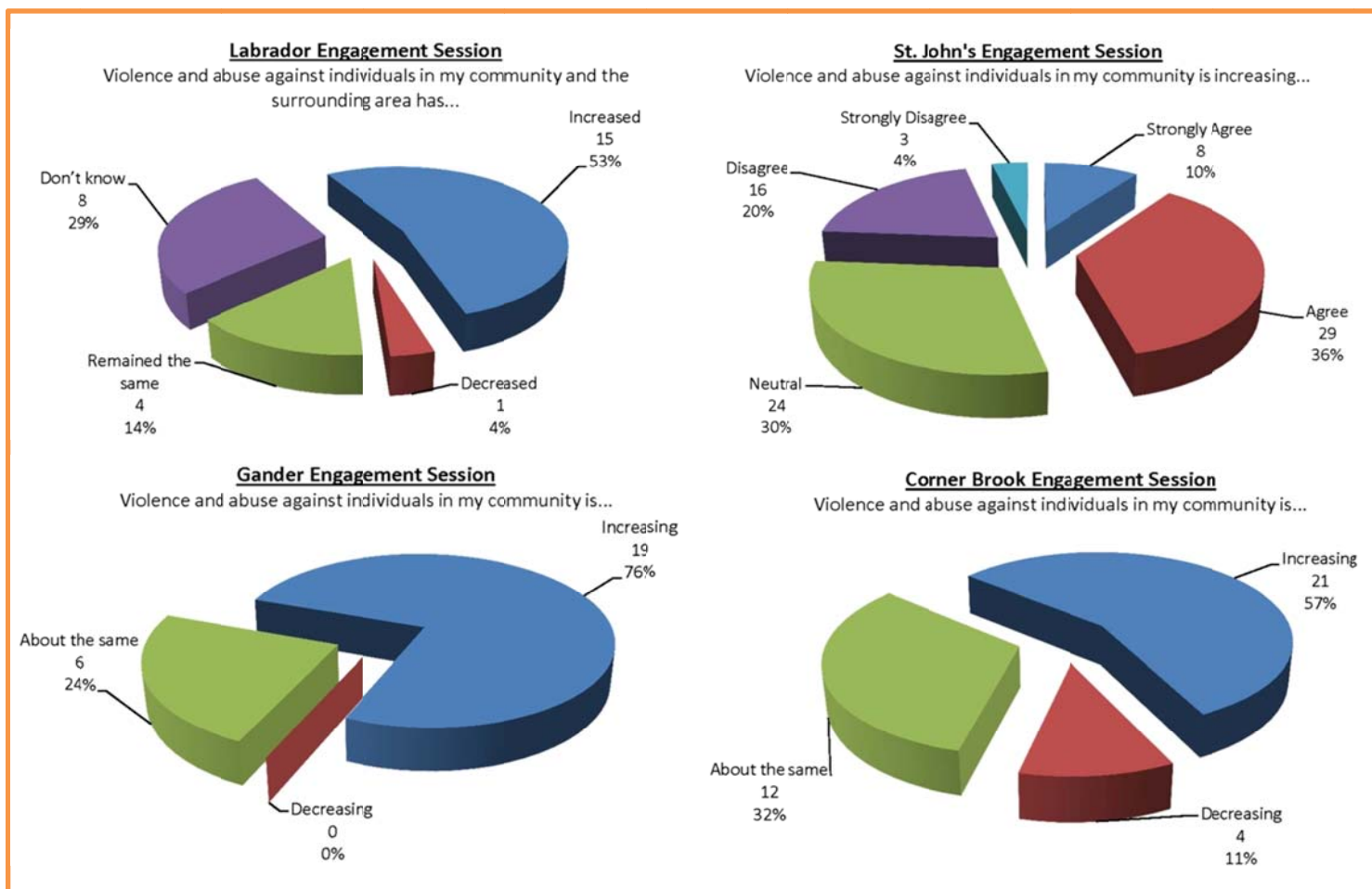
1. What do you think are the key issues affecting safety in your community?
2. Crime prevention requires strategies and programs that aim to reduce crime before it occurs. What kind of crime prevention services would work or are working in your community?
3. What are the challenges to putting crime prevention programs in place for at risk or vulnerable individuals in your community?
4. What recommendations would you suggest to improve community safety?
5. Is there anything else you would like to add regarding Crime and Community Safety?

What We Heard

Many of the people who participated in the engagement sessions are actively involved in crime prevention in their communities. Some expressed “consultation burnout” and concern that, even though they have provided feedback multiple times in the past, not much had happened to make them believe they would see their feedback actioned. Still, they were all very concerned about the safety of their communities and made time to share their information with us. They agreed that community safety lies in the hands of the community working in cooperation with the police and others involved in the Criminal Justice System. They told about programs in their communities that are working well. They identified the challenges to keeping their communities safe. They had many good ideas to share with us and were keen to be part of a process that could help make positive things happen. People were encouraged to contact us directly or leave notes on the table if they did not want to address their concerns to the larger group. Everyone’s comments around the discussion table were recorded and reviewed, as well as the comments from the group and individual submissions. It is impossible to include all the concerns and suggestions we heard. A brief summary of the key issues identified is contained in this section, with more detail on the responses contained in *Appendix D*.

Much of what was heard at the engagement sessions echoes what has been heard in other provinces across the country and in other consultations in Newfoundland and Labrador. Other provinces have produced recommendations to deal with these problems and some new programs have been having success. We can learn from other jurisdictions and draw on lessons learned to implement effective and cost-effective initiatives in Newfoundland and Labrador.

Stakeholders feel that Newfoundland and Labrador is a relatively safe place to live. They generally feel safe in their communities and have considerable confidence in their police services. However, they also identified that economic prosperity in recent years has led to an increase in certain types of crimes. Stakeholders are concerned about this increase in crime and increase in violence in their communities. This is reflected in the following chart.



Key Themes/Concerns from Engagement Sessions

From responses to the first question about “factors that affect safety in your community” several key themes were identified.

1. Substance abuse and related criminal activity
2. Mental Illness and involvement with the criminal justice system
3. Intimate Partner Violence
4. Offenders – lack of meaningful consequences, programming, supervision, and housing supports
5. Safe and affordable housing for at-risk individuals as a foundation for supportive interventions
6. Youth-at-risk, family support/parenting skills, recreational activities, homelessness
7. Need for education for all children, starting at kindergarten and continuing until graduation from high school, around respect, diversity, drugs, decision-making, sexuality and other personal, social and safety issues
8. Policing - Highway safety, prolific offenders and community policing
9. Other Gaps – not enough prevention programs, lack of services for all at-risk groups, lack of information about existing services and lack of coordination of services

The following section is a summary of key points from answers to each question (*More details on promising crime prevention programs and a brief summary of existing crime prevention programs can be found in Appendices E and F*).

Question #1 – Key Issues that Affect Community Safety

One of the key issues identified in all the engagement sessions as a factor affecting community safety was the ***use of drugs, addictions and related criminal activity***. Drugs seem to be readily available in many communities. The feeling is that more people are becoming addicted to drugs and committing crimes to support drug habits. Some people expressed concern that community members know where the drug houses are but it is not always easy for police to get the appropriate evidence to apprehend those involved. People are also afraid to come forward because of reprisals. Most of the offenders who participated in the engagement sessions identified drug abuse as the major problems in communities. One female offender stated “*as an inmate at NLCCW I have not met many women offenders that haven’t had an addiction. ...the addiction causes people to do things they would never consider doing if they indeed were not affected by the influence of the addiction.*” Also many stakeholders stated that they felt substance abuse leads to Intimate Partner Violence.

Police officers involved in the engagement sessions also see drug abuse as a major community safety concern. One officer stated: “*addiction to certain highly addictive classes of drugs and the spin off crime that is caused by drug addiction is a major problem in our province.*”

Another key issue raised related to addictions was ***lack of services***, especially in rural Newfoundland and Labrador. Waiting lists are very long for services and people get worse while they are waiting. Sometimes people who were not involved with crime when they began to seek help became desperate and committed crimes while waiting for treatment. Stakeholders told stories of people who committed suicide while waiting for treatment.

One police officer suggested that “*an appropriate tool to help combat this is for the Province to have a pharmacy/prescription system whereby all prescriptions are linked to all pharmacies within the province. This would cut down on the incidents of one individual getting the same prescription filled several times within a short period of time.*” Many participants asked similar questions about why there were not more controls over prescriptions.

Many people referred to the difficult circumstances of ***individuals with complex needs including those with serious mental health issues***. Concern was expressed that many people with mental health problems are becoming criminalized. There are limited psychiatric services for people with mental illness in rural NL, and long waiting lists for services everywhere. There are few support services available in many communities. Police officers often become the only place that families can turn for help. Police officers expressed frustration with bringing a person with mental illness to an emergency department or psychiatric facility to find out they have been released within 24 hours without getting the help they need and the police are called upon again to help the same person often the next day. “*Sometimes police become the only support available for a person with mental illness. It is frustrating to see the revolving door at the hospital.*” A concern that was expressed in some locations was the lack of support for young men with mental health issues. Participants suggested it is culturally much harder for young men to seek help and

they don't have a social network in the same way young women often do. This can lead to suicide. Access to mental health services is a key issue for adults and youth.

Concerns were expressed about the number of individuals with mental illness who are in prison and not receiving any treatment.

Stakeholders also raised concerns about lack of training for police who come into contact with persons with mental illness on regular basis.

Intimate Partner Violence was a key topic of conversation at every session. People are also concerned about elder abuse and child abuse. Concerns were raised about bullying in schools and also about discrimination against those who are different or disadvantaged in our society. This includes the LGBTQ community and persons with disabilities. Stakeholders feel that more needs to be done around education about the role of women in society and respecting individual differences.

We were told that there are not enough places for women and children to go to feel safe in their communities. It was especially noted in Labrador that safe houses in the local community are not always a good idea. Community members were concerned about people who work in the sex trade and sexual exploitation in general. Release of the report on the sex trade has certainly raised concern about the number of young people involved in the trade in urban and rural areas of the province.

Many participants suggested that reporting rates are low for Intimate Partner Violence and sexual assault in general. Victims are often afraid of retaliation by the offender if they report to the police. They are also not willing to go through the trauma of involvement with the Criminal Justice System which is perceived as giving offenders light sentences and not reflecting the seriousness of the issue.

Concern was expressed about the relationship between substance abuse and violence in general and the increased presence of organized crime in several communities in Newfoundland and Labrador.

There were several major concerns ***relating to offenders*** raised at all sessions. People are concerned about meaningful consequences for offenders. There are constant news reports of the same people being arrested over and over again, breaches of conditions and what seems like short sentences for even violent crimes. People are confused about the types of sentences people get and the reasoning behind them. They feel that some judges are dealing with the same crimes in different ways. Many stated that they do not understand how the Criminal Justice System (CJS) operates.

Some stakeholders identified ***lack of cooperation between the various components of the CJS*** as concerning. Plea deals and frequent releases of offenders are not popular with the police or the public. Concerns were also expressed about lack of alternative measures, restorative justice and electronic monitoring programs and how beneficial they could be for minor offenders and for community safety.

Stakeholders talked about a ***lack of programs for offenders in some rural areas of the province***. They suggested programs are needed around issues related to violence and substance abuse.

They also expressed concerns about individuals incarcerated who need treatment for mental illness.

Concerns were expressed about the ***need for a new prison to replace Her Majesty's Penitentiary*** and about inadequate conditions in other facilities, particularly in Labrador. We heard from many of those who work with offenders about inadequate planning for the transition from jail back into the community. Offenders often do not have a safe and supportive environment to go home to and little follow up and support is provided. This often means they are back inside in a short period of time. We heard of people committing offences so they would have three meals a day and a warm place to sleep.

Safe and affordable housing was raised as an issue for many in the community who are experiencing homelessness in one form or another. Vulnerable youth, persons with addictions issues, offenders released from prison and persons with mental illness have difficulty finding a decent place to live. Many of them also need ongoing support to live on their own and this is often not available.

Community members particularly in rural areas of the province complained about ***lack of visibility of police***, in their communities and on the roads enforcing traffic safety. Highway safety was a major concern expressed by the police and the public. People are very concerned about distracted driving, impaired driving, speeding in school zones, abuse of ATVs and all aspects of highway safety. One police officer stated: *"As a father of two and a police officer I am gravely concerned about the number of motorists using handheld devices on our highway while operating a motor vehicle. Nationally, the use of handheld devices while driving has been noted to be more serious than impaired driving and a major contributing factor in fatal and serious injury motor vehicle collisions."*

We heard that access to police is difficult for some groups and in some areas. The Deaf community does not have access to 911 service because it is not TTY enabled. Individuals in more isolated communities complained the response time for police was often over one hour with all calls going to St. John's for dispatch, even when the local police station was just next door. They also complained about not having 24 hour policing in all areas of the province. Police in some rural Labrador communities are very happy with their policing services. They told us that crime had decreased in their communities because of police efforts and they were fearful they may lose their police officers.

Community members complained about ***lack of coordination between service providers*** and organizations working with at-risk individuals. They complained that often one group does not know what the other is doing and considerable money could be saved with some coordination and collaboration to work in the best interest of the client.

The main ***issues about youth*** were around bullying and the changing dynamic of bullying online. Concerns were expressed about the difficulty of parenting today's teenager. Participants felt there were not enough activities in many communities for youth which contributed to them getting into trouble. Stakeholders talked about families living in poverty and the difficulty providing all their children's needs. They talked about the importance of family resource centers and free programs for all young people. Participants indicated that youth seem to be more

involved with drugs and alcohol than in the past. Also, they suggested that youth don't always understand the consequences of their actions.

The Council heard about *at-risk youth and the problems they experience with homelessness, being victims of violence, addictions and mental health*, and the difficulties of connecting these young people with appropriate services and supports.

Question #2 - Crime Prevention Programs that are working well or would work well in communities.

As mentioned earlier, Newfoundland and Labrador is a relatively safe place to live. There are already many crime reduction/crime prevention programs in our communities that work very well. These programs are run by the various levels of government, police organizations, community-based organizations and volunteer groups. A very small selection of these programs will be discussed in this section (for information on other programs see *Appendix E*).

Led by Municipalities

The city of St. John's established a Mayor's Advisory Council on Crime Prevention Committee early in 2014 to provide information and advice to the municipal council on crime prevention issues that affect the City. They designed and implemented a survey in June 2014 which sought input from a continuum of groups/agencies on their clients'/members' concerns and experience with crime, as well as crime prevention strategies which they had found effective. Based on the results of the survey, and input from committee members, it agreed to focus on three areas/groups for further consultation. These included: youth and youth-serving agencies, community centres/neighbourhood groups/tenant associations and key stakeholders in the downtown business and bar industry. In focusing on crime prevention and creating safe communities, the St. John's Crime Prevention committee has stated that the City's strategy must include supporting children and youth who are at the highest risk for offending. St. John's City Council will play a part in working with front-line community organizations and the private sector to address this problem in a meaningful way.

The city has initiated many actions in the area of crime prevention. It supports the Neighborhood Watch program which provides safety tips to citizens on home safety. It is looking at the feasibility of starting a Neighborhood Business Watch program. The City provides recreational programs for youth and utilizes the support of the Recreation Experiences and Leisure (R.E.A.L.) program to subsidize fees for children in families living on lower incomes. The City intends to include a targeted strategy towards at-risk individuals. The City also works with the RNC crime prevention initiatives including presenting workshops on issues like Drugs and Driving¹⁴.

Other municipalities across the province are actively involved in various crime prevention initiatives including the Citizens' Crime Prevention Association of Newfoundland and Labrador, Crime Stoppers and Neighborhood Watch.

Another example of municipal involvement is the commitment by the Town of Conception Bay South to increase awareness of violence against women and support the family of Julianne

¹⁴ [http://www.stjohns.ca/sites/default/files/files/agenda/Final%20Report%20\(City%20Version\)plain_0.pdf](http://www.stjohns.ca/sites/default/files/files/agenda/Final%20Report%20(City%20Version)plain_0.pdf)

Hibbs, who, along with her fiancé Vince Dillon, was murdered by an abusive ex-boyfriend in 2013. The town is supporting several events, including the annual W.A.V.E. (Walk, Against Violence, Everyone).

Led by Police

There are many crime prevention/reduction initiatives led by police in our communities. The Combined Forces Special Enforcement Unit – Newfoundland and Labrador is a joint effort of both police services to fight against child exploitation, illegal drugs and organized crime. This initiative was supported by a \$1 million investment from the Government of Newfoundland and Labrador in 2013¹⁵ and a \$1.5 million investment in 2014.

Both police forces in the province also have Intimate Partner Violence coordinator positions and crime analysts. These positions work to identify individual and families in abusive situations and intervene as necessary to protect them.

Both provincial forces are also involved in many crime prevention initiatives in communities and schools. These include the Drug Awareness and Resistance Education (DARE) and Students Taking Responsibility in Violence Education (STRIVE) programs, camps for at-risk youth, safety programs for seniors, recreational activities for youth and involvement in provincial, municipal and community volunteer crime prevention committees.

Led by Government

The Provincial Government completed the Violence Prevention Initiative action plan 2006-12 and recently launched a new four year strategy for 2015-19. Some of the investments in community safety under the VPI included \$5-6 million in grants for community organization to work on violence prevention and \$2 million for social marketing activities and public awareness campaigns, including Respect Women, Outrage NL (youth violence), Child Abuse Reporting, and Preventing Violence Against Older People. It also provided \$1 million for violence prevention training and trained over 1,000 people in six years. It provided \$110,000 annually to the Newfoundland and Labrador Sexual Assault Crisis and Prevention Centre.

The Department of Education and Early Childhood Development instituted a Safe and Caring Schools policy in 2006. It is now revising that policy in consultation with community stakeholders. Some programs undertaken include: suicide intervention trainers within the education system across the province, non-violent crisis intervention teams within schools where a need is identified, the expansion of activities related to Violence Awareness Week and online resources for students, parents and teachers to help in their efforts to address violence in schools¹⁶.

Led by Community groups

There are many community organizations who are very involved in crime prevention activities for the people they service. One example would be the Velocity Adventure Program, run by Thrive. It is an adventure based program for males 13-18 and females 13-17 designed to build

¹⁵ Provincial Government news release on combined special enforcement unit to fight child exploitation, illegal drugs and organized crime. www.releases.gov.nl.ca/release/2013/just/116n01.htm

¹⁶ Safe and Caring Schools (www.releases.gov.nl/releases/2013/just1120n10.htm)

life skills, foster personal development, encourage healthy choices and build positive interpersonal and community relationships. It targets, but is not limited to, youth who are deemed to be at risk for substance use/abuse, lack of connection to school, and/or early aggressive behavior¹⁷.

Other community organizations like Turnings, John Howard Society, Choices for Youth, Stella Burry, and Waypoints are examples of community groups that provide programs beneficial to at-risk individuals in our community.

Led by Volunteers

Other volunteer organizations like the Citizens Crime Prevention Association of Newfoundland and Labrador provide hundreds of programs across the province through its local committees. Some of these programs are offered in schools, others in the community. Some examples include the Halloween Pumpkin Patrol, PALS (police at local schools program), TRUST (Teaching, Respecting, Understanding, Supporting Teens), and Annual coordination of “Together Against Violence” campaign. Other programs include Neighborhood Watch and Crime Stoppers.

Programs mentioned as successful by stakeholders

The types of programs that stakeholders knew well and feel are working in their communities are: the Violence Prevention Initiative’s respect women campaign, Newfoundland and Labrador housing programs, Drug Awareness and Resistance Education (DARE), Students Taking Responsibility in Violence Education (STRIVE), wilderness camps for at-risk youth, and computer safety education programs for parents and seniors. Also recognized were the Rachael Project, Roots of Empathy, Prevent Alcohol and Risk-Related Trauma in Youth (PARTY) program, Neighborhood Watch, Crime Stoppers, Community Recreational programs, Family Resource Centres, Housing First, Community Youth Network, Police Road Safety Checks, the Families and Schools Together (FAST) program, Stella’s Circle, the Gathering Place, Pottle Centre, and Choices for Youth.

People generally felt that most programs should target youth, and be offered in school and the community with police involvement to build trusting relationships. All agreed that programs should be accessible to everyone regardless of income.

Question #3 - Challenges to putting community safety/crime prevention programs in place in communities?

There were several ***roadblocks*** identified by community members to putting programs in place. Council members heard about the ***lack of safe and affordable housing***. Given the philosophy of the “housing first” campaign, it is impossible to provide services for at-risk individuals unless they first have a safe place to live. People felt that the ***government is out of step with the communities***. It is ***more concerned with cost saving and in fact is wasting money by not providing proper coordination and linking service providers to one another***. People felt that ***referral services are often too complex*** for individuals needing help to navigate and access to the

¹⁷ Thrive (www.thrivecyn.ca/what-do-we-do/velocity-adventure-2)

services is difficult. The *hours of operation are not always best suited for certain individuals, transportation, childcare and long waiting lists can be issues.*

Groups providing services to at-risk individuals in the community are constantly challenged by the *time consuming process of having to reapply for funding* – usually annually. They have to work hard to provide evidence supporting the success of their programs and this evidence often has nothing to do with if funding is extended or granted.

In some communities there are not enough *volunteers*. In many Newfoundland and Labrador communities family members work away for extended periods of time and therefore are not available to help in the community. This means that other community volunteers become burned out. Also some people expressed concerns about *increased liability, risk and high stress levels associated with volunteering*. In some places *lack of education and awareness* of the importance of programs and *community buy in* is an obstacle. There is no coordination within communities about what types of programs are being offered by whom. Sometimes groups are trying to accomplish the same goals. Often *facilities* are not available for programs to take place and there is *no cooperation between community members and the school*. A *lack of a system support, core funding, and staff to provide program consistency and succession planning* is a concern for many. There is a need to build community capacity by developing train-the-trainer programs and providing support for volunteers.

There is *not enough flexibility* in programs. Rigid guidelines are put in place for who can participate and spaces might remain vacant when they could be used by someone who does not fit all the guidelines but could benefit from the program. The issues of *short term vs. long-term projects* was raised as a concern because often programs need time to have an impact.

Sometimes it is difficult to get parental consent for kids to participate in programs that might be beneficial to them. Also there is *not enough follow-up with youth* who get into trouble, participate in helpful programs and then go back to the same environment where they got into trouble in the first place.

Other stakeholders mentioned that *trust in terms of partnering* with police, schools, government departments, and social services can be an issue.

Question #4 – Stakeholders Recommendations for improving community safety in Newfoundland and Labrador?

The Council heard many suggestions from interested stakeholders on how community safety could be improved. *Focus needs to be on the root causes of why people get in trouble. Deal with addictions, poverty, deplorable housing conditions and mental illness and the community will be safe.*

Many people involved in the consultation mentioned the importance of *focusing on the top five per cent who commit most of the crimes*. They should receive *meaningful consequences* for their actions. There should be consistency between judges when handing down sentences.

There needs to be a *monitoring program for all prescriptions* in the province so individuals will not be able to go to another doctor and another pharmacy and get more drugs.

Services need to be available for offenders in institutions and upon release. They need long term ongoing support including things like education and employment counselling. It needs to be available right across the province. Many suggested that programs like those offered by John Howard Society should be available to all who need them.

People felt there should be more *support and partnerships to run community-based programs based on the needs of that particular community.* At every session the importance of *collaboration between schools, government services, police and community* and any others involved was highlighted. There should be information sharing and coordination between all those involved in providing services to at-risk individuals. *Silos within the system need to be removed and wait lists need to be shortened.* There needs to be an *holistic approach* and multi-year funding for programs around mental health and substance abuse.

Others highlighted the importance of *community wellness centers* which deal with a multitude of issues starting with physical and mental health. There needs to be a *special focus on young males – and issues like addictions, mental health and homelessness.* Wrap around and support services for victims and offenders should be readily available.

There should be *more education and awareness* around consequences of actions directed at youth and parents. *Police presence in the schools* is a good idea. There should be more visual and vocal champions for various programs announcing their successes. There should be more training for support staff and volunteers in the community. *Early intervention programs* need to be strengthened – investment needs to be made in *quality day care and family resource centers.*

There needs to be *funding available to have more community policing officers.* Increase highway police services and provide stronger punishments for those who make our roads unsafe.

There should be more use of social media to get messages out.

Recommendations

Over the course of its work, the Premier's Advisory Council on Crime and Community Safety realized that there are a wide range of programs and services offered through government and community organizations which aim to address issues related to crime and community safety. The recommendations contained within this report have been developed with the knowledge that these programs and services exist, and that there are other comprehensive strategies which have been recently released (e.g., Working Together for Violence-Free Communities: An Action Plan for the Prevention of Violence in Newfoundland and Labrador 2015-19) or that will be released in the near future (e.g., All Party Committee on Mental Health and Addictions). There are commonalities across the work of many strategies, departments, and community groups. The Premier's Advisory Council has focused its recommendations to reflect concerns raised at engagement sessions, address identified gaps and to complement other work being completed in areas of commonality.

When the recommendations from this and other strategies of government are implemented, Newfoundland and Labrador will be well on its way to making our communities safer for all citizens.

Recommendation #1: It is recommended that Government develop a long-term plan that looks at community safety and crime prevention from three perspectives – prevention, crisis response and long-term strategies/supports. To do this, government needs to improve the coordination and collaboration of services for victims, offenders and at-risk individuals, including program criteria and funding models.

Issue Description

A common theme identified throughout the engagement process was the need for government departments and agencies to better coordinate and collaborate in the delivery of services, not just between government organizations, but with community partners as well. While there was recognition that there have been some improvements, stakeholders felt that the progress has been slow and there are still many gaps. Feedback also indicated that government departments are not always aware of initiatives delivered in other departments to address the same issue.

Stakeholders identified that they are often not aware of the programs and services offered by government. Furthermore, when they do know about available services, there are many barriers to access (e.g., distance, transportation and availability of child care).

Feedback suggested that there are many community groups with proven results which continue to have to apply for annual funding. This funding model creates challenges for these community service providers to plan long-term. Additionally, funding parameters often have rigid guidelines that create gaps in the continuity of services for clients. This results in some services not being utilized to their full capacity and contributes to long wait lists.

The Premier's Advisory Council heard of many successful crime prevention initiatives delivered by government agencies, policing organizations and community groups, however they are not receiving adequate support and are often implemented on an ad hoc basis. There is inconsistency in what is being offered and to whom. This also contributes to gaps in the continuum of services for clients.

Recommended Action(s):

The Premier's Advisory Council recommends the **implementation of a coordinating body** to provide leadership in this area, facilitate information sharing within and between organizations, provide support for community partners delivering crime prevention initiatives, develop and implement client-centered delivery models, and to promote greater cooperation and collaboration between organizations with mandates related to crime prevention and community safety.

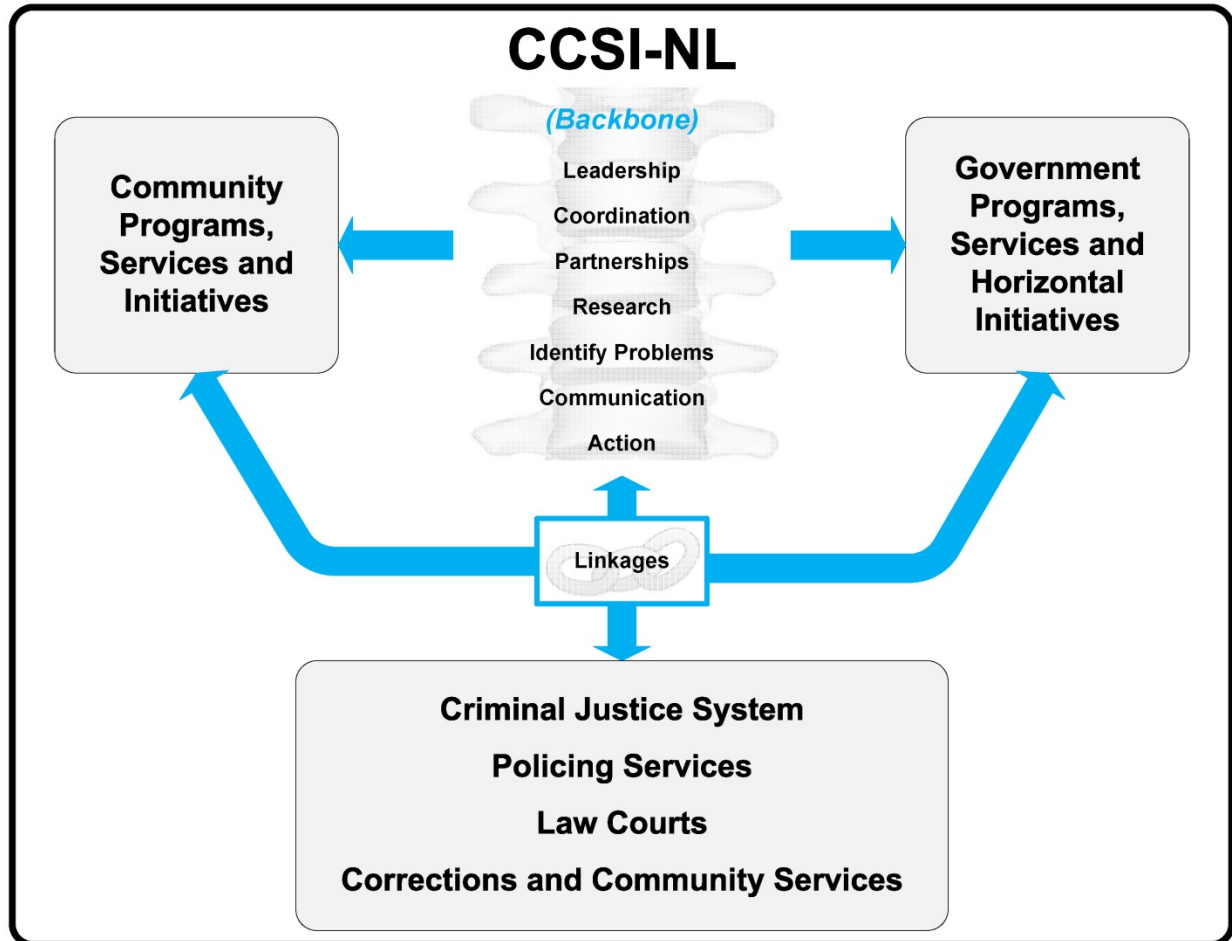
While there are various models for this kind of structure in the literature and in practice in other jurisdictions, based on its analysis, the Premier's Advisory Council recommends establishing a "backbone" structure, similar to the REACH model in Edmonton and the HUB model being used in many provinces (*See Appendix G for more detail on how this model would operate*).

A suggested name for this coordinating body is "Collaborative Community Safety Initiative - NL (CCSI-NL)". In order for CCSI-NL to be established and ensure continued progress, it will initially need at least one dedicated, funded position. This position would require considerable experience in a leadership role, strong facilitation skills, established community connections and experience in areas related to crime prevention and community safety. This CCSI-NL will need policy support and administrative support to carry out its mandate.

The objectives of the CCSI-NL should include, but not be limited to, the:

- Development of a strategic plan to guide implementation of the recommendations contained within this report within a five year period
- Identification and coordination of initiatives to advance holistic approaches to client service delivery
- Elimination of gaps identified in the continuity of services, including funding and other issues as they arise
- Facilitation of regular meetings and information sharing between the leads for those horizontal strategies of government which play a role in addressing root causes of violence
- Facilitation of regular meetings and information sharing between community organizations and volunteer groups who work to deliver crime reduction/prevention programs
- Fostering of collaborative initiatives between government and community organizations to address crime and community safety issues
- Researching and analyzing best practices and new crime prevention programs
- Coordination and information on crime prevention programs and community safety available and offered in various communities
- Enhancement of information available to the public about programs and services related to crime prevention and community safety
- Statistics: consider ways to coordinate statistics gathered by both police services to give a clearer picture of crime in the province. Also victimization surveys, self-report studies, local research on crime and corrections all need to be organized, compiled and shared to give an overall picture of crime in Newfoundland and Labrador.
- An experienced, independent evaluator should be engaged during early stages of CCSI-NL development to inform the ongoing work of the coordinating body.

See the diagram below for a suggestion of how this model will operate.



Recommendation #2: It is recommended that Government implement a new funding model for community groups working on Community Safety and Crime Prevention Initiatives, with a priority focus on those groups with a long history of positive results.

Issue Description

Stakeholders identified that despite past recommendations related to the funding models for community groups, the same issues continue to be experienced. Well-established, long-standing community organizations have to dedicate considerable time and resources to re-apply for operating and program funds annually. This is not an effective or efficient use of resources. Often community organizations wanting to undertake crime prevention initiatives only require a small amount of funds to leverage exponential additional resources.

Additionally, the sustainability of successful pilot programs is also a concern. Often programs were piloted, deemed successful, and no funds were available to continue. Yet, there is more money annually for new pilot programming.

Recommended Action(s):

- It is recommended that government work with relevant internal stakeholders to **address the issue of longer-term funding (3-5 years)** with a focus on annual reporting against mutually agreed upon program deliverables **for community organizations with a long history of proven success.**
- This should include built-in **flexibility** so that programs are client-centered and address systemic gaps and barriers experienced by individuals deemed to be at-risk. Consideration should also be given to those initiatives which break down silos and aim to create true collaboration and cooperation with a continuum of services.

Recommendation #3: It is recommended that Government enhance police resources in specific areas, such as community policing, highway safety, and address issues specific to rural areas.

Issue Description

Overall, stakeholders indicated a high degree of satisfaction with policing levels in the province, however there was a clear difference in satisfaction between rural and urban areas. While there are significant police resources in urban areas of the province, stakeholders in rural areas expressed concerns about a lack of police presence in their communities, limited access to police services over night and exceptionally long response times. Concerns were also expressed about the difficulties members of the Deaf community have in accessing 911 services because the service is not TTY enabled.

A clear concern was also expressed about a reduction in community policing, particularly in rural areas. This has resulted in the absence of police officers on committees in rural communities and less availability to deliver programming in schools. This concern was expressed by a wide range of stakeholders, including the police



officers. Community members want police officers to be involved in activities in their communities and have a presence in their schools. Community members expressed high levels of satisfaction with police run programs in schools, with a significant number referencing the Drug Awareness Resistance Education (DARE) program specifically.

There has been a recent trend towards targeting police resources to address issues related to adults and youth who are deemed to be “at risk”. While this focus should be included in policing priorities, it should not replace preventative policing interventions, such as community policing. Circumstances change and individuals can become “at risk” at any point in their lives. Stakeholders feel that many police programs should be offered to all youth.

Highway safety was another policing issue identified by the stakeholders and specific concerns included distracted driving, impaired driving, speeding in school zones, seat belt use and abuse of All Terrain Vehicles.



Stakeholder feedback supported dedicated police resources that focus on prolific offenders. Studies suggest that a relatively small proportion of offenders (possibly 20%) commit around 80 per cent of crimes¹⁸. The RNC and RCMP have both implemented initiatives that target prolific offenders, and these initiatives are proving to be very successful in crime prevention/reduction.

Feedback also included the need for more crime prevention through environmental design, such as improved lighting in parking lots and walking trails.

Recommended Action(s):

- It is recommended that additional police resources be allocated to focus on:
 - **Rural-specific concerns**, including **community policing** and **response times**.
 - Revisiting the **DARE program** in RCMP jurisdictions to assess the positive outcomes of delivering this programming in schools, such as building relationships with students, teachers as well as parents/guardians.
 - **Crime analysis** which is critical to assisting police in targeting prolific offenders and other crime trends of concern (*Appendix D*).
 - **Highway safety**, with specific initiatives targeted at addressing **distracted driving, impaired driving, speeding in school zones, use of seatbelts** and safe use of **All Terrain Vehicles**. These initiatives should also include an education and awareness component, as well as an increase in fines for infractions to levels that are comparable in other Canadian jurisdictions.
 - Ensuring that **preventative measures** are given a high priority in budgetary decisions and are not disproportionately cut when there are fiscal restraints.
 - Providing incentives to communities to work with police to **promote enhanced environmental design** to increase safety in priority areas, such as walking trails.
- It is recommended that enhancements be implemented to emergency response systems to ensure access **for all individuals with disabilities, including the Deaf community**.

¹⁸ Blue Ribbon p. 10

Recommendation #4: It is recommended that responses to Labrador and Aboriginal crime and community safety related issues be enhanced.

Issue Description

Often referred to affectionately as the “Big Land” by its residents, the Labrador Region of the province has a population of approximately 27,730¹⁹ individuals spread across a distance of 294,330 km². While there are common crime and community safety issues throughout the province (e.g. police response times and increase in drug related activity) there are also regional issues in Labrador which are unique and complex.

Locally, and nationally, Aboriginal people are disproportionately represented in correctional institutions. There are many reasons why Aboriginal people are overrepresented in the Criminal Justice System²⁰. Colonialism provides the most fundamental explanation. From the beginning the English and French tried to control Aboriginal land and natural resources. Many mechanisms of social control were imposed, including violent relocation to reserves and restrictive legislation. The dispossession and marginalization of Aboriginal people have carried with it enormous costs of which crime and alcoholism are but two²¹. According to the Truth and Reconciliation Commission of Canada it would be impossible to estimate the extent of negative intergenerational impacts of the residential school experience. The results have been complex and tragic, including disproportionately high rates of physical and mental health problems, alcohol and drug abuse, cognitive impairment, interpersonal violence, and suicide. Aboriginal people say that they lost their parenting skills through the process and this has been passed down to their children and grandchildren²².

Statistics Canada data show that in 2011-2012, Aboriginal adults accounted for 28 per cent of admissions to sentenced custody in federal, provincial and territorial correctional institutions. Yet they represented slightly less than four per cent of the total Canadian population. The figures for Aboriginal women are even higher: 32 per cent of women in federal penitentiaries are Aboriginal yet, again, they represent slightly less than four per cent of Canadian women. In 2011-12, Aboriginal youth represented seven per cent of Canada’s youth population, yet they accounted for 39 per cent of youth admitted to the corrections system. Aboriginal girls accounted for 49 per cent of female youth admitted to the system²³.

In Newfoundland and Labrador, Aboriginal people made up 18 per cent of those sentenced to custody, 23 per cent of those in remand, 20 per cent of those on probation and 14 per cent of those with conditional sentences while they make up 3.7 per cent of the population²⁴.

Released by Statistics Canada on May 5, 2015, “Police-reported crime in Canada's Provincial North and territories, 2013” found that the Labrador region reported a crime rate that was three times the rate for the remainder of the province.

¹⁹ http://www.stats.gov.nl.ca/statistics/population/PDF/Population_Estimates_CDCMA.pdf

²⁰ Clark (2015)

²¹ Jackson as cited in Clark, 2015

²² p.14

²³ Clark 2015:2

²⁴ Statistics Canada, 2014

The Correctional Investigator is mandated by Part III of the Corrections and Conditional Release Act as an Ombudsman for federal offenders. The primary function of the Office is to investigate and bring resolution to individual offender complaints. The Office as well, has a responsibility to review and make recommendations on the Correctional Service's policies and procedures associated with the areas of individual complaints to ensure that systemic areas of concern are identified and appropriately addressed²⁵. The Correctional Investigator states that Aboriginal people are victims of systemic discrimination throughout the criminal justice system (CJS). Policing is problematic insofar as Aboriginal people are both over-policed and under-policed. They are often targeted by police but they are also often neglected when assistance is needed. Research also suggests that community policing – which is the most appropriate model of Aboriginal communities – is not a priority approach for police services responsible for Aboriginal communities, including the RCMP²⁶.

With regard to courts, Aboriginal people are generally sentenced to custody at significantly higher rates than non-Aboriginal offenders. They are also denied bail and held in pre-trial detention or remand more frequently and for longer periods. They also have a relatively high rate of breaching conditions²⁷.

According to the Correctional Investigator, the gap between Aboriginal and non-Aboriginal offenders continues to widen on nearly every indicator of correctional performance including under-represented in community supervision programs. The Aboriginal Justice Strategy has been successful in supporting community-based alternatives to traditional, mainstream justice process. Some examples include; sentencing circles, family group conferences, elder counselling and community and youth justice committees²⁸.

These programs need adequate funding, and the recognition that the most effective approaches to dealing with the problem of overrepresentation in the CJS will come from Aboriginal Communities themselves. Ongoing communication and community engagement are essential to a successful Aboriginal Justice Strategy. One other important factor is that mainstream justice systems – police, courts and corrections – need to play its' part in helping alternatives work²⁹.

While community policing is an effective model for Aboriginal communities, communities differ among themselves with regard to the way the model operates. Policing services need to take the situation in each community into account and should provide policing services that are community specific.

²⁵ <http://www.oci-bec.gc.ca/cnt/roles-eng.aspx>

²⁶ Clark, 2015:4

²⁷ Clark, 2015:5

²⁸ Clark 2015:8

²⁹ Clark 2015:8

The Innu Healing Strategy, which was a joint initiative of the Sheshatshiu Innu First Nation and the Mushuau Innu First Nation, was released in 2014. Some of the key objectives in this strategy include:

Five Year Objectives for Justice and Police

- An intergovernmental committee will actively work on changing policing and justice practices
- Innu communities will work cooperatively with other officials to implement community policing, diversion, restitution and sentencing circles
- Fewer Innu will end up in jail

Examples of Initial Steps in Year-One that will support changes in Justice and Policing

- An agreement will be secured with other governments to pursue improved justice and policing services
- A strategy will be developed to better reintegrate Innu that return to the community after serving sentences
- Existing justice services will be brought into the integrated case plan and service work

Consistent with the Office of the Correctional Investigator, the Commission on First Nations and Metis people and Justice Reform recommended:

- Access to cultural and spiritual programming
- More resources to assist transition from prison to community
- More programming to meet the needs of women in prison
- Programs to help children whose parent is incarcerated
- Programs to help youth reintegrate into community³⁰

Aboriginal responses are a high priority for the Government of Newfoundland and Labrador. Some key initiatives throughout the justice and public safety system include:

- Community-based probation and victim services workers in the community of Sheshatshiu.
- Court interpreter positions implemented through contracts between the province and the Sheshatshiu Innu First Nation.
- A Prison Liaison Officer at the Labrador Correctional Centre.
- Culturally sensitive programming at the Labrador Correctional Centre, the Clarvenville Correctional Centre for Women and the Newfoundland and Labrador Youth Centre (*see Appendix H*).
- A commitment by government to explore a Domestic Violence Court model for the Labrador region.
- Justice and Public Safety officials are participants in the national agenda to address the serious issue of Missing and Murdered Aboriginal Women and Girls.

These initiatives, and others not listed here, are steps in the right direction however there is need for more work in this area.

³⁰ Clark, 2015:12

During the engagement process, the Premier's Advisory Council heard concerns about police response times (with the exception of Labrador West), about lack of trust between the police and community members in some communities, drug trafficking, interpersonal violence, ineffectiveness of safe houses located in the community, lack of community supports for offenders, and concern about the high-risk offender notification process. We heard in some coastal Labrador communities that residents were very happy with their police officers and that crime in their communities had dropped. They were extremely vocal about the value these officers added to the community and the importance of the services continuing in the community. We heard that the Innu communities of Sheshatshiu and Natuashish have individuals who have received special training, but who have never been able to utilize their skills. These communities would like to see the implementation of Aboriginal police positions filled by Aboriginal individuals who receive the necessary training to act as full officers, including the use of firearms.

We also heard about challenges with the child protection system that contributes to at-risk youth becoming involved in high-risk behaviour. Youth that are apprehended by CYFS, who are sent to other provinces are finding it very difficult to reintegrate back into the community when they are released from the system at the age of 16. They return to communities with no supports to guide them in this transition. It has been observed that these youth are turning to drugs and alcohol and other unhealthy and criminal behaviours.

Furthermore, we heard that interpreters are not always offered or available for individuals being interviewed by police officers. Sometimes relatives are available to serve as interpreters but they are not allowed to be the service provider. In small communities, where there are only a few interpreters it can be difficult to find an interpreter and relatives may be able to fill this gap.

Recommended Action(s):

- It is recommended that a regional HUB project be established for Labrador. This HUB should be designated as the responsibility of a specific government department with a lead position assigned. This HUB should include representatives from Sheshatshiu Innu First Nation, Mushuau Innu First Nation, Nunatsiavut Government, Police, Victim Services, Probation, Parole, Labrador Correctional Centre, Health and Community Services, Child, Youth and Family Services, Women's Groups, Youth and other stakeholders at the request of the HUB. The mandate of the HUB should include, but not be limited to:
 - Implementing a case management system to address the needs of high-risk individuals.
 - Address identified issues related to crime and community safety, including further assessment of the issues identified through this engagement process.
 - Research, analysis and implementation of best practices to address northern and Aboriginal concerns as they pertain to crime and community safety.
 - Develop and deliver cultural sensitivity training for professionals working throughout the areas of justice and public safety, with a mandatory requirement for employees new to the region to participate within the first three months of their start date.
 - Promote awareness, education and celebration of Aboriginal culture.

- Work with the communities to ensure availability of appropriate safe houses in appropriate locations.
 - Work with the police to achieve an inclusive community policing model in Labrador communities.
 - Establish accountability mechanisms to ensure the work of the HUB continues and makes advancements on key concerns.
- It is recommended that police offer interpreters to Aboriginal clients prior to interviewing them. When no other interpreter is available, consideration should be given to using family members with interpreting skills.
 - It is recommended that the Department of Child, Youth and Family Services place Aboriginal foster children as close to their community as possible. For those who have been placed in homes in other provinces, it is imperative that transition supports be provided to assist them in reintegrating into the community in healthy ways.
 - It is recommended that consideration be given to implementing Aboriginal policing positions to work in Sheshatshiu and Natuashish. These positions should be armed positions, with a requirement for significant training at a Police College.

Recommendation #5: It is recommended that Government initiatives be implemented to enhance offender accountability and rehabilitation.

Issue Description

The Premier's Advisory Council heard about a variety of issues relating to offenders, including offending behavior, the court and corrections systems. Stakeholders expressed concern about meaningful consequences for offenders and felt that sentences often appear too light, especially for violent crimes against women and children. Feedback also identified a concern about the number of people released from jail who breach the conditions of their release. People expressed frustration that the courts seemed inconsistent with sentencing, with some judges treating offences more seriously than others.

Stakeholders expressed concerns about community notification for offender release and lack of supervision for offenders once released into the community. A poignant example provided involved a young woman who was murdered in her community by an offender who was released under restrictions to stay away from the community. No one in the community knew about the offender's release or the conditions of his release. There was a suggestion that an electronic monitoring program may have helped in preventing this outcome.

Individuals were concerned that many crimes are not reported because individuals fear retaliation and don't feel safe or feel that the stress and emotional pain of participating in the process is not worth the light sentences given to offenders, particularly for crimes against women and children. The Premier's Advisory Council was pleased to see the recommendations addressing these issues in the recently released Violence Prevention Initiative, however feels that this is an area that requires ongoing monitoring and a continuous, incremental enhancement of supports.

Stakeholders also identified addictions and mental illness as a prevalent issue for many offenders. There was feedback to suggest that programming and effective supports are not available within all correctional institutions, with a particular concern in Labrador. Although there is a significant amount of programming delivered, it is not available in all facilities. The Premier's Advisory Council on Crime and Community Safety is aware that the work of the All Party Committee on Mental Health and Addictions is ongoing.



Post-release supports for offenders were identified by stakeholders as a significant concern. Specifically, stakeholders suggested that additional supports need to be implemented for offenders upon their release, particularly appropriate, safe and affordable housing. It was suggested that releasing offenders into deplorable conditions with inadequate supports places them at higher risk to reoffend. It was suggested that enhanced supervision and support should be provided for a reasonable transition period, with clients with complex needs requiring long-term support.

The deplorable conditions at Her Majesty's Penitentiary were raised as a concern for both offenders and staff. The Premier's Advisory Council is aware that these concerns have been discussed in many other reports and that, due to budgetary constraints, plans to build a new prison are on hold. Concerns were also raised about the conditions at the Labrador Correctional Centre, including limited access to programming.

Recommended Action(s):

- It is recommended **that enhancements be made to the supports that prevent and reduce recidivism of offenders.** Specifically:
 - Implementation of a case-management model that enhances the release plan for all offenders, with an emphasis on holistic services and supports.
 - The Department of Justice and Public Safety **explore alternatives to incarceration** for appropriate offences, **including alternative measures programs for adults, restorative justice programs and the re-introduction of the electronic monitoring program.**
 - A **new correctional facility** be constructed to replace Her Majesty's Penitentiary and provide funds for improvements at other facilities across the province.
 - The community notification process be reviewed and enhanced to ensure that police and communities can work together to plan for community safety.
 - New investments in safe and affordable housing (as identified in A Road Map to end Homelessness in Newfoundland and Labrador, 2014), so that those most vulnerable can have a safe appropriate and affordable place to live.
 - **Expand the availability of correctional programs and services for offenders outside urban centers.** Consideration should be given to use of technology for service delivery, where appropriate.
 - **Introduction of an education and awareness program** concerning the court process and sentencing process to assist the public with understanding the Criminal Justice System.
 - Ensure appropriate linkages are established with any complementary work that arises as a result of the recommendations of the All Party Committee on Mental Health and Addictions.

Recommendation #6: It is recommended that government implement an education program on personal, social and safety issues for all children starting at kindergarten and continuing until graduation from high school.

Issue Description

Stakeholders identified the importance of having a consistent education program in the school setting that focuses on helping young people deal with feelings and helping them understand and be respectful of the changing society we live in. Stakeholders would also like youth to receive education on drugs and sexuality. They spoke of some very valuable programs, like Roots of Empathy, Drug Awareness and Resistance Education (DARE) and Students Taking Responsibility in Violence Education (STRIVE) programs that they felt had a good impact on young people. Some are offered by the police, some are part of the curriculum and some are offered by community volunteer groups coming into schools. There is no consistency in who receives these programs. They are not available in all schools in Newfoundland and Labrador due to availability of police resources or volunteer groups to go into schools and offer programs, and it is often the decision of the school principal which programs, if any, will be offered in the school. We heard about a program that is being piloted in two Corner Brook schools for children from grades K-6 called Socially and Emotionally Aware Kids (SEAK), more commonly known as PATHS (*more info in Appendix J*). It is supported by research from Dalhousie University and it being widely used in Nova Scotia.

Those consulted discussed the need for programs which cover issues like Intimate Partner Violence, equality, sexual violence, bullying, respect, diversity, inclusiveness, and LGBTQ matters.

Some people suggested that schools should be the “community hub” where recreation and learning activities take place that benefit the whole community. Apparently this is happening in some communities but not in others. This would be especially important in areas where there are no other spaces available. A “Schools as Community Hubs (SACH)” program is running successfully in Edmonton³¹.

We also heard about the need for Parenting Programs. Stakeholders expressed concerns that many parents are either ill-equipped to deal with the social issues challenging youth in today’s society because of lack of knowledge or problems of their own. *Triple P* and *Teen Triple P*³², is a parenting and family support system in several areas of Canada and the United States to prevent problems in families that is evidence based and cost effective. It could be considered for use in the province.

³¹ Schools as Community Hubs (SACH) <http://reachedmonton.ca/content/schools-community-hubs-sach>

³² Small Changes, Big Difference. Benefits of Triple P <http://www.triplep.net/glo-en/find-out-about-triple-p/benefits-of-triple-p/>

Recommended Action(s):

- The Advisory Council recommends that the Department of Education and Early Childhood Development implement the **SEAK (PATHS) program** that is currently being piloted in two grades K-6 schools in Corner Brook. We feel that this program, which has proven results, should be implemented in a phased-in approach for all schools in the province beginning in 2016-17, or as soon as possible.
- The Advisory Council recommends that the Department of Education and Early Childhood Development explore current offerings in schools and/or new programs that address issues around the personal and social development of young people, as well as safety in school and community and that these programs be **consistently offered in all schools across the province from Grades K-12**. If implemented, the CCSI-NL could support the many community groups available and willing to help offer these programs.

Recommendation #7: It is recommended that government develop a provincial plan related to at-risk youth, which requires a long-term, cross government commitment. As a starting point, it is recommended that the Department of Child, Youth and Family Services, along with the Department of Justice and Public Safety and any other relevant departments, implement a proactive policy model that focuses on prevention, crisis response, and targeted supports as a guide to future investments **regarding youth who are at-risk of becoming, or who are, involved in crime.**

Issue Description

According to Statistics Canada 2012, the Youth Accused Rate (YAR) and the Youth Crime Severity Index (CSI) declined in almost every province and territory, and Newfoundland and Labrador is no exception. The Police-Reported Youth Accused Crime Rate in NL³³, along with the Youth Crime Severity Index³⁴, were both showing a steady decrease for the third consecutive year. For example, Newfoundland and Labrador, along with Quebec, had the sharpest decline in 2012 with -5% for both provinces³⁵.

Although these numbers only reflect those offenders identified by the police, the situation in Newfoundland and Labrador today is one in which the youth charge rates have decreased dramatically and the number of youth going to court or into custody has declined. As with many other provinces and territories, half of the youth accused of crime were: Accused of Theft of \$5,000 or Under; Mischief; Level 1 Assault; or Possession of Cannabis. In addition, the numbers of youth arrested and the numbers of youth charged has decreased considerably. Most charges are for serious violent offences or for multiple breaches (administrative offences).³⁶

Although this sounds very good to see such reduction in youth crime, the introduction of the *Youth Criminal Justice Act* in 2003 and section 6(1) may have had an impact here. In particular,

³³ <http://www.statcan.gc.ca/pub/85-002-x/2013001/article/11854-eng.htm#a7>

³⁴ http://www.statcan.gc.ca/pub/85-005-x/2012001/article/11749/c_g/desc/desc_01_eng.htm

³⁵ <http://www.statcan.gc.ca/pub/11-402-x/2012000/chap/crime/crime-eng.htm>

³⁶ *Ibid.*

section 6(1) of the YCJA, *requires* police officers to consider if a warning is a sufficient response to a youth's behavior. It states "a police officer shall" before starting judicial proceedings or taking any other measures under the YCJA against a young person alleged to have committed an offence, consider whether it would be sufficient: 1. To take no further action, 2. Warn the young person, 3. Administer a caution, 4. Refer the young person to a program or agency in the community that may assist the young person not to commit offences³⁷.

A study of the Youth Criminal Justice Act in NL³⁸ found that majority of the police officers who participated in their survey did not believe that youth crime has, in fact, decreased, instead what has really changed is the number of youth who actually get charged and the types of encounters they have with youth. One police officer said;

"I feel that youth are committing more serious offences more frequently today than they were 15 years ago, i.e. robbery, assault with a weapon and aggravated assault." Another said: "I believe we have observed an increase of violence among youth since I first entered policing in the later 1990's."

Some of the key reasons that youth get in trouble with the law were echoed by most officers and are covered in the following quote.

"Lack of parental supervision /interest is primary and lack of access to local community activities or sports. Drugs are an issue. We see kids committing property crimes to obtain funds to buy drugs. We also see second-generation criminals – a way of life taught by one or both parents. A sense of entitlement. I want it, but I don't want to have to work for it, so I will just take it attitude."

Police expressed concerns about youth involvement with drugs, more serious drugs than in the past – like cocaine and ecstasy, and they are seeing more youth with mental health issues.

Stakeholders in our engagement sessions discussed many similar issues around youth in their communities. Many spoke about the difficulty many parents experience relating to their children. Stakeholders suggest that some youth are the products of a bad home environment. Some parents are very poor role models for their children, they lack interest in what the children are doing and have poor parenting skills in general. They do not know how to interact with or guide their children.

Another issue identified was a lack of recreational programs or services for youth in many rural communities. In some communities where recreational programs are available they are expensive and not accessible to everyone. Some youth travel long distances to participate in sports or extra-curricular activities. This can be very costly and limits participation. Stakeholders stated that youth who are bored are more likely to get into trouble or to get involved in drugs and alcohol.

³⁷ <http://www.canlii.org/en/ca/laws/stat/sc-2002-c-1/latest/sc-2002-c-1.html>

³⁸ Morris and Enstrom (2014)

We heard that youth need education and awareness about the dangers of involvement with drugs and alcohol and around consequences of actions. Stakeholders suggested that youth need a safe place to go in their communities. Some communities have such places – but not all.

We also heard from police participants and other stakeholders working with youth about mental health and addictions issues and lack of services to help youth. We heard of waiting lists up to eight months or longer for mental health services. Investing resources into at-risk youth can create a significant return on investment. Stakeholders felt it is important to give the same attention and resources for prevention as for crisis intervention.

There was also a concern expressed by stakeholders that youth are not being held accountable for their actions. This was also a general feeling of many officers when talking about the YJCA - youth think they can get away with crime. One police officer commented:

“The biggest challenge of policing youth is knowing that they will not, for the most part, be punished for the crime. A lot of youth know this and have no respect for the court process or warnings from police.”

We heard about the critical situation of many youth in the 16 – 18 year old category who are often caught between two systems (youth and adult) without any support. Many studies emphasize the concerns for this age group. The Vancouver Foundation Transitions Survey 2013 stated “of particular concern are youth who are homeless or youth transitioning out of government care and who need access to housing, education, skills, training, employment, financial literacy, lifetime relationships with adults and community networks.”³⁹ “Steve Gaetz, York University Professor and director of the Canadian Observatory on Homelessness says lack of supports for young people transitioning from care into adult systems can be directly linked to youth homelessness. Gaetz said 42.3 per cent of young Canadians aged 20-29 are living with their parents these days, and two major contributors are the high cost of housing and lack of jobs. Youths leaving child protection face the same barriers but are on their own”⁴⁰.

Youth who are homeless or at risk of becoming homeless have very complex issues. They may have experienced family breakdown, childhood trauma, addictions, mental illness, poverty, extreme forms of violence and abuse, disrupted educations, involvement of child protection and the justice systems. Two specific groups that are overrepresented in the homeless and at risk populations are those who identify as LGTBQ and youth who are Aboriginal. Youth who are homeless are at much greater risk for sexual exploitation, victimization, violence, poor nutrition, poor physical health and mental illness⁴¹

In Newfoundland and Labrador, shelter statistics from 2012 reveal that youth ages 16-24 comprise 30 per cent of the St. John’s emergency shelter population. This is higher than the national average and a number that has been cited as growing. When the age category is expanded to include those 0 – 24 years the percentage jumps to 40 per cent⁴².

³⁹ Cited in Towards a solution to End Youth Homelessness

⁴⁰ *Experts call for child protection system reform*. The Telegram (09/10/2015)

⁴¹ Footnote (Towards a solution report, p. 3)

⁴² (End Homelessness St. John’s cited in Towards a Solution p 4)

The demographic of at-risk youth in St. John's can be taken as a representative of youth from across the province, with many youth travelling to the city in search of support and opportunities, or, in some cases, to escape difficult home/community environments⁴³.

Choices for Youth served over 700 youth with complex needs in 2014 – with a projection to serve 1,000 in 2015⁴⁴.

Statistics of youth availing of Choices for Youth services (2014) show the experiences of those youth:

- 67 per cent unstable housing in family of origin
- 66 per cent currently reliving unstable housing
- 69 per cent repeat use of shelter (recurring homelessness)
- 82 per cent dropped out of school
- 72 per cent unemployed or have never been employed
- 74 per cent addiction issues
- 75 per cent mental health issues
- 67 per cent co-occurring mental health and addiction issues
- 75 per cent past of current involvement with the Criminal Justice System
- 63 per cent past of current involvement with Child Youth and Family Services⁴⁵

Many government initiatives, policing and community organizations are working very hard to support at-risk youth. Some of the programs are discussed in *Appendix E*. The community based organizations need to be supported in their work and this was addressed in previous recommendations. Education programs mentioned by stakeholders, more community policing and efforts to find solutions to problems related to addictions and mental illness have been addressed as well. There are still some points we would like to make or re-emphasize.

Recommended Action(s):

- It is recommended that Government take immediate actions to address the gap in services and interventions for youth aged 16-24. Services need to be provided on a continuum for youth into young adulthood, particularly for those youth who are at high-risk or in crisis. As a first step, a committee should be formed comprised of front-line staff, who provide direct services to this age group, from the departments of Justice and Public Safety, Health and Community Services, Child, Youth and Family Services, Education and Early Childhood Development, Advanced Education and Skills, as well as any other department with a mandate that contributes to the gaps being experienced. Recognizing the critical role of community based organizations, this committee should also include community representation from organizations involved in this work, *for example; Stella Burry's "Community Support Program", Choice for Youth's "Moving Forward Program", NAVNET, Stella Burry's and Choices for Youth's "Intensive Case Management Models"*.

⁴³ Report to end youth homelessness P5

⁴⁴ Report to end youth homelessness P5

⁴⁵ (Source CFS Outreach & Youth Engagement Program) <http://eenet.ca/wp-content/uploads/2013/08/04-National-Youth-Screening-Project-St-Johns-Newfoundland.pdf>

Consistent with the work highlighted in the report *Towards A Solution - Creating A Plan To End Youth Homelessness in NL*, it is also recommended that a province-wide plan be created which address the core themes of prevention (early intervention), crisis response, and housing and supports. Explore models that address youth homelessness in other jurisdictions, such as the National Youth Screening Project: Enhancing Youth-Focused, Evidence-Informed Treatment Practices through Cross-Sectoral Collaboration⁴⁶.

- It is recommended that a continued focus be placed on prevention with emphasis on supporting families by continuing and expanding funding for Family Resource Centers and quality affordable daycare spaces for young children from high-risk families province-wide. Additionally, we support programs like Daybreak⁴⁷ and the Child Care Services Subsidy Program⁴⁸. A promising model in Canada is the Families First Program⁴⁹ in Alberta which supports at-risk families.
- It is recommended that holistic approaches to service delivery for youth and families be researched and a model developed and implemented in Newfoundland and Labrador. The Geelong Project⁵⁰ may be a good starting point for this review.
- It is recommended that the system response to youth mental health issues and crisis be assessed and enhanced as part of recommendation #8, and ensure appropriate linkages are established with any complementary work that arises as a result of the recommendations of the All Party Committee on Mental Health and Addictions.
- It is recommended that government provide funding for municipalities and community groups in developing accessible recreational programs in their communities.
- It is recommended that government support volunteer crime prevention committees offering proven programs throughout the province through their involvement with CCSI-NL.

⁴⁶ <http://eenet.ca/dtftp/centre-for-addiction-and-mental-health-enhancing-youth-focused-evidence-informed-treatment-practices-through-cross-sectoral-collaboration-national-youth-screening-project/>

⁴⁷ <http://www.daybreakcentre.com/>

⁴⁸ <http://www.ed.gov.nl.ca/edu/family/childcare/childcaresubsidy.html>

⁴⁹ <http://www.albertahealthservices.ca/services.asp?pid=service&rid=7182>

⁵⁰ <http://www.homelesshub.ca/blog/infographic-integrated-early-intervention-services-vulnerable-youth#sthash.BjyKTHVr.dpuf>

Overlapping Issues

The following issues; substance abuse, safe and affordable housing and mental illness, were raised by stakeholders at every engagement session as issues that place individuals at higher risk of becoming involved with the criminal justice system. Some actions addressing these issues have already been presented in previous recommendations hence there is some repetition in this section. The Advisory Council recognizes that there are horizontal strategies throughout government to work internally, and with community groups, to address these issues, however, felt it was important to emphasize them here as well due to the significant influence on crime and community safety. Our discussion on these issues is related to what we heard and the suggested recommendations are from participants in the engagement sessions. Having a support mechanism for collaboration, coordination and prevention programs in these areas would improve services for clients. This is a role that the CCSI-NL could assist with, if implemented.

Recommendation #8: It is recommended that Government improve the availability of and access to early intervention services for individuals with substance abuse issues. This should coincide with continued efforts by law enforcement to address drug trafficking.

Issue Description

Substance abuse and addictions was identified as a priority concern in every community. People are very concerned about the availability of drugs, the connections between drugs and organized crime and the link to crimes committed by those addicted to drugs. Stakeholders talked about the importance of educating youth and parents about the dangers of drug use.

Stakeholders identified issues related to housing and homelessness for people with addictions, including lack of access to services or long wait lists for services. We heard about the vulnerability of addicted individuals to victimization and long-term health problems, as well as addictions developing as a result of self-medicating to address a mental illness. We heard the consequences of drug addiction for offenders, many of whom may never have been in trouble with the law except for their addiction. Offenders with drug addictions also told us about being released back into the community in substandard housing with no other supports. We heard about people becoming so desperate while waiting for treatment that they took their own lives. Research suggests that there can be substantial cost savings in the long-term by making sure that people with addictions have early access to treatment before they begin to commit property crimes to support their addiction or turn to violent behavior.

We heard prevention and early intervention are key when it comes to dealing with substance abuse and addictions.

Recommended Action(s):

- It is recommended that a program directed towards substance abuse become a consistent part of the curriculum in all schools.
- It is recommended that more programs and services related to addictions be a priority within the prison system and programs continue with follow-up when the offender is released back into the community.
- It is recommended that investments be made for early intervention programs and timely access to treatment programs for people seeking help.
- It is recommended that supports continue for the CFSEU-NL in its efforts to combat drugs and organized crime.
- It is recommended that appropriate linkages be made with complementary work that may arise from recommendations of the All Party Committee and Mental Health and Addictions.

Recommendation #9: It is recommended that the Government of Newfoundland and Labrador act quickly on its commitment to adopt a housing first policy to provide better services to the homeless and prevent homelessness⁵¹.

Issue Description

The issue of safe and affordable housing was a key concern raised at each in-person engagement session, particularly for at-risk youth, persons with mental health issues, addictions issues and offenders released from prison. Participants felt and research supports that problems become exacerbated when individuals live in difficult circumstances.

Consistent with the work highlighted in the report entitled “A Road Map for Ending Homelessness in Newfoundland and Labrador” prepared by Org.Code Consulting Inc., and the report “Towards a Solution: Creating a Plan to End Youth Homelessness in Newfoundland and Labrador”, a province-wide plan should be created which addresses the core themes of prevention, crisis response and long-term planning for safe and affordable housing with long term supports. This issue is a focus for many of the other government initiatives.

The “housing first” strategy is supported by research in many areas across the country⁵². There are many organizations in the province that are working hard to help individuals find safe and affordable housing. These include Choices for Youth, Waypoints, Salvation Army, Stella Burry and the John Howard Society, just to name a few. The work of such community organizations needs to be supported across the province.

⁵¹ “As a government, we are committed to finding a better way to provide services to the homeless - with the ultimate goal of preventing homelessness altogether. The report recommends the adoption of a Housing First philosophy, whereby individuals in need are first provided with a safe place to live, and then provided with the supports they need to stabilize their lives. We agree with this approach. Having the security of a place to live greatly increases a person's chances to develop self-sufficiency and an improved quality of life.” - The Honourable Clyde Jackman, Minister Responsible for Newfoundland and Labrador Housing Corporation
<http://www.releases.gov.nl.ca/releases/2015/swsd/0209n03.aspx>

⁵² Canadian Homelessness Research Network (2013): What Works and For Whom? A Hierarchy of Evidence for Promises Practices Research. Toronto: Canadian Homelessness Research Network Press.
www.homelesshub.ca/sites/default/files/PPFramework_Part1&Part2.pdf

Newfoundland and Labrador Housing Corporation is actively involved with the community in working towards safe and affordable housing. It has some of the oldest housing stock in the province and consults with police and emergency service providers to enhance the design of the housing. Some of the programs they identify related to homelessness are rigid policies, problems accessing services, and inability by clients with challenges to navigate systems. They also suggest that seniors' homelessness is becoming an increasing issue. They have several programs in place to try to address these issues, ones of which provides first access to available housing for families who are victims of Intimate Partner Violence, and another provides a stipend for school attendance for youth living in Newfoundland and Labrador housing who have low rates of school attendance. Programs like these need to be continued and expanded.

Recommended Action(s):

- It is recommended that the government work with all partners involved to move quickly towards implementing a housing first policy.

Note: Recommendations have been made in other sections of this report regarding safe and affordable housing for individuals at-risk in our communities.

Recommendation #10: It is recommended that efforts be made to avoid criminalizing mental illness. Treatment has to be a priority for persons with mental illness who commit criminal offences or become involved with the Criminal Justice System as a cry for help.

Issue Description

The literature is clear that people with mental illnesses are over-represented in the criminal justice system including, policing; they are more likely to be arrested, more likely to have informal encounters with police, and are more likely to be subject to use of force⁵³. For a minority of people, usually those with multiple complex needs, deinstitutionalization combined with a lack of comprehensive community support systems has resulted in another type of 'institutionalization' within prisons and jails rather than hospitals. This is only one of the factors leading to an increase in what is generally known as the 'criminalization of mental illness,' i.e., here a criminal, legal response overtakes a medical response to behaviour related to mental illness⁵⁴.

Estimates are that:

- 2 in 5 people with mental illness have been arrested in their lifetime;
- 3 in 10 people with mental illness have had the police involved in their care pathway;
- 1 in 7 referrals to emergency psychiatric inpatient services involve the police; and,
- 1 in 20 police dispatches or encounters involve persons with mental health problems⁵⁵.

⁵³ Krameddine, DeMarco, Hassel & Silverstone, 2013

⁵⁴ Canadian Mental Health Association Criminalization of Mental Illness <http://www.cmha.bc.ca/files/2-criminalization.pdf>

⁵⁵ Brink, Livingston, Desmarais, Greaves, Maxwell, Parent & Weaver (2011) Brink, J., Livingston, J. D., Desmarais, S. L., Greaves, C., Maxwell, V., Parent, R., and Weaver, C. (2011). (p. 29). A study of how people with mental illness perceive and interact with the police. Retrieved 20 March, 2014, from <http://www.mentalhealthcommission.ca/English/document/437/study-how-people-mental-illness-perceive-and-interactpolice?terminal=24>

Stakeholders expressed concern about a lack of community supports for persons with mental illness, particularly in rural areas. When an individual is experiencing a mental health crisis situation, the first responders they encounter are most often police officers. As mentioned in the “What we Heard” section, many stakeholders, and particularly police responders, expressed frustration with the response of the medical system, for both youth and adults. Often families end up turning to the police for help. There were examples provided about individuals experiencing a mental health crisis being escorted to emergency rooms by police officers only to have the medical professionals release the individual, often against the advice of concerned family members, within a few hours. In most instances, police were responding to a call about the same individual again with a 24 hour time period.

Police officers stated that they sometimes become the support person for an individual with a mental illness. Individuals will actually ask for specific police officers when they call for assistance. They become dependent on the police. This puts a considerable burden on police officers. RNC and RCMP officers do receive training about policing those with mental health issues and other special needs, including first aid for first responders for youth with mental illness. RNC cadets receive training at Memorial University (*see Appendix K* for details). But while police officers have a role in responding to high-risk situations when a person is experiencing a mental health crisis, their primary mandate is law enforcement. In these situations, the presence of highly skilled mental health professionals is imperative. The RNC and Eastern Health have created a partnership with the intent to develop a best practice approach to better serve the community in regards to mental health crisis circumstances (*see Appendix K*).

It was widely believed by stakeholders that these individuals, and the community in general, would be better served if they received intensive mental health treatment and ongoing community supports.

Concerns were expressed in the recommendations relating to offenders about the high number of offenders going to prison who have mental illnesses. Many stakeholders felt that a mental health court would be a good option for these individuals who often need treatment rather than incarceration. Correctional officers, as well as Newfoundland and Labrador Youth Centre staff, receive training related to mental health issues and there is programming available in institutions (*see Appendix L*).

This recommendation is being written with the knowledge that the work of the All Party Committee on Mental Health and Addictions is ongoing and some of the issues mentioned have been discussed in other recommendations. This recommendation will focus on the concerns expressed by stakeholders about the system responses where there is involvement of police and other criminal justice system professionals.

Recommended Action(s):

We acknowledge that the All Party Committee on Mental Health and Addictions is working on this issue and has yet to release its report. We also acknowledge that there are several initiatives already underway within various areas of government and in the community. We heard positive comments about the anti-stigma media campaign on mental illness entitled “Understanding changes everything”.

- It is recommended that every effort be given to ensuring that individuals with a mental illness who come into contact with the Criminal Justice System receive appropriate treatment as soon as possible.
- It is recommended that the mental health court be expanded to other areas of the province.
- It is recommended that collaboration and coordination between all involved in the health care system, justice system and families of offenders with mental illness takes place to ensure timely and seamless access to appropriate services.
- It is recommended that a small and focused HUB approach be implemented to address high-risk, complex cases and that innovative approaches be considered, such as use of technology, nurse practitioners and other community professionals (*see Appendix F*).
- It is recommended that a review of the medical system’s response to persons experiencing a mental health crisis who are escorted to hospital by police be conducted. The review should include speaking to family members and establishing a complaints committee where individuals and families can submit concerns.
- It is recommended that ongoing anti-stigma awareness for the public and educational opportunities continue for first responders about different types of mental illness, other disabilities and appropriate responses.

Conclusion:

As stated earlier, Newfoundland and Labrador is a safe place to live, but key issues were identified in every engagement session that caused people concern and affected the quality of life for many in their communities. The key concerns raised were:

1. Substance abuse and related criminal activity;
2. Mental Illness and involvement with the criminal justice system;
3. Intimate Partner Violence ;
4. Offenders – lack of meaningful consequences, programming, supervision, and housing supports;
5. Safe and affordable housing for at-risk individuals as a foundation for supportive interventions;
6. Youth-at-risk , family support/parenting skills, recreational activities, homelessness;

7. Need for education for all children, starting at kindergarten and continuing until graduation from high school, around respect, diversity, drugs, decision-making, sexuality and other personal, social and safety issues;
8. Policing - Highway safety, prolific offenders and community policing;
9. Other Gaps – not enough prevention programs, lack of services for all at-risk groups, lack of information about existing services and lack of coordination of services.

Most stakeholders agree that crime prevention and community safety are the responsibility of all members of the community working together to find the best strategies that work in their own local context. Government departments, municipalities, police, community organizations and volunteers are all working to make our communities safer. There are many positive initiatives in place but all groups experience common challenges. With combined knowledge from consultations, all involved can work towards initiatives that will support individuals at-risk of becoming involved in the Criminal Justice System and therefore make our communities safer. We have an opportunity to build on the strengths that exist in our communities, to provide coordination and support for those involved in community safety and crime prevention, continue the community engagement process and put a long-term community safety strategy in place. Government needs to develop a long-term plan that looks at community safety and crime prevention from three perspectives; prevention, crisis response and long-term strategies/supports.

Our recommendations address the issues raised in the literature, support the recommendations of other consultations nationally and locally, and address the concerns raised by this engagement process. **Much work has been done and now action needs to be taken!**

Our main recommendation suggests the development of a “backbone” or coordinating structure which we refer to as the Collaborative Community Safety Initiative - Newfoundland and Labrador (CCSI-NL). One of the main goals of this initiative will be organizing collaboration and communication between government departments, horizontal government initiatives, community organizations and volunteers working towards making our communities safer. Our other recommendations focus on policing, issues around offenders, Aboriginal specific concerns and individuals at-risk of becoming involved with the Criminal Justice System. We have also appended a discussion of promising crime prevention programs that could be considered for the province.

Our work is finished, but the work toward developing a comprehensive community safety strategy is just beginning. We hope to see actions towards this endeavor in the very near future with the implementation of the recommendations.

Appendix A: Premier's Advisory Council on Crime and Community Safety - Terms of Reference

Background

On September 30, 2014, the Honourable Paul Davis, Premier of the Newfoundland and Labrador announced his intention to create the Premier's Advisory Council on Crime. This Council constitutes a dedicated forum for the exchange of information and ideas, and the formulation of strategies, aimed at preventing and reducing crime and enhancing overall public safety and security throughout the province.

Mandate

The mandate of the Premier's Advisory Council is to examine all facets of crime in the province, and recommend to the Premier new crime prevention and reduction strategies to enhance community safety and better understand and serve the needs of victims, offenders and the public. The Council's recommendations will be informed through consultation with partners, the public and recognized experts, as well as through literature reviews and assessment of innovative practices already successfully employed in other areas of the country.

Council Membership

The Premier's Advisory Council is comprised of select representatives from policing, academia, legal, Aboriginal, and the mental health and addictions communities. This cross-representation allows for broad discussions around the root causes of violence in our society, and for more involved strategies for addressing the serious issues leading to crime.

Chair:

- Anne Morris – Retired, Sociology Department, Memorial University

Appointed Members:

- Lynn Moore – Lawyer, Morris Martin Moore Law
- Sheldon Pollett – Executive Director, Choices for Youth
- Cindy Murphy – Executive Director, John Howard Society
- Ron Fitzpatrick – Executive Director, Turnings
- Mary Pia Benuen – Sheshatshiu Innu First Nation

Ex-officio members:

- William Janes – Chief of Police, RNC
- Tracy Hardy – Commanding Officer, RCMP 'B' Division

The Council will meet on a regular basis commencing January 2015, with a schedule of meetings to be determined by the Council.

Appendix B: Premier's Advisory Council on Crime and Community Safety – Member Biographies

Chair - Anne Morris

Anne Morris recently retired from the Sociology Department at Memorial University, where she taught for over 22 years. For the last 10 years, she served as the coordinator for the Royal Newfoundland Constabulary/Memorial University Police Studies Diploma Program, and she was instrumental in the development of the Bachelor of Arts Major in Police Studies Program. Ms. Morris' research has been in the areas of child abuse, youth justice, youth employment and employment issues for persons with disabilities. She has authored and co-authored reports for the Federal and Provincial Governments and the Community Sector Council on these topics. Her most recent writings are on the implementation of the Youth Criminal Justice Act in Newfoundland and Labrador and reflections on the development of the Police Studies Diploma and Degree Programs at Memorial University. Ms. Morris served on the Police Sector Council of Canada and is currently on the executive of the Canadian Association of Police Educators.

Ex Officio Member - William Janes

Chief Bill Janes is the Chief of Police for the Royal Newfoundland Constabulary, where he began working in 1985 after graduating from the Atlantic Police Academy. He has served in many branches of the RNC, including Patrol Services, Operational Support, Criminal Investigation and Joint Forces Drug Enforcement. He has also served as commander of both the Public Order Unit and the Tactics and Rescue Unit. Chief Janes graduated from Memorial University with a Bachelor of Arts, majoring in Police Studies with a minor in Business Administration. He has also completed the Supervisory Leadership program at MUN's Gardiner Institute and a Certificate in Business Administration. He has completed a number of police-related programs offered at the Canadian Police College, Ontario Police College and the Canadian Emergency Preparedness College. Chief Janes has been awarded the Police Exemplary Service Medal and Queen's Diamond Jubilee Medal. He served as chair of the United Way Community Investment Committee from 2008 to 2011 and is a member of the Board of Directors of the John Howard Society. He has served on the Canadian Association of Chiefs of Police Aviation Security Committee and is currently with the National Police Services National Advisory Committee.

Ex Officio Member - Tracy Hardy

Assistant Commissioner Tracy Hardy was born in Ladysmith, British Columbia. She joined the RCMP in 1981. Upon graduating from "Depot", Assistant Commissioner Hardy was stationed in a number of posts throughout Saskatchewan, North West Territories, British Columbia, Yukon and Prince Edward Island. In 1997, she held the position of Team Leader/Investigator in Prince George, British Columbia, Serious Crime Section and in 2001 moved to the position of Detachment Operations NCO in both Squamish and Penticton, BC. Assistant Commissioner Hardy held the position of Criminal Operations Officer for M Division, Yukon from 2004 until 2009. From there she went on to serve as Planning Officer, Integrated Security Unit for the 2010 Winter Olympics in Vancouver, BC. She assumed the position of Commanding Officer of L Division on May 3, 2010, and was promoted to Chief Superintendent on June 28, 2010. On May

22, 2012, she accepted the position of Commanding Officer of B Division in Newfoundland and Labrador and was promoted to Assistant Commissioner on May 27, 2012. She holds a Master of Arts from Royal Roads University in Victoria, British Columbia, and is a member of the International Association of Chiefs of Police, the Canadian Association of Chiefs of Police, and the International Association of Women Police. Assistant Commissioner Hardy has been awarded the Queen's Golden Jubilee Medal, Queen's Diamond Jubilee Medal, RCMP Long-Service medal, Bronze and Silver Clasps, two Commanding Officer's Commendations as well as the Canada 125 Medal.

Members

Mary Pia Benuen is currently the Director for Primary Health Services for the Sheshatshiu Innu First Nation, and she previously she held a position as a community health nurse for more than 19 years. Ms. Benuen has served on a number of regional and national boards, including the Native Women of Quebec and Labrador, the Aboriginal Nurses of Canada, and the Fetal Alcohol Spectrum Disorder Advisory Committee. She has been a member of the Provincial Advisory Council for Women for nine years. Ms. Benuen is an Aboriginal Language Interpreter at Provincial and Supreme Courts in Labrador, and she has taught a number of courses and workshops on court interpretation in Aboriginal dialects at the College of the North Atlantic and currently serves on the Minister of Justice and Public Safety's Committee on Violence against Women.

Ron Fitzpatrick began working with Metro Community Chaplaincy (Turnings) in May 2000. He served on the Board of Directors for two years and is currently the Executive Director. He works regularly with offenders and ex-offenders through assisting them to safely integrate back into mainstream society. Mr. Fitzpatrick worked for 32 years with Newfoundland Power, 28 years of which he was a Senior Operator in the control centre, maintaining the supply of power to the province.

Lynn Moore is a partner in the law firm of Morris Martin Moore who represents survivors of sexual abuse. Before entering private practice in 2013, Ms. Moore worked as a Crown Attorney for 14 years and as Counsel to the Chief of the Royal Newfoundland Constabulary from 2008 to 2012. She graduated from Dalhousie Law School in 1992 and completed her Bachelor of Arts in 1989. During her time as a Crown Prosecutor, Ms. Moore worked with the Family Violence Intervention Court. She volunteers with the Safe Harbour Outreach Program (SHOP) - a program designed to make sex workers safer and more secure. Ms. Moore is a member of the Board of Directors of the St. John's Status of Women/Women's Centre and volunteers with Miles for Smiles - a foundation that works against child abuse.

Cindy Murphy has been working in the field of community corrections for more than 20 years and currently the Executive Director of the John Howard Society of Newfoundland and Labrador Inc. The John Howard Society is a community-based organization that works to reduce crime by providing opportunities for the rehabilitation of offenders and advocating reform through successful program interventions, public education; crime prevention strategies; and restorative justice principles. John Howard has been providing programs and services in the province since 1951.

Sheldon Pollett has been the Executive Director of Choices for Youth for 14 years, having spent five years prior to that as a board member. During this time the organization has emerged a leader in developing innovative solutions to the needs of at-risk and homeless youth. Sheldon is co-chair of the National Learning Community on Youth Homelessness (Eva's Initiatives) and co-chair of the national Mobilizing Local Capacity to End Youth Homelessness Program. He is also a member of the Advisory Committee for the Canadian Observatory on Homelessness, and a board member of Raising the Roof. Provincially, Mr. Pollett is a member of the Minister of Health and Community Services' Advisory Committee on Mental Health and Addictions.

Appendix C: Tables and Charts

Table 1

Police-reported crime rate, by province and territory, 2014												
Province and territory	Total crime (crime rate)			Violent crime			Property crime			Other Criminal Code offences		
	number	rate	percent change in rate 2013 to 2014	number	rate	percent change in rate 2013 to 2014	number	rate	percent change in rate 2013 to 2014	number	rate	percent change in rate 2013 to 2014
Newfoundland and Labrador	29,531	5,604	-6	6,725	1,276	-8	17,480	3,317	-7	5,326	1,011	0
Prince Edward Island	6,862	4,691	-20	1,206	824	-13	4,819	3,294	-23	837	572	-12
Nova Scotia	51,391	5,452	-3	11,699	1,241	1	31,182	3,308	-5	8,510	903	-4
New Brunswick	33,832	4,488	-7	8,778	1,164	-6	19,686	2,611	-8	5,368	712	-5
Quebec	286,828	3,492	-10	77,261	941	-4	172,577	2,101	-10	36,990	450	-17
Ontario	486,384	3,556	-3	107,600	787	-6	313,607	2,293	-3	65,177	476	-2
Manitoba	98,899	7,714	-3	21,961	1,713	-7	55,275	4,311	0	21,663	1,690	-8
Saskatchewan	118,222	10,505	-2	22,097	1,963	-1	63,333	5,628	-1	32,792	2,914	-4
Alberta	290,581	7,050	0	51,267	1,244	-3	177,590	4,309	1	61,724	1,498	-1
British Columbia	351,912	7,599	2	53,187	1,148	-8	226,290	4,886	7	72,435	1,564	-3
Yukon	8,733	23,919	0	1,660	4,547	8	3,415	9,354	-2	3,658	10,019	0
Northwest Territories	19,158	43,917	-4	3,015	6,911	-7	10,108	23,171	-4	6,035	13,834	-2
Nunavut	11,201	30,616	-6	2,903	7,935	-9	5,041	13,779	6	3,257	8,903	-18
Canada	1,793,534	5,046	-3	369,359	1,039	-5	1,100,403	3,096	-2	323,772	911	-5

Note: Additional data are available on CANSIM (Table 252-0051). Crime rates are based upon *Criminal Code* incidents, excluding traffic offences. See Table 5 for a list of offences included in the total violent crime, total property crime and total other crime categories. Counts are based upon the most serious violation in the incident. One incident may involve multiple violations. Data for the rates of total, violent, property and other crime categories are available beginning in 1962. Rates are calculated on the basis of 100,000 population. Percent changes are based on unrounded rates. Populations are based upon July 1st estimates from Statistics Canada, Demography Division.

Source: Statistics Canada, Canadian Centre for Justice Statistics, Uniform Crime Reporting Survey.

Table 2

Police-reported Crime Severity Indexes, by province and territory, 2014						
Province and territory	Total Crime Severity Index		Violent Crime Severity Index		Non-violent Crime Severity Index	
	index	percent change 2013 to 2014	index	percent change 2013 to 2014	index	percent change 2013 to 2014
Newfoundland and Labrador	62.5	-9	58.6	-11	63.8	-8
Prince Edward Island	53.9	-17	44.3	3	57.3	-21
Nova Scotia	66.1	-5	65.5	-10	66.1	-4
New Brunswick	55.9	-7	56.0	-6	55.7	-8
Quebec	57.3	-8	63.5	-7	55.0	-9
Ontario	50.0	-5	57.6	-7	47.1	-4
Manitoba	95.9	-5	126.9	-7	84.4	-3
Saskatchewan	123.4	-2	122.5	0	123.5	-3
Alberta	85.7	1	85.2	1	85.7	1
British Columbia	91.6	3	77.0	-4	96.8	6
Yukon	189.1	11	236.7	50	171.3	-2
Northwest Territories	290.5	-8	278.2	-9	294.3	-7
Nunavut	272.0	-5	415.6	-3	219.3	-6
Canada	66.7	-3	70.2	-5	65.2	-2

Note: Additional data are available on CANSIM (Table 252-0052). Crime Severity Indexes are based on *Criminal Code* incidents, including traffic offences, as well as other federal statute violations. The base index was set at 100 for 2006 for Canada. Data on provincial and territorial Crime Severity Indexes are available beginning in 1998. Percent changes are based on unrounded rates. Populations are based upon July 1st estimates from Statistics Canada, Demography Division.

Source: Statistics Canada, Canadian Centre for Justice Statistics, Uniform Crime Reporting Survey.

Table 3

Police-reported crime for selected offences, by province and territory, 2014												
Province and territory	Homicide			Attempted murder			Major assault (levels 2 and 3) ¹			Robbery		
	number	rate	percent change in rate 2013 to 2014 ²	number	rate	percent change in rate 2013 to 2014 ²	number	rate	percent change in rate 2013 to 2014	number	rate	percent change in rate 2013 to 2014
Newfoundland and Labrador	2	0.38	...	1	0.19	...	654	124	-7	160	30	15
Prince Edward Island	3	2.05	...	1	0.68	...	96	66	2	27	18	17
Nova Scotia	6	0.64	-54	56	5.94	-8	1,120	119	-5	278	29	-17
New Brunswick	9	1.19	29	9	1.19	-36	832	110	4	147	19	-18
Quebec	71	0.86	1	167	2.03	3	9,534	116	-4	4,066	49	-17
Ontario	155	1.13	-9	196	1.43	-2	12,645	92	-5	7,660	56	-15
Manitoba	44	3.43	-15	19	1.48	-35	4,075	318	-1	1,525	119	-9
Saskatchewan	24	2.13	-24	34	3.02	29	3,899	346	0	923	82	4
Alberta	104	2.52	23	40	0.97	-21	7,247	176	-1	2,707	66	-1
British Columbia	88	1.90	15	90	1.94	-1	6,964	150	-7	3,366	73	-7
Yukon	3	8.22	...	0	0.00	...	204	559	13	26	71	188
Northwest Territories	3	6.88	...	2	4.58	...	367	841	-1	21	48	-12
Nunavut	4	10.93	...	2	5.47	...	393	1,074	-13	18	49	149
Canada	516	1.45	0	617	1.74	-4	48,030	135	-4	20,924	59	-11
Province and territory	Sexual assault (levels 1, 2 and 3)			Sexual violations against children ³			Breaking and entering			Motor vehicle theft		
	number	rate	percent change in rate 2013 to 2014	number	rate	percent change in rate 2013 to 2014	number	rate	percent change in rate 2013 to 2014	number	rate	percent change in rate 2013 to 2014
Newfoundland and Labrador	305	58	-2	97	18	28	2,525	479	-6	479	91	-5
Prince Edward Island	56	38	-34	17	12	30	492	336	-25	76	52	-37
Nova Scotia	591	63	-9	126	13	-7	3,672	390	-10	1,059	112	-2
New Brunswick	426	57	-8	115	15	-12	2,796	371	-10	999	133	-5
Quebec	3,661	45	-7	1,531	19	5	35,449	432	-10	15,216	185	-15
Ontario	7,618	56	-2	953	7	18	39,812	291	-6	15,997	117	-3
Manitoba	1,413	110	-1	198	15	12	7,484	584	-6	3,812	297	4
Saskatchewan	1,124	100	4	241	21	-3	8,506	756	10	4,339	386	0
Alberta	2,786	68	-3	462	11	3	20,041	486	1	16,572	402	2
British Columbia	2,341	51	-5	644	14	-3	29,874	645	4	15,022	324	29
Yukon	81	222	6	18	49	49	210	575	-4	109	299	-43
Northwest Territories	146	335	-17	15	34	-6	463	1,061	-23	193	442	11
Nunavut	187	511	-4	35	96	-15	597	1,632	-4	91	249	-31
Canada	20,735	58	-3	4,452	13	6	151,921	427	-4	73,964	208	1

See notes at the end of the table.

Table 4

Police-reported crime for selected offences, by province and territory, 2014												
Province and territory	Impaired driving ⁴			Cannabis ⁵			Cocaine ⁵			Other drugs ^{5,6}		
	number	rate	percent change in rate	number	Rate	percent change in rate	number	rate	percent change in rate	number	rate	percent change in rate
			2013 to 2014			2013 to 2014			2013 to 2014 ²			2013 to 2014
Newfoundland and Labrador	1,573	298	-8	825	157	-16	153	29	-1	210	40	-31
Prince Edward Island	413	282	-7	143	98	20	37	25	5	66	45	-45
Nova Scotia	2,907	308	0	2,310	245	3	349	37	1	455	48	-6
New Brunswick	1,713	227	-9	1,131	150	-8	211	28	4	293	39	-14
Quebec	15,138	184	-4	15,342	187	-3	2,171	26	2	4,794	58	2
Ontario	15,149	111	-5	19,871	145	-6	4,452	33	-8	5,846	43	0
Manitoba	2,770	216	-7	1,905	149	-16	944	74	-4	476	37	8
Saskatchewan	6,975	620	-3	2,485	221	-25	694	62	-45	501	45	-27
Alberta	14,178	344	-5	7,472	181	-5	3,207	78	6	2,360	57	44
British Columbia	12,690	274	-8	15,773	341	-15	3,686	80	-14	4,594	99	18
Yukon	493	1,350	22	157	430	37	89	244	15	14	38	-27
Northwest Territories	581	1,332	30	355	814	-13	105	241	-24	31	71	35
Nunavut	201	549	-23	241	659	-35	0	0	...	9	25	-21
Canada	74,781	210	-5	68,010	191	-9	16,098	45	-8	19,649	55	6

... not applicable

1. Excludes assaults against peace officers.

2. Due to the variability in small numbers, percent changes have not been calculated when the number of offences is below 5 in any given year.

3. Includes sexual interference, invitation to sexual touching, sexual exploitation, luring a child via a computer/agreement or arrangement, and making sexually explicit material available to a child for the purpose of facilitating sexual offences against children/youth. Incidents of child pornography are not included in the category of sexual violations against children. The offence of "Child Pornography" includes offences under section 163.1 of the *Criminal Code* which makes it illegal to access, possess, make, print, or distribute child pornography. When the actual victim is not identified, this offence is reported to the Uniform Crime Reporting Survey with the most serious offence being "Child Pornography" which falls under the larger crime category of "Other Criminal Code". In cases where an actual victim is identified, police will report the most serious offence as sexual assault, sexual exploitation or other sexual violations against children, which falls under the category of "Violent Violations", and child pornography may be reported as a secondary violation.

4. Includes alcohol and/or drug impaired operation of a vehicle, alcohol and/or drug impaired operation of a vehicle causing death or bodily harm, failure or refusal to comply with testing for the presence of alcohol or drugs and failure or refusal to provide a breath or blood sample. In some jurisdictions, including British Columbia, impaired driving incidents that meet the elements of the *Criminal Code* may be handled using a provincial statute. Collection of these incidents is within the scope of the Uniform Crime Reporting Survey.

5. Includes possession, trafficking, production or distribution.

6. Includes heroin, methamphetamines (e.g., crystal meth), methylenedioxymphetamine (e.g., ecstasy) and all other drugs listed under the *Controlled Drugs and Substances Act*, as well as possession of precursors and equipment.

Note: Additional data are available on CANSIM (Table 252-0051). Police-reported statistics may be affected by differences in the way police services deal with offences. In some instances, police or municipalities might choose to deal with some offences using municipal by-laws or provincial provisions rather than *Criminal Code* provisions. Counts are based on the most serious violation in the incident. One incident may involve multiple violations. Data for specific types of crime are available, in most cases, from 1977. Rates are calculated on the basis of 100,000 population. Percent changes are based on unrounded rates. Populations are based upon July 1st estimates from Statistics Canada, Demography Division.

Source: Statistics Canada, Canadian Centre for Justice Statistics, Uniform Crime Reporting Survey.

Table 5

Police-reported youth crime, by selected offences, by province and territory, 2014								
Province and territory	Homicide ¹		Robbery		Major assault (levels 2 and 3) ²		Total violent crime ³	
	number	rate	rate	percent change in rate 2013 to 2014 ⁴	rate	percent change in rate 2013 to 2014	rate	percent change in rate 2013 to 2014
Newfoundland and Labrador	0	0.00	15	-61	257	4	1,728	-8
Prince Edward Island	1	10.00	30	...	90	-42	1,030	-20
Nova Scotia	1	1.69	86	-19	216	-4	1,917	-6
New Brunswick	0	0.00	40	-19	176	-9	1,509	-13
Quebec	2	0.41	78	-10	161	-16	1,376	-8
Ontario	7	0.75	129	-8	128	-3	1,048	-11
Manitoba	4	4.07	192	-7	418	-11	2,311	-15
Saskatchewan	2	2.42	179	17	506	0	2,386	-9
Alberta	6	2.15	75	-12	191	-12	1,292	-10
British Columbia	1	0.34	71	-25	113	-14	800	-17
Yukon	0	0.00	163	...	853	76	5,120	63
Northwest Territories	1	31.52	126	...	914	-23	5,925	-3
Nunavut	0	0.00	80	...	825	-5	5,749	5
Canada	25	1.07	104	-9	174	-8	1,273	-10
Province and territory	Breaking and entering		Motor vehicle theft		Total property crime ³		Total crime (youth crime rate) ³	
	rate	percent change in rate 2013 to 2014	rate	percent change in rate 2013 to 2014	rate	percent change in rate 2013 to 2014	rate	percent change in rate 2013 to 2014
Newfoundland and Labrador	412	-17	56	-44	2,038	-21	4,543	-17
Prince Edward Island	170	-72	100	-31	1,929	-29	3,349	-25
Nova Scotia	387	-10	100	-21	2,703	-13	5,750	-13
New Brunswick	242	-37	136	-15	2,011	-15	4,546	-10
Quebec	245	-9	60	-32	1,313	-12	3,031	-10
Ontario	168	-3	47	-2	1,589	-1	3,201	-5
Manitoba	608	-5	253	21	3,210	-1	7,424	-9
Saskatchewan	1,074	-11	412	-19	5,415	-12	11,816	-9
Alberta	243	-5	169	-2	2,380	-13	4,875	-10
British Columbia	122	-29	50	-1	1,502	-11	3,007	-15
Yukon	569	1	447	-68	8,574	-15	21,536	6
Northwest Territories	2,521	-6	882	116	14,718	1	28,175	3
Nunavut	3,567	-20	293	-68	12,270	-8	22,731	-7
Canada	257	-10	92	-11	1,904	-8	4,016	-9
... not applicable								
1. Due to the variability in small numbers, percent changes in the rates of youth accused of homicide are not calculated.								
2. Excludes assaults against peace officers.								
3. Crime rates are based upon <i>Criminal Code</i> incidents, excluding traffic offences. See Table 5 for a list of offences included in the total violent crime, total property crime and total other crime categories.								
4. Due to the variability in small numbers, percent changes have not been calculated when the number of offences is below 5 in any given year.								
Note: Additional data are available on CANSIM (Table 252-0051). Refers to the number of youth aged 12 to 17 years who were either charged (or recommended for charging) by police or diverted from the formal criminal justice system through the use of warnings, cautions, referrals to community programs, etc. Counts are based upon the most serious violation in the incident. One incident may involve multiple violations. While the definition of youth and the legislation governing youth justice have changed over the years, data for police-reported rates of youth accused of total, violent, property and other crime categories are available from 1977. Rates are calculated on the basis of 100,000 youth population. Percent changes are based on unrounded rates. Populations are based on July 1 st estimates from Statistics Canada, Demography Division.								
Source: Statistics Canada, Canadian Centre for Justice Statistics, Uniform Crime Reporting Survey.								

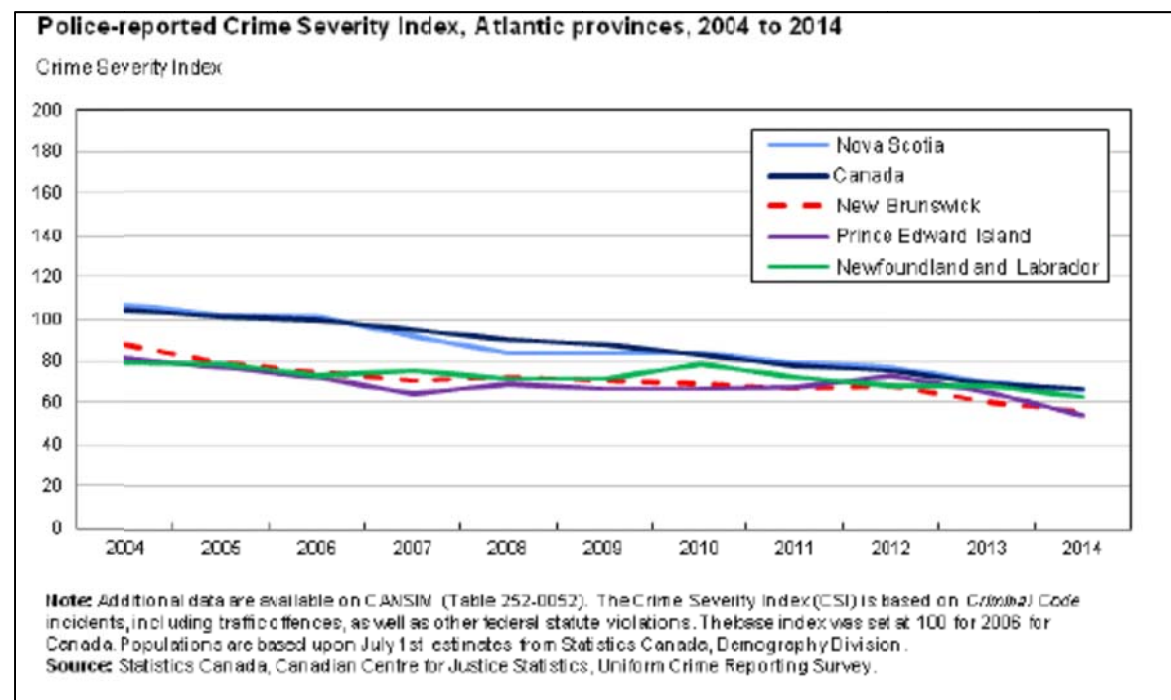
Table 6

Police-reported youth Crime Severity Indexes, by province and territory, 2014						
Province and territory	Total youth Crime Severity Index		Youth violent Crime Severity Index		Youth non-violent Crime Severity Index	
	percent change		percent change		percent change	
	index	2013 to 2014	index	2013 to 2014	index	2013 to 2014
Newfoundland and Labrador	55.2	-15	49.2	-3	59.2	-21
Prince Edward Island	51.7	-16	67.1	79	40.5	-49
Nova Scotia	83.5	-5	86.6	6	80.9	-12
New Brunswick	57.1	-18	45.0	-21	65.4	-16
Quebec	53.3	-8	63.9	-7	45.6	-10
Ontario	51.1	-5	60.6	-7	44.1	-2
Manitoba	115.6	-16	124.4	-25	108.9	-6
Saskatchewan	165.8	-5	121.7	0	196.3	-6
Alberta	64.5	-8	62.7	-7	65.5	-9
British Columbia	38.6	-24	37.6	-31	39.2	-19
Yukon	193.4	6	172.9	104	207.1	-18
Northwest Territories	338.8	-6	268.1	-16	387.3	0
Nunavut	304.3	-9	206.9	18	371.9	-16
Canada	60.3	-9	64.3	-10	57.2	-8

Note: Additional data are available on CANSIM (Table 252-0052). Refers to the number of youth aged 12 to 17 who were either charged (or recommended for charging) by police or diverted from the formal criminal justice system through the use of warnings, cautions, referrals to community programs, etc. The youth Crime Severity Indexes are based on *Criminal Code* incidents, including traffic offences, as well as other federal statute violations. The base index was set at 100 for 2006 for Canada. Data on the provincial and territorial youth Crime Severity Indexes are available beginning in 1998. Percent changes are based on unrounded rates. Populations are based on July 1st estimates from Statistics Canada, Demography Division.

Source: Statistics Canada, Canadian Centre for Justice Statistics, Uniform Crime Reporting Survey.

Chart 1



Appendix D: What We Heard – Consultation Data

When available, the raw data will be posted at www.safercommunitiesnl.ca .

Appendix E: Existing Crime Prevention/Reduction Programs/Initiatives

During the information gathering and consultation processes, the Premier's Advisory Council discovered that there are many individuals and groups who are committed to delivering crime prevention programs throughout the province. People expressed a keen interest in making their communities safer in collaboration with the police, different levels of government and other interested parties. Many communities have identified crime and community safety priorities specific to their own communities and implemented initiatives to address these concerns. Community members also expressed concerns about the need for new programs, coordination and collaboration to support existing programs, and accessibility to programs. The following is a **sample of some** of the crime prevention and reduction programs that came to the attention of the Council during the course of its work.

Royal Newfoundland Constabulary

Drug Abuse Resistance Education (DARE) Program

Drug Abuse Resistance Education is an 11-week program which was designed by educators to be delivered to students by uniformed police officers. The emphasis of DARE is to help students recognize and resist the pressures that may influence them to experiment with drugs and violence. In addition, program strategies are planned to focus on feelings related to self-esteem, interpersonal and communication skills, decision making, and positive alternatives to drug abuse behavior. The program content is organized into 45 to 60 minute lessons taught by law enforcement officers with suggested extended activities to be integrated into other instruction by the classroom teacher. This program is presently being offered to all grade six students that attend school in RNC jurisdictions (approximately 2,600 students per year).

Students Taking Responsibility in Violence Education (STRIVE) Program

The STRIVE program is based on the notion that all students attending schools in Newfoundland and Labrador have the right to attend classes, participate in school activities, and enjoy free time without fear of being the victim of youth violence; being intimidated, verbally or physically abused, sexually harassed, or made to feel excluded or like a victim.

The STRIVE program original version was developed by members of the Royal Newfoundland Constabularies Crime Prevention Unit in 1996. The program was developed in response to requests to have officers attend schools to speak to students on the problem of bullying. Since that time, the program has grown with components that can be delivered to students in Newfoundland and Labrador from grades Kindergarten to grade nine.

The goal of the program is to empower students to take ownership of the problem of youth violence and work within their schools and communities to find real-life solutions to problems encountered. The program contains information, statistics and photographs that are aimed to inform and enlighten the students to the effects of their own behavior and to that of other students.

This program is presently being offered to all grade eight students that attend school in the R.N.C. jurisdiction.

Cyber Safety Initiative (CSI) Program (Youth and Adult)

Being safe online means knowing your way around the Internet. The internet has become a regular part of most people's lives; there are many benefits (instant messaging, e-mails, keeping in contact with friends, easy searching for information, etc.). The Internet can also be deceiving in many ways. People must be careful on the Internet, especially in situations such as being asked for personal information and meeting new people.

The goal of this presentation is to help recognize electronic and computer threats and make people think more critically about their Internet behavior and practices; it's to make them aware of the internet's realities.

This program is offered to both students and parents who will learn safety tips on how to use the internet and stay safe at the same time.

This program is presently being offered to all grade seven students that attend school in the R.N.C. jurisdiction.

Distracted Driving Program (Youth and Adult)

Transport Canada reports that there were 2,227 casualties and also 170,629 injuries reported in Canada during 2010. Distractions have joined alcohol and speeding as leading factors in fatal and serious injury crashes

The RNC Distracted Driving Program allows students to experience firsthand the dangers and consequences of distracted driving. The program consists of simulated drives which are supplemented with instruction by a uniformed member of the Royal Newfoundland Constabulary.

The target audience for this program is high school students who have or are about to have their driver's license, we have also used the Virtual Driver with experienced drivers and have received positive feedback from this group.

A typical session would consist of officer instruction, a practice drive to gain experience on the trainer and the distracted drive to experience driving while distracted. People are free to repeat any of the drives to experience several different outcomes.

Street Drugs Presentations (Youth and Adult)

Drugs are chemical substances that affect both your mind and your body. The prolonged use of drug may lead to physical and/or psychological dependence. An overdose of any drug may lead to death.

The Royal Newfoundland Constabulary Street Drug presentation contains facts about the most commonly abused drugs in our province. This police facilitated session explains the physical and mental effects of drugs on a person and gives a factual overview of exactly what drugs are, how they work and what they do. During this 60 minute session we discuss the long- and short-term side effects of the most common substances that are seen in our communities.

This presentation is offered to both Junior High and High School students as well as their parents.

RCMP Community Policing Initiatives

B Division Safe Community Strategy (Youth)

The RCMP recognizes the reality that crime prevention is the responsibility of all police officers, and not just the designated crime prevention units. Police Officers understand that the decisions they make when contemplating a charge against a young person is very likely to have an impact that will last the rest of the young person's life. Our strategy stresses that all youth are not the same, thus the police response to all youth should not be the same. All RCMP officers were required to complete an updated course dealing with the YCJA and youth related crime as part of this strategy. The training ensures we are making evidenced-based decisions when dealing with youth who are in conflict with the law and provides the police officer with risking tools to assist in assessing the situation with an appropriate response. The RCMP will concentrate on referring youth to community services whenever appropriate but in doing so consider of the totality of the circumstances, including risk factors that led to the commission of the crime and what mechanisms are available to address the underlying cause.

Kids and Drugs: Train community members to educate parents on children's drug use and abuse.

Aboriginal Shield: Train Aboriginal community members to educate youth on drug use and abuse.

Drug Endangered Children: Promote the development of an integrated investigative team that conducts coordinated, collaborative Child Abuse investigations resulting from exposure to drug activities. Partners: Child Protection, Medical, Crown Counsel, Emergency response and Code Enforcement.

Drugs and Sport: Educate the sporting community about drug use and abuse.

Drugs in the Workplace: Educate industry and business on drug use amongst working adults.

Drug Abuse Resistance Education D.A.R.E.: Structured program delivered by police officers to students, promoting healthy decisions and educating about drugs and drug related topics.

'E' Aware Initiatives: Increase parental and youth awareness of chemical drugs e.g. Ecstasy.

Synthetic Drugs Initiatives: Create commercial and community awareness of clandestine laboratories in Canada.

Drug Awareness Officer Training: Train Drugs and Organized Crime Awareness Service (DOCAS) coordinators and other police departments on drug addiction, prevention, symptomology, DOCAS, community mobilization, tools and resources.

Organized Crime Awareness: Informational CD containing presentation and videos on organized crime for use by members.

RNC-RCMP Joint Initiatives

Combined Forces Special Enforcement Unit – Newfoundland and Labrador (CFSEU-NL)

- Fight child exploitation
- Fight illegal drugs
- Fight organized crime

Intimate Partner Violence Initiative

- Collaborative justice effort enhancing responsiveness to intimate partner violence.
- Police resources dedicated to enhance awareness, education, investigation, and social service follow-up, of intimate partner violence environments and videos on organized crime for use by members.

Municipal Programs

The Major's Advisory Committee on Crime Prevention (MACCP)

This committee was constituted in 2014 to provide information and advice to the St. John's Municipal Council on crime prevention issues that affect the City. The introduction of this committee recognizes the importance of having local government involved in community safety. Local governments have come to see community safety as a basic human right and an aspect of the quality of life of communities. The Committee completed a report and made recommendations to Council. It concludes by saying that community safety is a shared responsibility which required significant leadership. It emphasizes the importance of collaboration and linking to other committees involved in crime prevention. It also suggests the City advocate to the Provincial Government to invest in the protective factors which prevent crime e.g. poverty reduction, violence prevention, housing stability, early childhood development, healthy aging, recovery-oriented mental health services and inclusion of persons with disabilities. (MACCP, 2015)

Members of other municipalities often participate in crime prevention partnerships with the RNC or RCMP or other crime prevention committees.

Government of Newfoundland and Labrador Initiatives

This section is not meant to be an exhaustive list. It provides some examples of initiatives the Government of Newfoundland and Labrador has implemented which support the work of crime prevention and community safety.

Horizontal Initiatives

- The ***Violence Prevention Initiative*** of the Government of Newfoundland and Labrador reflects government's commitment to addressing the problem of violence in this province. The Initiative is a multi-departmental, government - community partnership to find long term solutions to the problem of violence against those most at risk in our society - women, children, seniors, persons with disabilities and other vulnerable people who are victims of violence because of their race, ethnicity, sexual orientation or economic status.
http://www.gov.nl.ca/vpi/initiative/violence_free_communities.pdf
- The Government of Newfoundland and Labrador's ***Poverty Reduction Strategy*** is a government-wide approach to promoting self-reliance, opportunity, and access to key

supports for persons vulnerable to poverty. The strategy currently includes more than 90 ongoing initiatives that were informed by the input of the public and developed by 13 government departments and agencies in order to meet the needs of groups most vulnerable to poverty.

<http://www.swsd.gov.nl.ca/poverty/index.html>

- The ***Inclusion Strategy*** Action Plan 2015-18 is an Action Plan to further the goals of “Access. Inclusion. Equality - A Provincial Strategy for the Inclusion of Persons with Disabilities in Newfoundland and Labrador”.

Strategy: http://www.swsd.gov.nl.ca/disabilities/pdf/dpo_access_inclusion_equality.pdf

Action Plan: http://www.swsd.gov.nl.ca/disabilities/pdf/dpo_isap.pdf

- The ***Provincial Health Aging Policy Framework*** of the Government of Newfoundland and Labrador supports its vision of a supportive, age-friendly province which enables seniors to live independently and experience good health and well-being.

<http://www.releases.gov.nl.ca/releases/2007/health/0711n04HA%20Policy%20Framework.pdf>

- ***A Roadmap for Ending Homelessness in Newfoundland and Labrador*** (October 2014) offers a series of recommendations for government to consider. A steering committee representing the government and community-based organizations has been established to thoroughly review its recommendations and to map out an action plan.

<http://www.nlhc.nl.ca/documents/publications/OrgCode.pdf>

Provincial Government Departments/Entities with a Role in Crime Prevention and Community Safety:

- Department of Justice and Public Safety (Victim Services, Adult Probation, Adult Custody, Youth Secure Custody, RNC, RCMP, Office of the High Sheriff, Court Administration, Public Prosecutions, Family Justice Services)
 - Child Death Review Committee
 - Criminal Code Mental Disorder Review Board
 - Fire and Emergency Services Newfoundland and Labrador
 - Human Rights Commission
 - Office of the Chief Medical Examiner
 - Legal Aid Commission
 - RNC Public Complaints Commission
- Executive Council – Women’s Policy Office
- Department of Advanced Education and Skills
- Department of Child, Youth and Family Services
- Department of Education and Early Childhood Development
- Department of Health and Community Services
- Department of Seniors, Wellness and Social Development
- Newfoundland and Labrador Housing Corporation
- Office of the Child and Youth Advocate

Community-Based Programs

The Stella Burry Foundation operates many community based programs for at-risk individuals. These include Emmanuel House, Stella's Circle, the Just Us Womens' Centre and the Community Support Program.

Stella Burry's COMMUNITY SUPPORT PROGRAM

The Community Support Program (CSP) provides intensive assistance to people with complex mental health needs. The goal of the program is to improve the overall quality of participants' lives, and to reduce the length and number of admissions to hospitals and prisons.



Who is it for?

Men and women over the age of 18 who reside within the St. John's region, have a diagnosed mental illness, and meet three or more of the following criteria:

- a significant involvement with the mental health system
- a developmental disability
- a significant involvement with the justice system
- an unstable housing history
- behaviour that has resulted in harm to self or others, or is likely to place others at risk

How does it work?

Our services are tailored to the needs of each person. We provide holistic support to people in their homes, assisting individuals with daily living skills and with activities that promote their wellness, independence, and integration into the community. We also offer links to training, housing, and employment opportunities.

Turnings NL offers a number of programs for offenders and their families. These are some of the issues covered.

- Victimization Perspective
- Types and Treatment of Sex Offenders
- Criminal Justice System, Parole and Probation
- Sexual Assault/Victimization and Boundaries
Alcohol, Gambling, and Drug Abuse issues

The Citizens' Crime Prevention Association of Newfoundland and Labrador was formed in 1988. It is comprised of police and citizens who are concerned with making our communities better and safer places in which to live. It was felt at that time that the traditional responses to crime in our communities were insufficient and that other responses were needed.

The response that was seen as perhaps offering the greatest opportunity for success was the principle of the safer communities approach to crime prevention. The strategies highlighted by this approach and used by our communities are:

- Crime Prevention through Social Development
- Crime Prevention through Community-Based Policing
- Crime Prevention through Opportunity Reduction

The Association has formed partnerships with the two major police forces in the province. By working closely together with both police forces, the association has been able to ensure that all areas of the province have access to crime prevention committees if they desire.

Since its inception in 1988, member committees of the association have undertaken literally thousands of crime prevention projects in their communities. The local citizens' groups identify problems in the area and work to try to eliminate those problems. The provincial association is there to offer whatever support is needed. Today, there are 28 local member committees representing citizens and police throughout Newfoundland and Labrador.

Each year CCPANL and its local committees deliver hundreds of programs and activities to increase crime prevention awareness and support throughout the province. What follows is a small example of some of the initiatives undertaken.

- Halloween Pumpkin Patrol
- Substance Safety Activity Booklet
- Youth Forum on Respect
- Youth Seminars on Violence
- Drug and Alcohol Awareness Program
- Seminar/Camps for kid at-risk
- Seminars on Domestic Violence
- COP – Citizens on Patrol Program
- PAL – Police At Local Schools Program
- For more programs see (<http://ccpanl.ca/>)

Crime Stoppers is a citizen, media and police co-operative program designed to involve the public in the fight against crime. It provides citizens with a vehicle to anonymously supply the police with information about a crime or potential crime of which they have knowledge. Cash rewards are offered to people who call the program if their information leads to an arrest.

Youth Community Groups

Sample of Key Youth Community Groups in Newfoundland and Labrador⁵⁶:

John Howard Home for Youth is offered for young people who have been sentenced to a period of Open Custody by the Courts and who have been referred by the Department of Child, Youth and Family Services. It provides a supportive, homelike environment to five male or female young people. The program stresses responsibility, life skills, and fosters independence. Activities include weekly recreation, daily study time, involvement with various community resources, and group sessions, covering topics such as job search, resume writing, self-awareness, conflict resolution and interpersonal skills. A young person residing at the Home for Youth will also be assisted in accessing educational, medical and psychological services within the community. <http://johnhowardnl.ca/service/home-youth/>

John Howard Youth Services Program provides supportive counselling and assistance to at-risk youth (offenders and ex-offenders), who are between the ages of 18 and 25, and need assistance with their career plans including educational, training and employment opportunities. Referral sources include the Newfoundland and Labrador Youth Center, Community Youth Corrections, Her Majesty's Penitentiary, Correctional Services of Canada, Corrections and Community Services, Eastern Health, John Howard Society programs, various community agencies and self-referrals. The main purpose of the Youth Services Program is to provide at-risk youth with supportive counselling services beginning at the pre-release stage, but focusing on comprehensive community planning once they are released from open or secure custodial facilities, or are serving a term of probation or parole. The program identifies individual needs of offenders and provides key supports required to ensure their successful transition into the community. Early intervention is preferred. Young clients are given the opportunity to develop life skills, upgrade their education, obtain employment or avail of community programs which help divert them away from income support and crime and move toward becoming a more self-reliant and healthy individual. <http://johnhowardnl.ca/service/youth-services-program/>

Waypoints is an 18 month residential program for adolescent offenders. It is a recognized leader in the field of child and youth care and provides a variety of residential and support services to children, youth and families. The vision of Waypoints is safe and healthy children, youth and families learning, growing, and participating to their full potential in supportive communities. Its philosophy is: there is no such thing as a bad kid. The behaviors we see are a direct result of the circumstances that a youth is in, and given the proper resources, a young person can overcome the adversity. <http://www.waypointsnl.ca/>

⁵⁶ Compiled from websites found listed in bibliography

Choices for Youth is a not-for-profit community based agency, which was established in 1990 after the closure of Mount Cashel Orphanage. Its mission is to provide youth with a range of supportive housing option, access to a variety of services that promote healthy personal development and a sense of belonging within an environment of respect, tolerance, peace and equity. Some of the programs it provides includes:

- Shelter for young men between ages of 16 and 29;
- Supportive housing program for youth between ages of 16 and 21;
- Youth at Promise – basic literacy skills program for youth who have limited employment/educational opportunities;
- Life skills development; and,
- Drop-in recreational programs.

A good example of an innovative program offered by Choices for Youth is their **Moving Forward Program** for at risk youth with serious mental health issues. Young people across our province face numerous challenges, including mental health, addictions, and developmental issues; a lack of appropriate social and/or family support; and involvement in the criminal justice system. As a result of still lacking necessary social programming, and with wait times and eligibility criteria creating barriers to access what *is* available, too many young people are left unable to reach their potential for lack of support to address personal challenges.

The **Moving Forward Program** was created as a recognition of this, shown to us by the shared experiences of the youth we serve, as well as research programs and dialogue with mental health associations across Canada. The program is built on a commitment to individualized assessment and customized support for every participant. We believe that with the appropriate mix of intensive supports, youth struggling with complex mental health issues can successfully live on their own in the community.

The team behind **Moving Forward** builds trusting relationships with program participants, helping youth develop a sense of empowerment, learn new skills, increase treatment and medication compliance, find and maintain appropriate housing, and increase community involvement.

A collaborative initiative with Eastern Health and Stella's Circle, the program supports young people who exhibit high-risk behaviors, have complex mental health needs, and who have exhausted all other services within the system. With the one-on-one and supportive groups offered, we are able to intervene with mental health crisis response and prevention, prevent youth from entering the justice system, and relieve demands put on emergency room interventions.

The **Pre-trial Services Program** is an alternative program within the Department of Justice and Public Safety. The primary goal of the program is to reduce the amount of time a youth (between the ages of 12 and 18 years) is detained in custody pending trial by providing verified information to the Youth Justice Court at each stage of the bail hearing; combined with community supervision and programming while under the jurisdiction of the interim release order. Referrals are made by the crown prosecutor or the youths' defense counsel.

http://www.justice.gov.nl.ca/just/corrections/pre_trial_services.html

Eastern Health Central intake for Child and Adolescent Mental Health and Addictions provides a single-entry access point for the following child and adolescent mental health and addictions services within the St. John's region:

- Bridges Program;
- Janeway Family Centre;
- Outpatient Psychiatry;
- Rowan Centre Adolescent Addiction Service; and
- Community mental health counsellors.

This program is offered to:

- Children aged 17 and under, who are experiencing mental health issues and need support or therapy.
- Clients must have the developmental capacity to participate in a counselling relationship.
- Parents can be referred for parenting groups and support and information sessions pertaining to children in their care.

<http://www.easternhealth.ca/WebInWeb.aspx?d=3&id=2115&p=2111>

Appendix F: Promising Crime Prevention Programs

Many of the issues raised in the Premier's Advisory Council's engagement sessions are already being addressed to varying degrees through existing programs and strategies. There are many crime prevention and community safety programs already available in Newfoundland and Labrador that are very helpful to people in need. Some of these include Stella Burry's Community Support Program and Choices for Youth's Moving Forward Program.

The province, municipalities, police, community organizations and volunteer groups run many different crime prevention programs. Better coordination and sharing of information would allow us to build on existing strengths and look at cost effective solutions by supporting positive programs that are working well in our communities. Community organizations are constantly seeking out the latest innovative programs to help their clients. Many of these organizations are well connected across the country and internationally and are aware of new, successful programs elsewhere that may be useful for the Newfoundland and Labrador Context, or could be adapted for the Newfoundland and Labrador Context. However, community-based organizations and volunteer groups are faced with challenges around support, research capability, funding, and guidance. We have discussed the roles of the "backbone" organization, which if implemented, would contribute to the success of existing programs.

In this time of fiscal restraint there is considerable discussion about evidence-based programs. New programs often have an evaluation mechanism built in, but it is sometimes difficult to assess the success of a program that is educational in nature without long term follow-up and consideration of other factors that could affect the outcome. A prime example of this is the DARE program. Many people feel there is no evidence to support its' success in keeping young people from getting involved in drugs, but others feel that it's benefit is in relationship building and it is strongly supported by parents. (Criticism of the DARE program Alcohol Abuse Prevention Some Serious Problems <http://www.alcoholfacts.org/DARE.html>), (New DARE program works <http://www.scientificamerican.com/article/the-new-d-a-r-e-program-this-one-works/>), (A Review of the Research on the DARE program [https://www.ufv.ca/media/assets/criminology/A-Review-of-the-Research-on-the-Drug-Abuse-Resistance-Education-\(D.A.R.E\).pdf](https://www.ufv.ca/media/assets/criminology/A-Review-of-the-Research-on-the-Drug-Abuse-Resistance-Education-(D.A.R.E).pdf))

The most successful programs are those that take a collaborative approach to dealing with an issue and those that have firm roots in the community. We will recommend some programs that address issues raised in the engagement sessions and that are evidenced based and having success elsewhere.

THE HUB Multi-disciplinary preventive intervention program

The HUB type model deserves should be considered for looking at high risk individuals in various areas of the province. Research suggests it connects people at risk to the services that can help them, when they need them most. It stops crime before it happens. There are growing indications that it is improving general public safety and community wellness in Prince Albert. A variation of the HUB (as recommended in the section on Aboriginal issues)– case management scenario - could be set up in centers across the province where appropriate services are available.

The HUB, started in Prince Albert, Saskatchewan, but now being used in Ontario, Nova Scotia and other provinces, is an exciting alternative to traditional preventative policing strategies called the Hub Model: It is an evidence-based collaborative problem solving approach that draws on the combined expertise of relevant community agencies to address complex human and social problems before they become policing problems. The Hub’s focus on early, multi-disciplinary preventative intervention is promising, as evidenced by the reported decline of many potential police - community problems and greatly enhanced collaboration and communication between police and other community agencies. The Hub is also a good example of “evidence based policing” as its structured use of risk data and outcome evaluations provides the “evidence” required to validate the value and impact of police involvement in community based prevention initiatives.

It is not a policing model, per se. It is one part of a Community Safety model designed to improve a much broader set of social outcomes, including reducing crime, violence and victimization. As such, this is a model in which policing has a vital role to play, alongside others, and from which policing has much to gain.

The Hub involves a twice-weekly, ninety minute discussion among front line professionals representing multiple human service disciplines. It is not a thing, or a place, or an entity. It is, “a conversation ... but a highly disciplined and purposeful conversation”, built upon a body of social science that consistently reveals “identifiable risk patterns” as antecedents to a host of negative social outcomes. It operates on the simple principle *that if something bad is predictable, it is also preventable*. The Hub model saves lives. It connects people at risk to the services that can help them, when they need them most. It stops crime before it happens. And, there are growing indications that it is improving general public safety and community wellness in Prince Albert.

More significantly, it was while observing this model that the distinction between our typical “incident-driven” collaborations in Canada and – a “risk-driven” process that triggered immediate collaborative action based on identifying various risk factors before incidents occurred – came clearly into focus. It was here that the traditional response paradigm shifted. It involved efficient case management and timely response. It is unique in that the point of entry is acutely elevated risk recognized across multiple disciplines – and rapid deployment of collaborative interventions, aimed at connecting those at risk to the composite services they need most and need right now.

The average length of time devoted to discussing each single, at-risk situation at the PA Hub table has been determined to be about nine minutes. Initial intervention contacts typically occur within 24-48 hours, and the life span pattern shows 53% of situations ending in one week, and about 79% clearing the table in two weeks (Hub 2013).

When agency professionals assemble around the Hub table twice weekly, they do so for only ninety minutes. There is virtually no exception to this rule. The first half of each meeting is devoted to updates on prior situations. Here, those tasked with taking action report back about the status of the risk factors that originally defined each situation. Under the Hub model, once risk factors have been reduced below acute levels to the satisfaction of those involved, usually by connecting services through collaborative interventions, the case leaves the Hub and transfers to the case management and service delivery practices of one or more relevant agencies. Thus, most of these prior situations will be updated on the spot and re-categorized accordingly. A few may carry forward due to difficulties in connecting with the individual or family involved, or sometimes due to information still being assembled by one or more of the intervening agencies. It is important to distinguish that resolution of a case at the Hub does not mean that everything that might need to change in a person's or a family's life, nor what might need to change within the system, will have been resolved or completely addressed.What it does mean is that the person, family or location at the center of the elevated risk situation has been 'connected to services' (70% of situations) or at.. the very least, 'informed of services' (22% of situations). In the PA experience to date, only a very small number will be classed as 'refused services' (5% of situations) (Hub 2013).

In the second half of each meeting, new situations of risk are brought forward to the table, and these can originate from any of the participants at the meeting. While it may be difficult to express a precise definition of 'acutely elevated risk', most Hub participants have learned through practice what constitutes a legitimate Hub situation, and just as importantly, what does not. Critical to the success of the Hub process is that it avoids wandering into complex resolutions and treatment plan, and its responses are both realistic and achievable.

More information on the HUB can be found at;

<http://www.cpc.gc.ca/en/cpclibrary/DiscussionVol1The Prince Albert Hub: A New Instrument for Community Safety>

The Geelong Project For at-risk youth

This Early Intervention program from Australia prevents homelessness by keeping young people at home, in school, and linked to the community by providing early intervention services for vulnerable youth.

The Geelong Project, led by Time for Youth with partners Swinburne University, Barwon Youth and Geelong Region Local Learning and Employment Network, is grounded in community collaboration. Listed as a G21 – Geelong Region Alliance pillar project under Education and Training, the early intervention platform is a world-first innovation that can identify early youth at-risk of homelessness, school drop-out and other complex inter-related issues. Our vision is 'a community of schools and youth services' capable of preventing our most vulnerable young

people from becoming homeless and disengaging from education. It will form the foundation of 'a whole of community' model, geared to measurably reduce youth homelessness in Geelong.

Research is showing there is a disturbing level of adolescent and family violence in the home involving a significant proportion of young people at risk of homelessness. Adolescent violence in the home, which can easily precipitate a young person being excluded from the family and which is often associated with behavior problems at school, is a concern that is regularly addressed by The Geelong Project Early Intervention Team.

The project will support young people and their families through a new interdisciplinary Early Intervention Team, integrating support from schools and agencies and working with young people where and when needed. The work of the team will be underpinned by research and development that builds new partnerships and pathways between schools and community agencies and develops common tools and approaches to assist school and community sector workers.

The direct benefit for the Geelong community will be that many young people who have issues at home and school will be able to access greater support from an interdisciplinary team of youth, family, education and employment, disability, mental health and drug and alcohol professionals. This initiative is potentially of national significance in aiming to demonstrate that intervening early with young people and families will reduce homelessness with huge savings for the community.

Research and practice highlights the importance of engaging families and family networks in providing support and reducing risk. 'Conflict within the home' is by far the strongest risk factor in setting a young person on the path to homelessness. The Youth Focused and Family Centered strategy that is adopted as part of The Geelong Project is aimed at maximizing the young person's connection to family, extended family and friends, based on building the trust of the young person and resolving issues by working with the whole family through a range of approaches involving boundary setting, mediation, and skill development.

The Youth focused and Family Centered approach starts with the young person but rapidly and actively engages the family in the care planning and development process. Workers explore the needs and wishes of young people and assist them to put their views to their families in a responsible and articulate way. This often involves assisting parents to actively listen to their adolescent children and assisting all parties to come to a consensus about family rules, expectations and responsibilities and diminishing the need for anger, resistance and aggression between parties.

The Early Intervention (EI) Worker is pivotal in bringing these parties together and promoting a commitment to the integrated plan. The care plan is designed to meet goals that the young person and family see as important and are therefore prepared to invest in. Each achievement within the Plan is acknowledged by the EI Workers with the young person.

The EI team does this by actively engaging young people in familiar settings i.e. school, the young person's home, cafes. This encourages young people to be open about their concerns and aspirations. Similarly workers engage parents, usually at their home, to share their wishes and ambitions regarding their adolescent and the wider family unit. By bringing parties together it is then possible for families to move beyond existing conflicts and work on changes to relationships that can be positive and enduring.

The 'Youth Focused and Family Centered' approach may involve assisting the young person to develop anger management techniques through individual or group counselling. This is often combined with assisting parents to develop skills in de-escalating conflict and setting effective limits through both individual and group programs. An Integrated Care Plan will commonly involve working with teachers and wellbeing coordinators to reinforce aspects of the behaviour plan within the classroom and school setting. This may also involve the EI Workers to act in the role of the Key Worker for the young person and collaborate and integrate care plans with other service providers i.e. mental health practitioners, support agencies, youth workers, disability service providers, social Workers or other relevant support workers. For more information on this project see the following website <http://www.thegeelongproject.com.au/>.

Triple P Positive Parenting Program

The Triple P program as an early intervention strategy, has been shown to reduce costs associated with conduct disorder, child abuse and out-of-home placement, delivering significant benefits when compared to the cost of the program. Interest in successful parenting programs was raised at every engagement session.

Triple P is one of the most effective evidence-based parenting programs in the world, backed up by more than 30 years of ongoing research. Triple P gives parents simple and practical strategies to help them confidently manage their children's behavior, prevent problems developing and build strong, healthy relationships. Triple P is currently used in 25 countries and has been shown to work across cultures, socio-economic groups and in many different kinds of family structures

Triple P is a parenting and family support system designed to prevent – as well as treat – behavioral and emotional problems in children and teenagers. It aims to prevent problems in the family, school and community before they arise and to create family environments that encourage children to realize their potential. It aims to deal with problems like toddler tantrums or teenage rebellion, self-esteem issues, bedtime battles, disobedience, and aggression.

Triple P draws on social learning, cognitive behavioral and developmental theory as well as research into risk factors associated with the development of social and behavioral problems in children. It aims to equip parents with the skills and confidence they need to be self-sufficient and to be able to manage family issues without ongoing support. While it is almost universally

successful in improving behavioral problems, more than half of Triple P's 17 parenting strategies focus on developing positive relationships, attitudes and conduct.

Triple P is delivered to parents of children up to 12 years, with Teen Triple P for parents of 12 to 16 year olds. There are also specialist programs – for parents of children with a disability (Stepping Stones), for parents going through separation or divorce (Family Transitions), for parents of children who are overweight (Lifestyle) and for Indigenous parents (Indigenous). Other specialist programs are undergoing trials or are in development.

Triple P has benefits both clinical and practical. Triple P's flexibility delivery sets it apart from many other parenting interventions. Triple P has flexibility in:

- ***Age range and special circumstance:*** Triple P can cater to an entire population -- for children from birth to 16 years. There are also specialist programs – including programs for parents of children with a disability; parents of children with health or weight concerns; parents going through divorce or separation; and for Indigenous families.
- ***Intensity of program:*** Triple P's distinctive multi-level system is the only one of its kind, offering a suite of programs of increasing intensity, each catering to a different level of family need or dysfunction, from "light-touch" parenting help to highly targeted interventions for at-risk families.
- ***How it's delivered:*** Just as the type of programs within the Triple P system differ, so do the settings in which the programs are delivered – personal consultations, group courses, larger public seminars and online and other self-help interventions are all available.
- ***Who can be trained to deliver:*** Practitioners come from a wide range of professions and disciplines and include family support workers, doctors, nurses, psychologists, counsellors, teachers, teacher's aides, police officers, social workers, child safety officers and clergy.
- ***Evidence based:*** Triple P is the most extensively researched parenting program in the world. Developed by clinical psychologist Professor Matt Sanders and his colleagues at Australia's University of Queensland, Triple P is backed by more than 30 years' ongoing research, conducted by academic institutions in the US, the UK, Canada, the Netherlands, Belgium, Sweden, Iran, Hong Kong, Japan, Turkey, New Zealand and Australia.
- ***Population approach:*** Triple P has been designed as a population-based health approach to parenting, typically implemented by government bodies or NGOs (non-government organizations) across regions or countries. The aim is to reach as many people as possible to have the greatest preventative impact on a community. The Triple P system can go to scale simply and cost efficiently. It has been shown to work with many different cultures and ethnicities.
- ***Comprehensive resources:*** All Triple P interventions are supported with comprehensive, professionally produced resources for both practitioners and parents. The resources have

all been through clinical trials and tested. The parent resources have been translated, variously, into 19 languages.

- **Organizational support:** Triple P's dissemination experts around the world have experience assisting all levels of government and non-government organizations and are available to advise through all stages of a Triple P rollout – from planning and training to delivery, evaluation and beyond. Triple P uses an Implementation Framework to help support the success and sustainability of Triple P.
- **Communications strategy:** An integrated communications strategy, which helps destigmatize parenting support and reaches parents via a range of communications materials, puts parenting on the public agenda. It creates an awareness and acceptance of parenting support in general – and Triple P specifically.
- **Evaluation measures:** The success of Triple P is easily monitored on both a personal level and across a population. Triple P provides tools for practitioners to measure "before" and "after" results with parents, allowing them to demonstrate Triple P's effectiveness to the parents they work with and also to their own managers. Computerized scoring applications can also be adapted to collate results across a region to show effects community-wide or within a target group.
- **Cost effective:** Triple P's system works to prevent over-servicing and wastage, with its range of programs able to cater to the diversity of parents' needs – from light-touch to intense intervention. It's also a program that promotes self-regulation and self-sufficiency, as Triple P gives parents the skills they need to become problem solvers and confidently manage their issues independently, rather than rely on the ongoing support of a practitioner. More information about Triple P can be found on the following website <http://www.triplep.net/glo-en/find-out-about-triple-p/benefits-of-triple-p/>.

(SACH) Schools as Community Hubs

This Innovative Crime Prevention Program involves using the school and community partners to families who need assistance. This could also be expanded to make the school a centre for community activities, including a meeting place and recreation facility. Interest in using schools in creative ways for the benefit of the community was raised at all engagement sessions.

Families who struggle with poverty, addiction and mental health issues, or overwhelming challenges of being new to Canada, can experience difficulty in knowing where to find help. Schools are often the only connection they have with 'the system' that can offer assistance. REACH (discussed in Appendix G) is working with the Edmonton Public School Board, Edmonton Catholic School District, and multiple community partners to create this program.

The SACH model sees each school site respond to the needs of its specific community; primarily at-risk families, Aboriginal, refugee and immigrant families. REACH coordinates SACH partnerships. They gather and promote key learnings, identify gaps and measure success, ensuring that each SACH team learns from the others.

Involving the right community partners ensures we're delivering the best possible programs to meet each community's needs.

In 2011, SACH partners and programs included:

- *Uncles and Aunts at Large* offering the SNAP® (Stop Now and Plan) program, helping children and their parents deal effectively with anger.
- *University of Alberta* nursing students provide health and nutrition expertise.
- *The Centre for Arts and Music* offering a camp and afterschool performance program.
- *The Centre for Race and Culture* offering adult Cree lessons.
- *Edmonton Public Library* staff delivering reading programs.

The Edmonton Catholic Schools SACH advisory committee has helped create Criteria for Partnerships and a guideline for assessing potential new partners.

This program is setting kids up for success! Academic success is at the heart of SACH. The Transitions program offered at some of the schools involved in the program ensures that recently arrived refugee students acquire the reading, writing and math skills they need before graduating on to regular programming. As well, Edmonton Public Schools uses a variety of strategies to provide academic support in afterschool programs, including math kits and hands-on science demonstrations.

In tackling the challenge to engage junior high students in afterschool programming, SACH coordinators enticed students with a **'Rock Camp'** in partnership with the Centre for Arts and Music's Rock and Roll Society during the fall break.

Each School As Community Hub regularly engages families in conversation to see how things are going. It is concerned with developing resilient families and communities. Evening activities often begin with a community meal, then people head off to their program, such as English as Another Language (EAL) or computer literacy for parents. Cultural coaches who speak the first language of many students become mentors and form strong relationships with families.

They are seeing success as the program builds on itself. A Somali youth has returned to the program at Balwin as a mentor. Three other Somali youth have taken the city's Leaders in Training program to volunteer at the Green Shack summer program. This not only attracts other children from the Somali community to the summer program, it also means these three youth are building relationships with peers through the Leaders in Training program.

- SACH: Many students in SACH programs have come to Canada as refugees, and have had little or no formal education.
- SACH: Programs are tailored to fit community needs: some run after school, others on weekends as well and some continue over the summer months.
- SACH: Brings families together, providing the physical space and environment for them to build community connections, and supporting them with the practical programs they need.

“My classroom is more than the academics. We’ve become a support group, a safety net for these kids. They’ve come from so much trauma. When they first get here they’re very excited. But after the first month they can become very sad. They realize how big the challenges ahead might be. We keep in close contact with their families who have access to other programs in the hub, and help to explain.” (teacher involved in the program)

<https://www.ecsd.net/Programs/Overview/OneWorld/Pages/Schools-as-Community-Hubs.aspx>
<http://tamarackcci.ca/blogs/community-animators/schools-community-hubs-demonstrates-significant-sroi>

Many stakeholders mentioned the lack of a space where people in the community can get together and run different types of activities. Having a community Hub can be very important for crime prevention and community safety. When people think of community hubs, they think of places where people come together to get services, meet one another and plan together. We’ve heard that community hubs are gathering places that help communities live, build and grow together. No community hub is like another, as each brings together a variety of different services, programs and/or social and cultural activities to reflect local community needs. It is this diversity of activity that allows community hubs to play a critical role in building economic and social cohesion in the community. (<https://www.ontario.ca/page/community-hubs-ontario-strategic-framework-and-action-plan>)

Lions Quest Canada Program for positive youth development is being considered by the RCMP as a new program they will use directed towards youth

Lions Quest Canada the Centre for Positive Youth Development was established in 1988 and is based in Cambridge, Ontario. It is a registered charitable organization dedicated to fostering positive youth development by producing and disseminating effective tools to empower and unite caring adults in all aspects of young people’s lives. These tools include innovative and well-researched programs, products, training and services for youth, parents, educators, and community leaders.

The Centre for Positive Youth Development believes that in order to make sustainable positive change in support of our children and youth that we need to encourage and build the capacity of caring adult allies in our communities. Our approach focuses on bringing people together to do their part – however large or seemingly small that part is – to make Canadian communities the best possible place for our children and youth to grow up. It defines Positive Youth Development as the strengths-based approach to child and youth development that focuses on the developmental contexts, nature of the child, the child’s developmental strengths, and the reduction of high risk behaviours and promotion of healthy wellbeing.

Lions Quest School-Based Program Resources are Pre-Kindergarten to Grade 12 Social and Emotional Learning (SEL) programs used by educators in over 90 countries around the world. Social and emotional skills provide the foundation for dealing with anger and frustration, preventing negative behaviours, and developing positive school behaviours that increase academic performance. SEL themes include;

- positive behaviours
- bullying prevention
- drug, alcohol and tobacco awareness
- service-learning
- character education
- connection to school

Lions Quest Core Values

Positive Potential for Youth: Fostering the positive potential in all young people is a critical priority and must be cultivated and strengthened by adults and their institutions.

- **Positive Life Skills and Character Development:** Young people become personally and socially responsible and develop strong character by learning and applying essential life skills in meaningful contexts. They should actively engage in their own learning and learning cooperatively with others.
- **Personal and Social Responsibility:** The values, attitudes, and knowledge necessary for personal and social responsibility include the timeless principles of respect and caring for self and others, honesty, and trustworthiness, a sense of justice and fairness, service to others, capacity for critical thinking and problem solving, and commitment to family and community.
- **Parent as Primary Educator:** Parents are the primary educators of their children, and enduring, nurturing relationships with caring adults are essential for young people to flourish and grow.
- **Collaboration:** The power and breadth of our mission can best be achieved through dynamic, mutually beneficial relationships with other organizations and associations.
- **Caring Adults Supporting All Youth, Everywhere:** Promoting healthy, responsible, caring behaviours requires adults to work together to build lasting foundations for positive learning experiences in all arenas where young people live, learn, work and play.
- **Organizational integrity** (<http://www.lionsquest.ca/resources/>)

SNAP (Stop Now and Plan)

The Stop Now and Plan Program (SNAP[®]) is an evidence-based, award-winning crime prevention model program developed in Canada by the [Child Development Institute](#) (CDI). Since its inception over thirty years ago, SNAP[®] has helped children, youth and their families learn self-control and problem-solving skills along with strategies to manage their emotions. SNAP[®] participants learn to calm down and reflect before reacting and to seek out positive solutions to their problems related to antisocial and violent behaviors.

In keeping with an evidence-based approach, the SNAP[®] programs are designed specifically for children and youth exhibiting aggressive and pre-delinquent behavior – key risk factors associated with future criminal behavior. The SNAP[®] programs include:

- SNAP[®] Boys – for boys aged 6 to 11, formerly SNAP[®] Under 12 Outreach Program or ORP
- SNAP[®] Girls – for girls aged 6 to 11, formerly SNAP[®] Girls Connection

- SNAP[®] for Schools, for all elementary school students
- SNAP[®] Youth Leadership Services, for youth 12 to 17 who have previously participated in a SNAP[®] Program

Chronic offenders do not appear suddenly in the criminal justice system. They have a history and pathway that can often be traced back to various identifiable risk factors in their lives, as well as missed opportunities to change these pathways. Studies, conducted in various countries, demonstrate that pathways to chronic offending can be traced back to ages 7–8, when young persons, especially boys, begin demonstrating risk factors associated with crime. These factors have been well documented both internationally and in Canada and include, for example early aggressiveness, poor peer relations and early substance use.

Pathways to a life of crime are not inevitable. Many of the risk factors can be changed if focused interventions are delivered to the right persons at opportune points in their lives. When opportunities to intervene are missed, the costs and difficulties of responding effectively increase.

Evidence-based crime prevention rests on intervention principles and methods established through research to address risk factors known to be associated with offending behavior among those who are at risk. Implementing this approach can result in reductions over time in offending and victimization and their associated costs, and increase community safety.

SNAP[®] has been evaluated and cumulative evidence of its effectiveness in Canadian and international contexts is growing. Evaluations have shown that SNAP[®] reduced aggressive conduct and other problem behaviors for boys and girls at 6 months post program and follow-up periods. (For more information <http://stopnowandplan.com/>)

NCPC is contributing to the growth of the evidence about SNAP[®] through evaluation of the projects it supports. The contribution of the evaluation of NCPC SNAP[®] projects is significant. It will be the first time SNAP[®] has been rigorously evaluated in remote, Aboriginal communities. Knowledge will be built about SNAP[®] delivery in non-clinical settings with projects that do not necessarily have a research-based context. Lessons learned about differences in implementation based on the region, language, logistics and complements of staff will be documented and shared. Information on the interim results of the evaluation is available at [Public Safety Canada](http://PublicSafetyCanada.ca).

In terms of cost effectiveness, the interim results from the NCPC project evaluation show that at the Edmonton SNAP[®] site, for every \$1 dollar spent on producing a change in a young person's competencies over a 3–6 month treatment period, \$4 dollars is saved per year.

“...SNAP[®] gave us some skills to recognize a problem that could boil over. So, whenever there is potential for a fight, we recognize the signs and talk it out calmly.” Parent of a SNAP[®] participant. (For more information on this program see <http://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/stp-nw-pln-prgrm/index-eng.aspx#toc1>)

The following are examples of promising models, as identified in “Promising and Model Crime Prevention Programs – Volume I”, National Crime Prevention Centre (October 2008).

http://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/prmsgng-mdl-vlm1/index-eng.aspx#toc_2

Circles of Support and Accountability (COSA)

Program Rating: Innovative program

Target Population: Young/adult male sex offenders at highest risk of reoffending detained to the last day of their sentence

COSA involves a group of 4 - 7 trained volunteers who commit themselves to support and hold accountable a person who has been detained to the end of sentence because of a sexual offence history (called core member) who is returning to the community. The Core members' participation is voluntary.

The main purpose of COSA is "to promote successful integration of released men into the community by providing support, advocacy, and a way to be meaningfully accountable in exchange for living safely in the community" (CSC, 2002).

Method

- The Core member commits to openly relating to the group ("Circle") regarding identified needs;
- The Circle meets together regularly and is guided by a written and signed agreement called a covenant. Individual volunteers also meet with the core member on a daily basis and provide assistance with re-entry challenges;
- COSA volunteers are professionally supported and work in conjunction with community agencies, treatment providers like psychologists, sometimes parole or probation officers, the police, and the courts;
- Circle members receive extensive training, are continually supported, and make a one year commitment;
- COSA's key roles include:
 - journeying through difficulties and emergencies;
 - confronting inappropriate attitudes or behaviours;
 - advocating with treatment providers, community groups, police services and other professionals in the community;
 - mediating community concerns; and
 - celebrating the Core members' successes and anniversaries.

Additional Information

Geography: Communities further away from institutions have the challenge of contacting the core member personally before the end of their sentence. For instance, an offender in Drumheller released to Winnipeg will not easily make personal contact with the COSA team before arriving in Winnipeg. Moreover, COSA experiences difficulties when an offender moves after COSA support has been established;

Training: The turnover in institutional and community staff demand on-going education and training;

Recruitment: The challenge in recruitment is finding volunteers who can commit to a one year term as well as ensuring that the motives and capabilities of potential volunteers are appropriate to the task of providing support for high risk offenders; and

Experience: Volunteers are affected when they listen to the core member describe their crime and need help to process the impact of this experience.

Evaluation

- Correctional Service Canada (CSC) indicates a 50% decrease of re-offending for offenders in a COSA (CSC, 2001).
- A study by Robin Wilson found that the offenders in a COSA were recidivating at a rate less than 50% of the expected rate. (3 out of 30 men recidivated where statistical expectation was that 7 would) (CSC, 2001).
- Another study consisted of 60 high risk sexual offenders involved in COSA matched with 60 high risk sexual offenders not involved in COSA. Offenders were matched on risk, length of time in the community and prior involvement in specific treatment. The average follow-up time was 4.5 years. Offenders who participated in COSA had lower rates of any type of reoffending than did their counterparts:
 - offenders who participated in COSA had a 70% reduction in sexual recidivism in contrast to the comparison group (5% vs. 16.7%);
 - a 57% reduction in all types of violent recidivism (15% vs. 35%); and
 - an overall reduction of 35% (28.3% vs. 43.4%);
 - the study noted a harm reduction function - sexual reoffences in the COSA group were less severe than prior offences by the same individual.
- A study consisting of a survey of 24 male offenders (Core members), 57 volunteers, 16 professional/agency members and 77 community members showed that:
 - 90% of Core members reported that in the absence of COSA, they would have had difficulties adjusting to the community;
 - 86% of Core members believed that the project helped them adjust to the community and 48% thought the project provided a role model;
 - two-thirds of Core members felt they would have returned to crime without COSA; and
 - 68% of respondents from the public reported they would feel safer if they knew that a high risk sexual offender in their community participated in a COSA.

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Wilson, R., J. Pichca, and M. Prinzo. 2005. *Circles of Support and Accountability: an Evaluation of the Pilot Project in South-Central Ontario*. Ottawa, Ontario: Correctional Service Canada.

Multisystemic Therapy (MST)

Program Rating: Model program

Target Population: Youth engaged in offending, families

Multisystemic therapy (MST) views individuals as being a part of an interconnected network of systems and reduces delinquency by targeting one or any combination of these systems. MST is a family and community based treatment that addresses antisocial behaviour in juvenile offenders. MST targets youth who are already involved in the juvenile justice system and are at risk of being imprisoned.

The main goals of MST are:

- improve parental discipline practices;
- decrease youth association with delinquent peers;
- increase association with prosocial peers;
- improve youth's school performance; and
- develop a support network for the youth that includes extended family, neighbours, and friends.

Method

- MST provides intensive therapy either in the family's home or wherever they feel the most comfortable. During the program's initial sessions, the problems needing attention are identified. After, the program provides services to the problem areas needing assistance. The intervention will not always be centred around the child, especially if the problems are arising out of marital problems between the parents. The intervention strategies used are strategic family therapy, structural family therapy, behavioural parent training, and cognitive behaviour therapies.
- The MST program usually consists of 60 hours of treatment over a period of four months. This time period, however, may be adjusted to suit the individual needs of the family.
- The cost of implementing the MST program is approximately \$4,500 per youth.
- MST is implemented by therapists with at least a master's level degree. They are supervised by on-site doctoral mental health professionals. However, in rare cases, MST can be applied by professionals with a bachelor level degree who are highly competent.

Additional Information

- Unlike many other family therapy programs, MST focuses on factors in the individual's family and social networks that may lead to anti-social tendencies. Also, it is more intensive than traditional family therapy programs and has a strong commitment to removing the barriers to treatment. It does this by using home-based treatment or by using any other location that is most convenient for the family.
- MST programs are most appropriate and most effective in communities where stakeholders:
 - want to avoid incarceration and residential treatment;
 - where there are agencies and companies that are willing to provide funding for the program.

- MST focuses on eliminating risk factors that cause anti-social behaviour in youth such as low verbal skills, lack of mentoring, ineffective discipline, parental difficulties, association with deviant peers, poor relationship skills, dropouts, low commitment to education, criminal subculture, and low community support.

Evaluation

Evaluations of the MST program demonstrate that juvenile offenders that have received treatment have 25 to 70% reductions in long-term rates of arrest, have 47 to 64% fewer out-of-home placements, have improved family functioning and decreased mental health problems.

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Appendix G: Backbone Organizations

Borrowing from the work on collective impact, and suggestions from crime and community safety initiatives elsewhere, we recommend a model for a backbone organization (CCSI-NL) that we think fits our local situation...

The need for more collaboration among government departments and community organizations working with at-risk individuals was identified in every engagement session in Newfoundland and Labrador is identified as a key issue in the background reports for community safety initiatives across the country. What follows is a discussion of what is meant by a “backbone” organization, its role, the types of problems it can deal with, and how it is being used elsewhere. Before we begin, it is important to define collaboration.

Collaboration is the collective effort of a group of diverse individuals, organizations and/or sectors working together for a common purpose. More than just a working group, collaboration implies that the stakeholders are coming together from different places to accomplish something more significant collectively than that which could be accomplished individually. Collaboration can occur in a single organization or sector, or may cross many different sectors. (*Approaches to Measuring More Collaboration in Communities, Tamarack, 2010*)

Collective Impact has emerged as a promising approach to collaboration that can facilitate change on complex social issues. Government departments, public, private, and community sectors can all come together to work towards a common goal. The following conditions facilitate this process. All involved share a vision for change, which includes a common understanding of the issues and come up with a joint approach to solving it. There is consistent data collection and sharing of results to hold one another accountable. Actions must be mutually reinforcing and coordinated through a plan of actions. There must be ongoing, open communication between all involved to build trust, confirm objectives and motivation. A dedicated “backbone structure” must be put in place to create and manage collective impact including coordinating all those involved. (*Tamarack Institute, 2015, Understanding the Value of Backbone Organizations in Collective Impact Stanford Social Innovations Review. 02/10/15 (http://ssir.org/articles/entry/understanding_the_value_of_backbone_organizations_in_coll...)*)

There is the potential for all involved to share funds, connections and resources and a true partnership can develop with a common agenda driving a high impact initiative together. The “backbone organization” is an emerging concept necessary to the collective impact approach.

What do “backbone organizations” do? They seek to improve social outcomes by organizing cross-sector groups of partners to transform an often inefficient, fragmented system. We heard again and again about the many government departments and community groups doing very important and innovative work. But we also heard about the same problems here that exist in Ontario, British Columbia, New Brunswick, Alberta and elsewhere in Canada. Those problems include lack of collaboration around information sharing and community empowerment, service

gaps around mental health issues, poverty, homelessness, economic opportunities, and youth programs. Other problems are around service accessibility, including lack of knowledge, awareness and coordination, waitlists, location and transportation, and low uptake of services where they exist. Resources and sustainability, funding structures, funding criteria, and limited evaluation are also concerns. The problem lies in the fact that one does not always know what the other is doing, and time and resources get wasted.

Backbone organizations can be effective in tackling complex social problems. To fulfill this vision, they pursue six common activities to support and facilitate collective impact. These can be varied to fit the local context:

1. Guide vision and strategy;
2. Support aligned activities;
3. Establish shared measurement practices;
4. Build public will;
5. Advance policy;
6. Mobilize funding.

The value of backbone organizations is unmistakable. If not for backbone organizations' contributions – even more decisions in our community would be made by a small group of people. Individual organizations cannot accomplish alone what groups of organizations do.

Backbone organizations shift focus over time. Backbone organization leaders and their stakeholders alike feel that there is a natural progression from guiding vision and strategy, supporting aligned activities, and establishing shared measurement practices to deeper involvement in policy and resource mobilization. They adapt to meet the changing needs of the community.

(http://ssir.org/articles/entry/understanding_the_value_of_backbone_organizations_in_coll...)

No one organization has the mandate or the resources to take sole responsibility for community safety. Programs/initiatives need to be coordinated. Communication needs to be improved. A backbone organization can help guide a collective direction, bring many people together and help them understand what activities are going on and how to align them. Ideas and best practices can be shared. It can help mobilize individuals and communities, guide vision, support aligned or similar activities, support funding proposals and establish shared measurement practices. The important consideration for the backbone organization to consider in its terms of reference are:

1. Leadership; key
2. Role; to help initiate action, organize for impact, or sustain action and impact
3. Capacity; areas of expertise, membership, financial resources
4. Geographic reach and scope; provincial
5. Structural; opportunities and constraints

(www.collaborationforimpact.com/collective-impact/the-backbone-organization/)

This type of structure/plan exists in other Canadian provinces and elsewhere.

A somewhat similar type structure exists within the *Australian Crime Prevention Council*. This is a voluntary association of individuals, departments and organizations representing a wide cross section of interests and disciplines, including branches of the criminal justice system, courts, police, corrections, prisons, mental health services, criminology and ethnic minority groups.

The Council's objectives include:

- Assist and promote the prevention of crime;
- Encourage participation by citizens in the prevention of crime;
- Provide a forum for the free discussion of crime prevention issues;
- Develop awareness and better understanding of the problems of crime and methods properly available to prevent it.

Primarily, the Council sees itself as a facilitator - bringing people and organizations with similar goals (<http://www.acpc.org.au/>)

Of note also is the “responsibility centre” and “round table” suggested in the New Brunswick strategy. Focusing on a plan that is evidence based, coordinated to make the most of scarce resources, and focusing on achieving real outcomes, the *New Brunswick’s Crime Prevention and Reduction Strategy* (www.gnb.ca) suggests two bodies to coordinate and oversee this strategy:

A responsibility center: Crime Prevention and Reduction Unit at the Department of Public Safety to serve as a dedicated body responsible for the co-ordination and sustainability of the strategy

A roundtable: on Crime and Public Safety to be chaired by the DM Justice, includes leadership representation from police, service providers, First Nations, non-governmental organization, academics, community groups, private sector, provincial governments, federal and municipal government. The mission is to facilitate greater engagement among key crime prevention stakeholders to support NB’s approach to preventing and reduction crime and victimization.

The roundtable should; provide strong links with stakeholders across the province, provide strategic advice to provincial government on direction of the strategy, identify priority issues related to crime and victimization, develop action plans and facilitate the implementation of plans, share information about best practices, work to integrate the strategy with other provincial strategies and interventions that deal with similar issues, identify opportunities for and overcomes barriers to collaborative actions, fosters the use of informed decision making, establishes working groups to advance the work of the strategy. The intent is “by engaging these partners, we can better support the broad-based use of effective crime prevention and reduction approaches; build better cohesion among various stakeholders; and advance a common culture that values and uses data in decision-making. The two long term outcomes for this strategy are: prevention and reduction of crime and victimization and improved efficiencies in coordination of services.

We can learn from the guiding principles for the New Brunswick Strategy which includes: Leadership, Co-ordination, Strategic partnerships, Community ownership, Innovation, and Inclusion. Inclusion accounts for differences in gender, ethnicity, culture, language and ability as well as the distinction between rural and urban areas. Inclusion is a vital component in the planning and implementation of approaches that build safe, resilient communities where people feel valued and their differences are respected.

(Moving from Theory to Outcome – New Brunswick’s Crime Prevention and Reduction Strategy
<http://www2.gnb.ca/content/dam/gnb/Departments/pssp/pdf/Publications/MovingFromTheoryToOutcomes.pdf>)

The report on *Community Safety and Well-Being in Ontario* talks about the necessity of a similar type of structure which would direct “working together to build local capacity and strong networks to implement proactive measures...focus on community leadership, flexibility, meaningful sectoral collaboration, including responses that are community focused, rooted in evidence and outcome based.” It suggests six foundational principles to achieve community safety and well-being:

- Diversity
- Leadership
- Integrated, multi-sectoral partnerships
- Knowledge and information sharing
- Evidence and evaluation
- Sustainable responses

Similar to what we heard in our engagement session, in British Columbia, “the clearest message that came through consultations was the need for improved collaboration and coordination across the wide range of crime reduction initiatives... gaps in interagency collaboration remain. (p.5)” *The Blue Ribbon Panel on Crime Prevention (BC 2014)* states that a crime reduction strategy – “needs a structured and appropriately resourced body to lead this work. Some possible approaches include locating the body in the Ministry of Justice, appointing a senior crime reduction leader to improve interagency collaboration activities.....establishing an interagency partnership pilot project to bring together around a common table, on a regular basis, professionals and specialists from a dozen or more departments and agencies to deal with high risk social and personal situations that cannot be addressed by a single agency. This could be spearheaded by the new crime reduction leader... P.11)”

The goal according to the Blue Ribbon Panel on Crime Prevention, is for them was to identify high risk individuals, connect them promptly with services and effective intervention, establish clear rules and procedures for information sharing, draw on knowledge and experience of local community leaders, and do ongoing evaluation. Simply put, the goal is to stop crime before it happens and keep individuals out of the criminal justice system. The focus would be on effective prevention, risk assessment, information sharing and collaboration to deliver real-time solutions along with better outcomes, greater efficiencies and significant cost savings.

The crime reduction leader could also develop a centre of excellence (publicly accessible through a web presence) that would provide leadership, best practices, research on collaboration

models in other jurisdictions and support or training for communities wishing to further improve interagency collaboration mechanisms and practices.

Finally, the crime reduction leader could play an important role in the development of a few, high-level crime reduction targets. In any event, the Panel strongly believes that a system for measuring crime reduction outcomes should be developed to help guide future investments (Blue Ribbon Panel p.15)

The type of backbone organization suggested in this report, CCSI-NL, if implemented could begin the process to put a plan in place to set up the many tasks of the backbone organization, somewhat similar to the role of the crime reduction leader proposed for British Columbia.

This type of initiative needs horizontal government strategies and common (centralized) policies—all groups working towards solving a particular problem. Focus should be on aligning policies and interventions regarding crime and community safety with common themes arising from other consultation processes such as poverty reduction, housing and homelessness, health, mental health and addictions. There are many individuals needing help and people trying to help them.

There are some advantages and disadvantages to government being the backbone organization for an initiative. On a positive note, it has the public sector seal of approval and the existing infrastructure is in place if properly resourced. On a negative note, the bureaucracy may slow the progress and funding may not always be reliable.

<http://www.collaborationforimpact.com/collective-impact/the-backbone-organisation/>)

(Tamarack <http://www.fsg.org/publications/understanding-value-backbone-organizations-collective-impact?srpush=true>)

REACH Edmonton Council for Safe Communities is an example of a backbone organization.

REACH Edmonton Council for Safe Communities originated from a 2008, 25 person taskforce on Community Safety put together by the Major of Edmonton, Stephen Mandel. The Mayor directed the taskforce to address the root causes of crime and provide suggestions that would make a lasting difference. The work of the taskforce was summarized in the 2009 REACH Report.

REACH is a community-based coordinating council, working to make Edmonton a safer city in one generation, by focusing on crime prevention initiatives. REACH Edmonton works with organizations, agencies, community groups and individual citizens; bringing them together to realize their innovative ideas for crime prevention. It drives change in the coordination and delivery of programs to reduce crime, and seeking out and developing community leaders who support and promote a preventative approach to community safety.

Establishing a new leadership body for community safety was a fundamental recommendation of the 2009 report. In 2010, REACH was established as an overarching center responsible for promoting and sustaining community safety. REACH is not an acronym. The name was chosen to reflect reaching out to help and include all citizens of Edmonton, and reaching for new goals

and ways of working. It is a backbone, community-based organization working to mobilize and coordinate organizations, community groups and citizens to find innovative solutions to prevention and community safety.

http://www.edmonton.ca/city_government/documents/PDF/2011_REACH_Report.pdf

As a backbone organization, REACH:

- Provides overall strategic direction with stakeholders
- Facilitates dialogue between partners
- Manages data collection and analysis
- Handles communications
- Coordinates community outreach
- Mobilizes funding

REACH Today

- REACH Edmonton is building on a 20 year legacy of collaborative and leading edge approaches to community safety.
- The role of REACH is to initiate, coordinate and integrate, not duplicate what already exists. It is focused on building and supporting existing good work.
- REACH is involved with over 30 projects city-wide that have diverse approaches to prevention and safety. Some of these projects focus on youth at risk, newcomer families, and creating new leadership while other projects are geared to help vulnerable populations.
- REACH's success depends on a true spirit of collaboration, with three levels of government, the EPS, community organizations and the corporate sector.
- Investing in children, youth and families

REACH has collective impact. It fosters social change; a new way of thinking about and working to solve complex social issues to ensure our communities are safer.

Summary Document REACH

https://d36kagbszcxibi.cloudfront.net/reach/documents/site/53373ff0904f286edbfcb99/542aff9d6a8bac0300295b5a/542b13466a8bac0300295b72/542b14e86a8bac0300295b85/REACH_SummaryDoc.pdf

Appendix H: Mental Health and Addictions Programming Offered by Adult Custody and Newfoundland and Labrador Youth Centre

Adult Custody

Inmate Services – Mental Health and Addictions

- All Adult Correctional facilities offer health care services, in a variety of staffing models.
- All sites have the services of Nurse Practitioners and a Psychiatrist who work from a Recovery Model approach.

Inmate Programming – Mental Health and Addictions

All Institutions offer:

- Case Management Services
 - Conducted by Classification Officers who meet with offenders regularly to assess and make referrals to programs and services inside the facility, in conjunction to referrals to community agencies post release.
- Pre Release Program
 - Offered at all sites to inmates and focuses upon services and resources that would be important for a successful release.
- Prosocial Activities/programming
 - There are other activities that promote mental health and wellness. Items such Yoga, Music, Crafts, T'ai Chi Chih, Recreation, Sweat Lodges, and Pastoral Care Services are valuable for inmates in our care.

Labrador Corrections Centre (LCC) Programming (Mental Health and Addictions):

- Integrated Correctional Program Model (Moderate and High Aboriginal Stream)
 - Culturally relevant programming that addresses a variety of Criminogenic Risks including addictions.
 - Based upon Correctional Service Canada (CSC) program model.
 - Utilizes the services of an Elder for much of the program.
- Medical Services
 - Medical services are contracted with a Nurse Practitioner, who spends 12 hours per week providing health services to the inmates at LCC.
 - Physician services are also provided weekly.
- Psychiatric services
 - Provided by a psychiatrist, who visits LCC monthly.
 - Also available for telemedicine, when requested.
- Psychological Services
 - Psychological services are available to all inmates and are offered by a contractual arrangement with a registered psychologist at a rate of 8 hours weekly.
- Mental Health & Addictions Programming
 - Offered by Labrador Grenfell Health and includes initiatives such as Parenting, Addictions programming and individual counselling.

West Coast Correctional Centre (WCCC) Programming (Mental Health and Addictions):

- Integrated correctional program model (moderate and high streams)
 - Programming that addresses a variety of Criminogenic Risks including addictions.
 - Correctional Service Canada (CSC) program model
- Canadian Mental Health Association (CMHA)
 - Facilitates a Life Skills Group
- Medical Services
 - Nurse Practitioner services at a rate of 18 hours weekly
- Psychiatric Services
 - Psychiatric services are available to all inmates on a six week basis
 - Also available for telemedicine, when requested.
- Psychological Services
 - Available to all inmates and are offered by a contractual arrangement with a registered psychologist at a rate of 5 hours weekly

Bishop's Falls Correctional Centre (BFCC) Programming (Mental Health and Addictions):

- Medical Services
 - Offered by a Nurse Practitioner who visits the correctional center at a rate of 5 hours per week.
- Addictions Program
 - Offered in conjunction with Central Health

NL Correctional Centre for Women (NLCCW) Programming (Mental Health and Addictions):

- Stella Burry (SBC) Gender Specific Addictions Programming
 - Psycho educational group intervention program offered as a contractual arrangement by Stella Burry Community Services and open to all inmates
- Stella Burry Group Intervention
 - Weekly group intervention programs based on specific topics relevant to the current inmate population, such as emotions management, anti-shoplifting and healthy relationships.
- Stella Burry Trauma Program
 - Facilitated by SBC at NLCCW and designed specifically for incarcerated females.
- Alcoholics Anonymous
 - Self-help 12 step recovery program
 - Operated by volunteers weekly
- Medical Services
 - Provided by a general practitioner who provides a weekly clinic
- Psychological services
 - Available to all inmates and are offered by a contractual arrangement with a registered psychologist at a rate of 8 hours weekly
- Psychiatric Services
 - Available to all inmates on a monthly clinic basis
 - Also available for telemedicine, when requested

Her Majesty's Penitentiary (HMP) Programming (Mental Health and Addictions):

- Moderate Intensity Management of Offender Substance Abuse (MIMOSA)
 - A 7 week, 3 times per week addictions program, run at HMP by a contractual arrangement with John Howard Society.
- Addictions Awareness
 - A 10 session psycho-educational group addressing addictions
- Methadone Maintenance Program
 - Drug therapy in combination with mandatory group counselling for inmates who had been receiving methadone prior to incarceration.
- Maintenance
 - An addictions program for those who've completed primary addictions programming and now need to focus upon release, and maintenance.
- Recovery Group
 - A group intervention for those inmates actively involved in addressing their addictions issues.
- Peer Support
 - An addictions program facilitated by inmates and for those who've participated in addictions counselling previously
- A Turnings Led Group
 - Weekly group meetings for those impacted by addictions
- Alcoholics Anonymous
 - Self-Help 12 step recovery program
 - Facilitated by volunteers weekly
- Intermittent Sentence Workshop
 - A workshop series designed for those convicted of impaired driving
 - Co-facilitated by JHS and Classification staff at HMP.
- The Justice Project (Canadian Mental Health Association)
 - An in-reach program for up to 25 clients originating from HMP who have complex needs, an Axis 1 DSM diagnosis, and are requesting services while incarcerated and follow up in the community.
 - Clients attending this program obtain supports while incarcerated and then follow up for up to one year in the community, including assistance with accommodations, medical treatment and general counselling and support.
- Integrated correctional program model (sex offender)
 - Programming that addresses a variety of Criminogenic Risk factors including addictions.
 - Correctional Service Canada (CSC) program model
- Psychological Services
 - Psychological intervention offered by a registered psychologist on a full time basis.
- Medical services
 - Staffed by a Nurse Practitioner (NP) and nurses daily
 - General Practitioner (GP) weekly
- Psychiatric Services
 - Offered to all inmates
 - Weekly visits by two psychiatrists
 - Methadone Maintenance is offered to all inmates who had been prescribed methadone in the community immediately prior to becoming incarcerated.

Newfoundland and Labrador Youth Centre

Staff Training – Mental Health and Addictions

- **DIALECTICAL BEHAVIOUR THERAPY:** An evidence-based treatment model that is designed to work with individuals with substance abuse disorders and mental health issues such as suicidality.
- **MENTAL HEALTH FIRST AID:** This course teaches participants how to help someone showing signs of mental health problems or experiencing a mental health crisis.
- **SECONDARY TRAUMA TRAINING:** Two staff will be trained in November 2015 in Ontario in a Train-the-Trainer Model which helps front-line workers deal with issues of compassion fatigue and mental health affected by their job.
- **APPLIED SUICIDE INTERVENTION SKILLS TRAINING 11:** The goal of ASIST is to enhance a caregiver's abilities to assist a person at risk to avoid suicide.

Services – Mental Health and Addictions

- **Psychiatry:** Monthly clinics are held at NLYC by a Psychiatrist from Eastern Health.
- **Nurse Practitioner:** A full-time position which helps treat youth suffering from mental health and addiction issues.
- **Clinical Therapist:** A full-time position offers individual, group, and family therapy.
- **Social Worker:** A full-time position involved in individual and group counselling.
- **Psychologist:** A full-time position shared between two psychologists on IRCS Contract. This position is also shared with the Dept. of Child Youth & Family Services.
- **Youth Care Counsellors:** Work with the youth 24 hours a day and routinely provide counselling.
- **Academic:** A full-time academic program exists for the youth while in custody.
- **Art Therapist:** A part-time position funded through IRCS.

Programming – Mental Health and Addictions

- **DIALECTICAL BEHAVIOUR THERAPY:** Gender-specific skill groups are held twice a week shared between the Clinical therapist, Social Worker, Nurse Practitioner, Principal, and Youth Care Counsellor.
- **FAMILY THERAPY:** Offered to youth who have family residing in the Avalon region by the Clinical Therapist.
- **INDIVIDUAL THERAPY:** Provided for all youth by the Clinical Therapist, Psychologist, Nurse Practitioner, and Social Worker.
- **ART THERAPY:** Provided to all youth at the facility. Methods involve painting, sculptures, wood projects, drawings, etc.
- **FOLLOW-UP COUNSELLING:** Provided by the Clinical Therapist or Psychologist to youth who are released in the Avalon region.

Appendix I: Crime Analyst Positions

A significant reduction in the amount of crime can be achieved by focusing on the small number of repeat offenders who are responsible for most of the crimes committed. These are often referred to as prolific offenders. These individuals are in and out of prison and committing crimes over and over again. According to BC Corrections, more than two thirds of offenders in the system in 2012 were repeat customers; 40 per cent had 10 or more convictions, and five per cent had 24 or more convictions over 10 years⁵⁷. Police-led efforts target “hot spots” or geographic areas with high crime, while others focus on prolific offenders. Many policing jurisdictions have had considerable success with crime reduction by focusing efforts on prolific offenders⁵⁸.

Both the RNC and RCMP employ crime analysts in their work to reduce crime and make our communities safer. Crime Analysts are very important to police work. They assist the police in determining, designing and developing data collection strategies, techniques and methods used in the intelligence process by researching, evaluating, interpreting, and analyzing information to identify criminal trends and patterns and to develop tactical, operational and strategic intelligence products. They help identify and/or illustrate associations, criminal trends, patterns, series and behaviors and locate intelligence gaps to influence and guide in setting operational priorities, resource allocation and direction to the investigation team leaders and management and contribute to the implementation of crime reduction strategies. They provide expert advice on complex criminal investigations, assessing intelligence and providing tactical, operational and strategic analysis for judicial purposes, including providing expert witness testimony in court. They help with establishing a network of internal and external contacts in identifying criminal trends, exchanging information and criminal intelligence, communicate analytical findings, and participating in presentations as an expert⁵⁹.

There are two types of crime analysts used in policing:

The first, known as a **tactical analyst**, is used as part of a major case management team to gather and correlate information and map out linkages and flow charts. These analysts are very beneficial in terms of guiding officers in their major case investigations and presenting to court in organized crime and conspiracy cases. Their work enables prosecutors, judges and juries to better grasp and appreciate the evidence in these cases.

The second type of analyst is known as a **strategic analyst** and is used to gather information from large volumes of incidents or crime to help guide the deployment of resources. Incidents of crime that comes in large volumes include traffic accidents, break and entries, vandalism, frauds, graffiti, etc. Separately, these matters can be challenging to bring to a successful conclusion. The work of the strategic analyst would allow police to focus on particular times of day, geographic areas or prolific offenders to increase the likelihood of apprehending the persons responsible and reducing crime in the process.

⁵⁷ Blue Ribbon Panel, 2013, p.5

⁵⁸ Eliminating Crime: seven essentials of police based crime reduction, 2014

⁵⁹ <http://www.ufv.ca/media/assets/mathematics/dac-job-postings/criminal-intelligence-analyst.pdf> date accessed 21/10/2015

Appendix J: Socially and Emotionally Aware Kids (SEAK) Program

Socially and Emotionally Aware Kids [SEAK] is a four-year project of the Canadian Mental Health Association Nova Scotia [CMHA NS] Division. The goal of the SEAK Project is to give children the opportunity to develop their social and emotional skills in a health community. There is an importance of teaching social and emotional skills to children as early as possible, this is why SEAK is implementing the internationally recognized (K-6) whole-school curriculum – Promoting Alternative THinking Strategies [PATHS]. PATHS is evidence-based and focuses on five core areas of social and emotional development: self-control; emotional understanding; self-esteem; peer relations; and interpersonal problem solving skills. PATHS is being delivered in selected schools across Nova Scotia, Alberta and Manitoba, and it continues to develop partnerships to promote social and emotional learning in communities across Canada.



Research tells us that children with social and emotional skills are better able to identify their feelings, manage their emotions, build positive relationships, and do well in school. Children who receive social and emotional learning instruction develop the social skills needed to successfully manage themselves in society today.

About the SEAK Project

The SEAK Project is working with communities in Nova Scotia, Manitoba, and Alberta to implement a chosen social and emotional learning school curriculum: Promoting Alternative THinking Strategies (PATHS). PATHS is an evidence-based elementary school curriculum that focuses on five core areas of social and emotional development: self-control; emotional understanding; self-esteem; peer relations; and, interpersonal problem solving skills.

The SEAK Project's Goal

The goal of the SEAK Project is to give children the opportunity to develop their social and emotional skills in a healthy community. This goal is strongly aligned with the Canadian Mental Health Association's vision: Mentally Healthy People in a Healthy Society. Using a population health and health promotion approach and a proven curriculum, SEAK aims to strengthen our children's mental health throughout their lifetime.

The Role of the Canadian Mental Health Association NS Division

As the project lead, CMHA NS Division acts as a liaison to all SEAK Project activities while providing leadership to stakeholders and partners. As SEAK partnerships continue to develop, and new ones arise, stakeholders will collaborate to promote social and emotional learning in communities across Canada.

Research

Through the implementation of the chosen school curriculum, the SEAK Project is evaluating the positive effects of social and emotional learning in the classroom. In efforts to do so, CMHA NS Division is working in partnership with Dalhousie University researchers to collect data on the long term effects of PATHS, while identifying best practices for introducing a social and emotional learning program in the "real world". Significant research findings may provide the

support needed for social and emotional learning to be recognized as an integral component of learning for all elementary-aged children.

The SEAK Project is a national four year project of the Canadian Mental Health Association NS Division funded by the Public Health Agency of Canada through the Innovation Strategy.

The SEAK Project was made possible by the Public Health Agency of Canada through the Innovation Strategy.

SEAK information sheet

<http://static1.squarespace.com/static/5011b299e4b0253ab120602a/t/53306ce4e4b0e8b344daa919/1395682532808/The+SEAK+Project+New.pdf>

SEAK pamphlet

<https://static.squarespace.com/static/5011b299e4b0253ab120602a/t/51e035d3e4b0e5482be3b652/1373648339597/SEAK%20brochure.pdf>

The PATHS® Curriculum

The PATHS® curriculum is a comprehensive program for promoting emotional and social competencies and reducing aggression and behavior problems in elementary school-aged children while simultaneously enhancing the educational process in the classroom. This innovative curriculum is designed to be used by educators and counselors in a multi-year, universal prevention model. Although primarily focused on the school and classroom settings, information and activities are also included for use with parents.

An updated version of the PATHS® curriculum was released in early 2011 which is organized into separate grade-specific classroom kits for PreK/Kindergarten, Grade 1, Grade 2, Grade 3, Grade 4, and Grade 5/6. The original multi-year version is also available from the publisher. For further information on ordering curricular materials, please go to <http://www.channing-bete.com/prevention-programs/paths/paths.html>

The PATHS® program is designed to be taught two or more times per week for a minimum of 20-30 minutes per day. Systematic, developmentally-based lessons, materials, and instructions are provided to facilitate emotional literacy, self-control, social competence, positive peer relations, and interpersonal problem-solving skills. Key objectives in promoting these developmental skills are to prevent and to reduce behavioral and emotional problems.

The Preschool/Kindergarten level assists educators and counselors in early education to create an environment that helps young children 3 to 6 years of age to develop better self-control, self-esteem, emotional awareness, basic problem-solving skills, social skills, and friendships. This level can be taught over a two year period through lessons and activities that highlight reading, telling stories, puppetry, singing, drawing, and use of concepts in science and math. These lessons and generalization throughout the day help can be easily integrated into existing learning environments to build the critical cognitive skills necessary for school readiness and academic success. Timing and frequency of sessions can be adapted to suit individual preschool or kindergarten needs.

<http://www.pathstraining.com/main/curriculum/>

Research Overview: Evidence of Program Effectiveness

The *PATHS*® curriculum is one of the few Social Emotional Learning (SEL) programs that has been well-researched using strong experimental designs. As a result, the *PATHS*® curriculum has received high recognition and recommendations from a number of different sources (*PATHS*® [recognitions](#)).

Summary

A series of randomized controlled trials with intervention vs. control groups (using one year of *PATHS*® curriculum implementation with pre, post, and follow-up data) have been conducted over the past two decades. These have included three different populations including deaf/hearing impaired, regular education, and special education-classified children (Greenberg & Kusché, 1993, 1998; 2004; Greenberg, Kusché, Cook, & Quamma, 1995; Kam, Greenberg, & Kusché, 2004; Riggs, Greenberg, Kusché and Pentz, 2006). Findings indicated that the *PATHS*® curriculum was successful in both significantly increasing protective factors for healthy development and in reducing behavioral and emotional problems.

Increasing Protective Factors

In clinical trials, compared to a randomized control group, children who received one school year of the *PATHS*® curriculum showed significant improvements such as:

- Students' ability to recognize and understand emotions
- Students' social problem-solving skills
- Teacher-rated prosocial behavior in the following domains: Self-control, emotional understanding, and ability to tolerate frustration.
- Planning skills when solving complex tasks
- Working memory
- Decreased impulsivity
- Reading achievement in deaf students.

Reducing Maladaptive Outcomes

In clinical trials, compared to a randomized control group, children who received one school year of the *PATHS*® curriculum showed significant reductions in:

Teacher-rated aggressive and disruptive behaviors at post-test and one-year follow-up

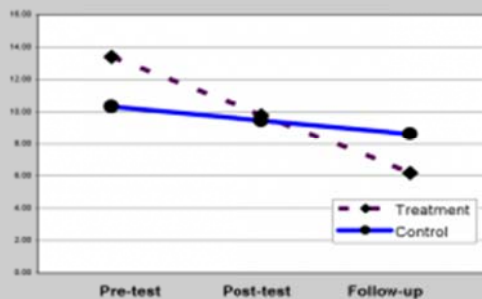
Student reported depression (among students who showed elevated levels at pre-test)

Teachers-rated internalizing symptoms (sadness, anxiety, and withdrawal)

***PATHS*® Curriculum Outcomes**

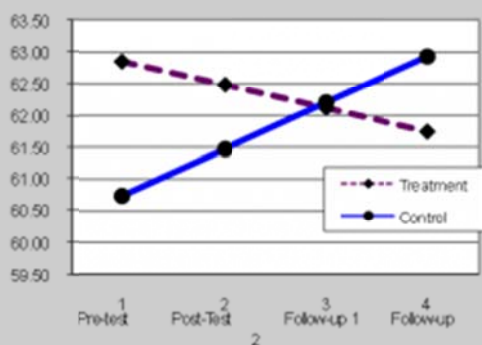
Grade 2 and 3 Intervention (After 1 Year of Intervention)

Special Needs Students



Child Reported Depressive Symptoms
(Child Depression Inventory; Kovacs, 1992)

Special needs students who received PATHS™ showed decreased self-report of depressive symptoms. (Kam, Greenberg & Kusche, 2004)



Teacher Reported Externalizing Behavior Problems (Teacher Report Form of the Child Behavior Checklist; Achenbach, 1991)

Special needs students who received PATHS™ showed a decreased trajectory for problem behavior two years post-PATHS™. (Kam, Greenberg & Kusche, 2004)

PATHS® and the *PATHS® Training LLC* logo are trademarks and service marks of Channing Bete Company, Inc

The PATHS (Providing Alternative Thinking Strategies)® Curriculum

PATHS® Education Worldwide Website

The PATHS (Providing Alternative THinking Strategies)® Curriculum is a program for educators and counselors that is designed to facilitate the development of self-control, emotional awareness, and interpersonal problem-solving skills. The curriculum consists of an Instructional Manual, six volumes of lessons, pictures and photographs, and additional materials. A research book is also available. The PATHS® Curriculum is designed for use with elementary school- aged children. The purposes of the PATHS® Curriculum are to enhance the social competence and social understanding of children, as well as to facilitate educational processes in the classroom.



The PATHS® Curriculum

An effective social-cognitive program is important because children often exhibit difficulties in social problem-solving, self-control, affective understanding, and self-esteem. The PATHS®

Curriculum provides teachers and counselors with a systematic developmental procedure for enhancing social competence and understanding in children.

The PATHS® Curriculum has been translated into Dutch, French, and Hebrew. It is used in a variety of schools for normal, deaf, and other special needs children in The Netherlands, Belgium, Great Britain, Wales, Norway, Canada, Australia, and Israel. In the United States, it is currently being used in sites in Washington State, Texas, Kansas, Illinois, South Carolina, New Mexico, and Pennsylvania. The PATHS® Curriculum is one of a number of interventions that is central to the Fast Track Prevention Project being carried out at the University of Washington, Duke University, Vanderbilt University, and Penn State University, which involves 30 schools in North Carolina, Tennessee, Washington State, and Pennsylvania.

Curriculum Authors: [Dr. Carol Kusché](#) and [Dr. Mark Greenberg](#)

Findings

The PATHS® Curriculum has been studied intensively in a series of randomized trials over the past 30 years. These include controlled trials with regular children, special education-classified children, and deaf/hearing-impaired children. Studies have been conducted in both urban and rural contexts.

The PATHS® Curriculum has been selected as one of the 10 Blueprints for Violence Prevention. A book designed for schools and communities explains the essentials of the PATHS® Curriculum, its implementation, and research evaluation findings. This book may be ordered on the [Blueprints Website](#).

Promoting Social and Emotional Development in Deaf Children: The PATHS Project, by Mark Greenberg and Carol Kusché, is available through the University of Washington Press.

Appendix K: Police Training on Mental Health

Both Police Services put high priority on training to work with people with mental health issues other challenges. What follows is a sample of the types of training that occurs.

The **RNC training program at Memorial University** includes several courses that address mental health issues including; Abnormal Psychology, Juvenile Justice and Delinquency, and Forensic Psychology. They also have received training on different types of disabilities such as autism and fetal alcohol spectrum disorder, along with others.

In December 2013, the RNC entered into a partnership with the Bell-Aliant Pioneers to have **"Mental Health First Aid for Youth"** training delivered to all front-line officers, other first responders and community groups in the Province. This training was designed by the Canadian Mental Health Association. Funding in the amount of \$250,000 will cover costs of the training and resource materials.

The RCMP "B" Division participated in this initiative spearheaded by the Royal Newfoundland Constabulary (RNC). Currently, there are three RCMP active Mental Health First Aid Trainers for youth in the province. They have completed at least two courses and plans are underway to deliver training to at least one detachment member per detachment across the province.

RNC - Response to Mental Health Crisis Situations

The RNC are also working with Eastern Health to develop a response to mental health crisis situations to de-escalate mental health crisis situations and provide individuals in these situations with the most effective response and to ensure appropriate treatment and services are provided in the community.

A description of this initiative follows.

PURPOSE: To de-escalate mental health crisis situations and provide individuals in these situations with the most effective response and to ensure appropriate treatment and services are provided in the community. The apprehension and detention of persons with mental health issues by police poses several challenges for police, health care providers, and most importantly the person in Crisis.

APPROACH: In order to provide the best and most appropriate response for persons experiencing a mental health crisis it has been determined that the involvement of specially trained and educated personnel from health authorities be actively involved in the response to calls for service involving persons suffering from a mental health crisis.

BACKGROUND: The RNC and Eastern Health have created a partnership with the intent to develop a best practice approach to better serve the community in regards to mental health crisis circumstances.

Eastern Health has developed a Mental Health Mobile Crisis Response Team. The team consists of a social worker and nurse/LPN which operates 7 days a week between the hours of 11am to 11pm and respond to mental health calls for service within the community. They also support the RNC in their response to mental health calls for service when they are available to do so.

The Mental Health Mobile Crisis Response Team is also responsible for promoting, educating and training all stakeholders in the Goals and objectives of the mobile Crisis Response Unit.

OBJECTIVE: To establish a greater understanding of the volume of mental health calls for service being received by the RNC and to outline the appropriate resources required to effectively and efficiently respond to these service calls.

By identifying the appropriate resources required to respond to persons suffering from a mental health crisis we should see a reduction in police response to persons in mental health crisis.

RCMP - Road To Mental Readiness

Recognizing that being healthy means more than just physical wellness, **the RCMP has developed a nation-wide Mental Health Strategy.** The force has adopted structured goals to address and alleviate employee mental health concerns. The Road To Mental Readiness is a program planned for delivery beginning Spring 2016, focusing on building resiliency and coping techniques for those working in stressful and traumatic environments. Currently, the Health Services Branch within "B" Division (NL) is actively involved in giving presentations to RCMP employees within the division on the topic of overall mental health and the illnesses and injuries that could arise within police environments. During the next two years of this strategy the RCMP will be able to monitor and report our progress on this national initiative.

Appendix L: Correctional Officer Training and Newfoundland and Labrador Youth Centre Staff Training on Mental Health

Adult Custody

Correctional Officer Training – Mental Health and Addictions

- **Mental Health First Aid**

The Mental Health First Aid (MHFA) training course was developed to help people provide initial support to someone who may be developing a mental health problem or experiencing a mental health crisis.
- **Mental Health Workshops**

Mental health issues in a Correctional environment, identification of individuals with mental health issues, working with individuals with mental health issues in a Correctional environment, the laws regarding holding and treating individuals with mental health issues.
- **Correctional Officer Training Outline – Addictions Programming**
 - Overview of Drug & Alcohol Addiction
 - Physical and Psychological Dependency
 - Stages of Change
 - Definition of Recovery
 - The Impact of Addiction (individuals, families, societies)
 - The Link Between Substance Abuse & Crime
 - Substance Abuse as a Criminogenic Factor
 - Programs and Services for the Treatment of Addiction
- **Applied Suicide Intervention Skills Training 11**
 - The goal of ASIST is to enhance a caregiver's abilities to assist a person at risk to avoid suicide.
- **Fetal Alcohol Spectrum Disorder**
 - What FASD is and how it affects individuals in society.
 - Understanding the levels of damage
 - Strategies for intervention and changing our responses and attitudes toward individuals with FASD.
 - Provide information regarding key elements in working with individuals with FASD
- **Recovery Model Approach**
 - Recovery as a process where people living with a mental illness or addiction are empowered and supported to be actively engaged in their own journey of wellbeing.

Newfoundland and Labrador Youth Centre (NLYC)

Staff Training – Mental Health and Addictions

- **DIALECTICAL BEHAVIOUR THERAPY:** An evidence-based treatment model that is designed to work with individuals with substance abuse disorders and mental health issues such as suicidality.
- **MENTAL HEALTH FIRST AID:** This course teaches participants how to help someone showing signs of mental health problems or experiencing a mental health crisis.
- **SECONDARY TRAUMA TRAINING:** Two staff will be trained in November 2015 in Ontario in a Train-the-Trainer Model which helps front-line workers deal with issues of compassion fatigue and mental health affected by their job.
- **APPLIED SUICIDE INTERVENTION SKILLS TRAINING 11:** The goal of ASIST is to enhance a caregiver's abilities to assist a person at risk to avoid suicide.

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