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CRIME PREVENTION FOR PRIMARY SCHOOL AGED CHILDREN:  
TOWARDS A STRATEGY FOR NANAIMO

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August 1997

Submitted to the Department of Criminology, University of Ottawa, in  
partial fulfillment of the requirements for the degree of Master of Arts.

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## ABSTRACT

This thesis provides recommendations for a crime prevention strategy focusing on primary school aged children (5 to 12 age range) within the municipality of Nanaimo. These recommendations are reached by reviewing and analyzing research related to the causes and correlates of crime prevention, and by conducting interviews with key representatives of organizations providing services to primary school aged children at the federal, provincial, and municipal levels.

Research is reviewed that identifies various factors that place individuals at risk of becoming delinquent. Many such factors are present in the lives of individuals during the primary school age years, and this research recognizes the importance of addressing primary school age experiences in crime prevention.

Recent crime prevention research is then reviewed which identifies the need to look beyond the traditional approaches of crime prevention involving "cops, courts, and corrections." These studies suggest the need for a crime prevention approach in which social policy works with criminal justice policy in preventing crime. The writer refers to this approach as the crime prevention through social development for safer communities approach. The approach recognizes the need to incorporate primary school age experiences within a crime prevention strategy.

Summaries of interviews with representatives of government at all levels, and with administrators and members of non-government organizations, describe policies, programs, and services for primary school aged children. This information is analyzed to determine if policies and programs at the federal, provincial (British Columbia), and municipal (Nanaimo) levels address or recognize the factors that may place primary school

aged children at risk of becoming delinquent. The information gathered from the interviews is analyzed to determine the level of support expressed for a crime prevention strategy incorporating the experiences of primary school aged children.

The results of the literature review, especially the research outlining the crime prevention through social development for safer cities approach, and the interviews conducted at the three levels of government are analyzed to determine their relevance for the establishment of a crime prevention strategy focusing on primary school aged children.

From this analysis, recommendations are made for a crime prevention strategy focusing on primary school aged children for Nanaimo.

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## INTRODUCTION

My interest in crime prevention through social development began when I attended the European and North American Conference on Urban Safety and Crime Prevention in Montreal in 1989. Before attending this conference, I assumed that the traditional "cops, courts, and corrections" approach effectively prevented crime. As I further pursued my studies in criminology, I recognized that other crime prevention approaches had much to offer. These include crime prevention through environmental design, community-based policing, target hardening, and crime prevention through social development.

Convinced that social development issues have a great impact on crime and its prevention, I realized how inadequately the criminal justice system prevents delinquency among youth. The Young Offenders Act allows for the provision of programs and services to young offenders only when they have reached the age of twelve and have already committed an offense. However, before age twelve, many youths experience significant social difficulties or engage in delinquent behaviour.

It was at this point that I became interested in research and crime prevention initiatives targeting children under the age of twelve. It was clear to me that governments in Canada and other countries were concerned about preventing criminal conduct among children. However, few policies, programs or services existed to prevent such behaviour among children. In some

industrialized countries, a few early childhood intervention programs targeting children up to five years of age yielded effective results in delinquency prevention. For example, the Perry Preschool Project, an early childhood intervention program, has succeeded, through intervention, in supporting children who are at risk of becoming delinquent early in their lives. This project has shown that such programs can reduce the cost of special education, public assistance, and criminal justice services spent on at-risk children in later years. A cost-benefit analysis showed a return of seven dollars for each dollar invested in a one-year program (Select Committee on Children Youth and Families, 1985).

I decided to focus my thesis on crime prevention for primary school aged children who live in my hometown of Nanaimo. Criminal conduct among youth is a significant problem in Nanaimo, and I believed my work would be beneficial to the community. I also narrowed my concentration to children in the age range of five to twelve.

I believe that the significance of this study to the field of criminology is twofold. First, it adds to the weight of evidence that, to be effective, crime prevention efforts must look beyond the traditional approaches involving the police, courts and corrections. Second, it compiles evidence to show that implementing crime prevention strategies that address the causal factors, which exist during the primary school years, can help prevent criminal conduct.

Chapter One of this thesis reviews research and literature that identifies the causes and correlates of crime. The review identifies factors that are present during the primary school age years and demonstrates how important primary school age experiences are to any crime prevention strategy.

Chapter Two provides an overview of recent crime prevention efforts, both internationally and within Canada. This research recognizes the ineffectiveness of the traditional crime prevention approaches involving the police, courts and corrections in preventing crime. It outlines a crime prevention approach that recognizes the need for crime prevention strategies to address early childhood experiences. The writer will refer to this approach as the crime prevention through social development for safer communities approach.

The next three chapters summarize interviews with representatives of government at all three levels, and with administrators and other members of non-government organizations (NGO's). They describe policies, programs and services for primary school aged children. This information is reviewed to determine whether these policies and programs address the factors present during the primary school age years. This review also identifies any recognition or support for the crime prevention through social development for safer communities approach or a crime prevention strategy focusing on primary school aged children. Chapter Three focuses on programs and services

for primary school aged children provided by the federal government and national NGO's. Chapter Four examines such programs and services at the provincial level in British Columbia. Chapter Five reviews similar programs and services offered to primary school aged children in Nanaimo, B.C.

Chapter Six is an analysis of the crime prevention through social development for safer communities approach and its relevance for a crime prevention strategy focusing on primary school aged children. Policies at the three levels of government are also analyzed to determine if they address the factors that affect primary school aged children, and if they take the crime prevention through social development for safer communities approach into account.

In Chapter Seven, looking beyond the traditional crime prevention approaches to the crime prevention through social development for safer communities approach the writer makes recommendations for action that the three levels of government would need to take to establish a crime prevention strategy focusing on primary school aged children for Nanaimo.

## METHODOLOGY

Chapter one this thesis provides a review of longitudinal research, literature reviews and government and non-government research to identify causal factors correlated with crime. These causal factors are outlined in Table 1.

In chapter two I provide an overview of recent crime prevention literature to identify a crime prevention strategy for primary school aged children. The literature which is reviewed includes committee reports, taskforce reports, conference proceedings , journal reports and books. This information is used to provide recommendations for action by national, provincial and municipal governments. Recommendations are made in the following areas: the establishing policies, legislation and funding for crime prevention; government, non-government and private sector involvement in crime prevention; the promotion of and publication of crime prevention efforts: community involvement in crime prevention and in the provision of programs and services to children and families. These recommendations are outlined in Table 2.

The next three chapters summarizes interviews conducted with representatives of government and non-government organizations. Interviews were conducted with individuals representing key organizations that provided programs and services to children and families at the national, provincial (i.e. British Columbia) and municipal (i.e. Nanaimo) levels. The appendix outlines the interview schedule. These interviews were used as a source of information to make recommendations for action at the national , provincial and municipal levels. These recommendations are outlined in Table three, four and five.

In chapter six an analysis of the crime prevention through social development for safer communities approach is provided in order to determine

its relevancy for a crime prevention strategy focusing on primary school aged children. In addition the information provided by the interviews at the national, provincial and municipal level is analyzed to determine if there is any recognition or support to address the causal factors correlated with crime and or the need to take the crime prevention through social development for safer communities approach into account.

The final chapter provides recommendations for action at the three levels of government in order to establish a crime prevention strategy focusing on primary school aged children for Nanaimo.

CHAPTER 1  
RESEARCH ON THE IMPORTANCE OF PRIMARY SCHOOL AGE  
EXPERIENCES TO CRIME PREVENTION

A great deal of research has been conducted on delinquency and crime. This chapter outlines the differences between causes and correlates and describes the context in which the terms crime, delinquency and prevention are used in this thesis.

This chapter reviews longitudinal research that identifies factors associated with delinquency, particularly those present during the childhood years. These studies address the importance of such factors in regards to criminal behaviour.

In addition the chapter also presents an overview of a longitudinal research project presently being conducted the by the Ontario Ministry of Community and Social Services ("Better Beginnings, Better Futures") and the relevant factors identified for study.

The chapter concludes with a review of the detrimental effects poverty has upon children, and the issues that affect the plight of Aboriginal children in Canada.

Table 1 summarizes the factors that may place primary school aged children at risk of becoming delinquent, as discussed in this chapter.

### Causes and Correlates

Within the study of criminology there is no one explanation or theory of crime causation that has been accepted. Theories provide a way to think about criminal behaviour and provide explanations that can be tested against reality. Therefore many theories are created and developed to explain the same phenomena (Jackson and Griffiths, 1995:21).

Theories are not "truth or reality, they are ways of describing reality". In the study of criminology theories provide a model or framework that can be used to explain criminal behaviour (Jackson and Griffiths, 1995:21).

At different periods in time, some theories may appear more sensible than others and can be acted on more easily than others. Scientific investigation is often used to isolate, define and explain the relationship between key variables which provide support for a theory. Scientific investigation makes the assumption that "causal principles and law underlie reality and by discovering these elements science can predict and control reality". However in criminology the concept of causation has been the subject of ongoing debate. Therefore when providing causal explanations for criminal behaviour it becomes necessary to distinguish the differences between correlates and causes (Hagan, 1982:10-11). A correlate can be defined as a phenomenon that accompanies another and is related to it in some way. In criminology a correlate of crime refers to those phenomenon that are associated with criminal activity. Therefore a correlation refers to a relationship between

at least two phenomena that are related or occur or vary together. For example some criminologists have shown that crime occurs more frequently in larger cities than in smaller towns or rural areas. Therefore they argue that city size and crime vary together. However a correlation only means that two variables are related and that a change in one does not necessarily produce a change in the other. Discovering such a correlation or relationship is the first step of scientific investigation. (Linden, 1992:91).

Criminologists as other social scientists are frequently interested in establishing causal explanations for crime and criminal behaviour. A causal explanation between variables infers that a change in one variable results from or is produced by a change in another variable. However a common mistake is to confuse correlation with causation by inferring that one variable causes another because they are correlated (Linden, 1992:92).

For example knowing that poverty and crime are correlated does not indicate that poverty causes crime. Although the correlation between poverty and crime may be an important first step toward a causal explanation it is not in itself sufficient in providing a causal explanation.

In this chapter research is reviewed which identifies causal factors correlated with crime.

## Crime, Delinquency and Prevention

The study of crime draws upon many different disciplines in order to determine the nature of criminal events. It is through this interdisciplinary perspective that criminologists attempt to understand the motivations of the offender; the circumstances leading up to the act the consequences for the victim(s), the community and society at large. This interdisciplinary perspective provides criminologists with insights and ideas as how to respond to crime (Sacco and Kennedy, 1994:5).

This thesis focuses on the prevention of crime and delinquency. Therefore before outlining approaches and strategies on how to prevent crime and delinquency it is necessary to provide definitions of crime and delinquency.

The legal definition of crime is defined as behaviour that breaks the law and is liable prosecution and punishment. The legal definition focuses on what offenders do in deciding what a crime is or when a crime occurs. Therefore the law is more concerned with the crime or criminal behaviour rather than the criminal event. The legal definition has varied with time and varies from place to place (Sacco and Kennedy, 1994:9-10).

The legal definition of delinquency is referred to those children and youth who have been caught by the police and processed by the criminal justice system . In Canada children and youth between the ages of twelve and seventeen are held culpable for their actions through the Young Offenders Act. Those who are caught can be considered to be delinquent (Sacco and Kennedy,

1994:12).

However legal definitions of crime and delinquency ignore the fact that there are many factors that influence the definition of criminal behaviour. Some of these include : variations in legal interpretations, changing social morality, police action and the non reporting of crime. More important to this thesis is that the legal definitions do not provide adequate causal explanations for crime and delinquency (Sacco and Kennedy, 1994:12).

Therefore in order to provide explanations for criminal behaviour it becomes necessary to look beyond the legal definitions of crime and delinquency. By focusing on the "nature" of criminal behaviour it becomes possible to identify psychological and social causes and correlates of crime and delinquency (Vold and Bernard,1986:12).

The identification of these causes and correlates provide the opportunity to implement preventative measures. Crime prevention efforts can be seen as proactive in nature in that preventative actions are taken before reactive measures within the criminal justice system are necessary to respond to the occurrence of crime and delinquency.

The idea of prevention in criminology is not unique or new. Much of the concern with prevention in criminology has been shaped by theory, research and practice in medicine and public health. In the area of public health most policy planners have come to realize that it makes more sense to use limited resources in a preventative rather than reactive manner. By preventing illness

there is no need to provide treatment after the fact. Thus the reason we are advised to get regular medical check ups, exercise and watch our cholesterol. Similarly with the prevention of crime it makes more sense to take action before crime occurs rather than to use criminal justice resources to catch, confine and treat offenders after they have committed a crime (Sacco and Kennedy, 1994:298 -299).

There are three levels of prevention within the public health model which can be applied to crime prevention. These include primary, secondary and tertiary prevention.

Primary prevention includes programs that target the entire community or the population at risk. In the area of public health this could include identifying disease and creating conditions to prevent such conditions. Examples of this would include sewage treatment, mosquito extermination, small pox vaccination and personal hygiene education. Primary prevention may be achieved by teaching risk reducing skills to large populations through public education and the distribution of information through pamphlets, brochures, posters and the media (Brantingham and Faust, 1976:288 ; Sacco and Kennedy, 1994:298).

Secondary prevention includes programs that are aimed at segments of the population that are particularly high risk. In public health secondary prevention involves identifying groups or individuals who are at high risk of developing a disease or those who have already been affected. Intervention

involves intervening in the lives of individuals who may be at risk with treatment and with those that are affected so that their condition does not become worse. Examples of such prevention include, chest x-rays in poor neighbourhood, dental examinations and rubella vaccinations for prospective but not yet expectant mothers (Brantingham and Faust, 1976: 288).

Tertiary prevention involves strategies that are intended to prevent a reoccurrence. In public health this level of prevention involves identifying individuals suffering from the advanced stages of a disease and intervening with treatment to prevent death or permanent disability. In addition tertiary prevention may also involve providing rehabilitation programs and services for those who have to live with a permanent disability and provide a measure of relief for permanent suffering from incurable diseases. Examples of tertiary prevention would include radiation therapy for cancer, prosthetic limbs for amputees and opiate therapy for terminal cancer patients (Brantingham and Faust, 1994:288).

These three levels of prevention used within the public health model can also be applied to crime prevention. Primary prevention would involve identifying conditions in the physical and social environment that provide opportunities for criminal behaviour. Intervention involves altering those conditions so that crimes cannot occur. Brantingham and Faust indicate that primary crime prevention has focused on one of the following three areas:

- (1) psychological immunization for certain types of behavioural tendencies.

- (2) preclusion of criminal activity by redesign of the physical environment and
- (3) general "deterrence" of criminal activity by exemplary sentences and the presence of of correctional facilities (Brantingham and Faust, 1994:291-292).

Secondary crime prevention involves identifying individuals at risk and intervening in their lives to prevent them from ever committing criminal acts. This level of prevention involves early identification of potential offenders. It is at the secondary level that most crime prevention efforts take place. Brantingham and Faust indicate that the courts, probation and parole services, social services, educational institutions, social planners, community groups, private citizens and police all engage in secondary prevention. The assumption behind secondary prevention is that social and physical problems such as poverty, low education level, lack of vocational skills, poor physical health and mental health are all associated with criminal activity. Therefore these social and physical problems are seen as being causally linked to crime however a great deal of debate exists among criminologist regarding such a causal link (Brantingham and Faust, 1994:291-292).

Tertiary crime prevention involves dealing with actual offenders. Intervention is made in the lives of offenders to prevent them from committing crimes in the future. Imprisonment and the programs and services available through the correctional system (ie courts, probation and parole services) are used to prevent further crime by offenders (Brantingham and Faust, 1994:291).

The three levels of prevention within the public health model provide valuable insight for the establishment of crime prevention strategies. However many problems arise in the application of the public health model to crime prevention. First the model is wide in its scope which makes it difficult to establish boundaries between what is and what is not crime prevention. Second the distinctions between primary, secondary and tertiary prevention are less clear in practice than they are in theory. Third the attempt to classify crime prevention practices into the three levels assumes that our understanding of what causes crime is more precise than it really is (Sacco and Kennedy, 1994:297).

However the problems with the model do not negate the need to prevent crime and delinquency. Efforts at prevention need to occur before any official action involving the "police, courts and corrections " are taken in response to crime and delinquency. The writer suggests that before any violation of laws has occurred the presence of certain factors and conditions in the lives of children and youth may move them towards delinquency and crime. Therefore by identifying the factors and conditions that may result in delinquency or criminal behaviour it is possible to implement crime prevention strategies to prevent such behaviour among children and youth.

In this chapter the writer shall review research and studies to identify causal factors correlated with crime and criminal behaviour. In chapter two a review of crime prevention efforts will be provided to identify a

crime prevention approach that may be useful in addressing these causal factors.

### The Importance of Longitudinal Research

David Farrington suggests that one of the most important policy questions in the study of delinquency centres on how to prevent criminal behaviour. He states that it is necessary to determine what causes delinquent behaviour before using reactive measures within the criminal justice system or preventative measures outside the criminal justice system (which may target the family, schools, or the community) (Farrington, 1988: 321). According to Farrington, most research on delinquency and crime neglects to distinguish between factors that cause criminal behaviour and factors that are merely correlates (Farrington, 1987: 172).

Farrington states that longitudinal research is better able to provide information about the causes of delinquent behaviour. In longitudinal research, samples of individuals are followed from childhood through adolescence and into adulthood. This allows researchers to identify various social situations, life experiences, individual differences, environments, and conditions that affect an individual's life. In addition, the longitudinal

approach allows researchers to examine the time ordering of these events and identify the onset of any criminal behaviours (Farrington, 1987:177).

Farrington indicates that this method is important to the prevention of crime because it can help determine why people start committing crime, why they continue, why their crimes change in frequency and seriousness, and why they stop committing crimes. This method of investigation allows researchers to determine at what point it is best to intervene. It also helps researchers determine if early preventative, rehabilitative, deterrent, or incapacitative measures are most effective in the prevention of delinquency and criminal behaviour. Longitudinal research can provide information that can help in the development of effective policies to reduce or prevent crime (Farrington, 1988: 320-321).

### Longitudinal Studies

#### 1. The Cambridge-Somerville Youth Study (McCord, 1978)

Richard Clark Cabot began the Cambridge Somerville Youth Study in 1935. It was designed to investigate whether delinquency could be prevented by "providing friendly help, counseling and desirable role models at an early age to boys who were thought to be at risk of becoming delinquent" (Farrington, Ohlin and Wilson, 1986: 65).

The study consisted of 650 boys living in Massachusetts, rated on delinquency potential by teachers, welfare agencies, churches and the police.

The researchers matched 325 pairs of boys on delinquency potential and factors such as age, intelligence, physical health, family backgrounds, and home environments (Farrington, Ohlin and Wilson 1986: 65, McCord, 1978: 284). Randomization determined which boy would receive treatment and which would use the usual resources in the community. The boys were 5 to 13 years old when they first received treatment, and treatment lasted for 5 years.

McCord conducted a long-term follow up study indicating that the "treated boys were at least as delinquent and criminal as the controls" (Farrington, Ohlin and Wilson, 1986: 65). About 25% of the boys of both groups had committed crimes as juveniles, with two-thirds of both groups convicted of crimes as adults. McCord said the results of the study showed the treatment program did not prevent the children from offending. It even may have produced negative side effects in comparison with the control group. The study revealed that a larger percentage of the treatment group committed two or more crimes, became alcoholics, developed mental illness, suffered from stress-related diseases, and died at an early age (Farrington, Ohlin and Wilson, 1986: 72).

McCord conducted another review of the Cambridge Somerville Youth Study in 1979 to determine the relationship between child rearing practices and criminal behaviour. The review indicated that six "family atmosphere" factors had a significant impact in placing these children at risk of

offending in later years these included: mother's self confidence, father's deviance, parental aggressiveness, maternal affection, parental conflict, and supervision (McCord, 1979: 1477-1485).

McCord's study supports the need to address issues affecting child rearing and parental behaviour. Policies and programs for children at risk should specifically address those factors, since intervention programs can cause harm for individuals if not applied appropriately.

## 2. Delinquency in A Birth Cohort (Wolfgang, Figlio And Sellin, 1972)

Wolfgang et al. studied a birth cohort of all males born in Philadelphia in 1945. The study followed approximately 10,000 males from age 10 through to age 18 (Wolfgang, Figlio and Sellin, 1972: 3). The researchers gathered data on delinquency from the police department and from public, parochial, and private schools. These data allowed the researchers to determine which members of the cohort had official police records. They compared delinquents with non-delinquents, and followed the number, frequency and character of delinquent acts up to the age of 18 (Wolfgang, Figlio and Sellin, 1972: ix).

Of the 9,945 cohort subjects, 35% of the boys had at least one contact with the police which resulted in an official police record, while 65% had no such experience (Wolfgang, Figlio and Sellin, 1972: 245).

More than half of the boys in the cohort (54%) came from a high

socioeconomic status group. Of these boys, 26.5% were delinquent, compared with 46% who came from lower socioeconomic status. The researchers concluded there was a strong relationship between background factors such as race and socioeconomic status and delinquency. Other contributing factors included many school and residential moves, low number of grades completed, and low achievement levels (Wolfgang, Figlio and Sellin, 1972: 245).

The most important contribution of Wolfgang et al.'s study was what they discovered about chronic offenders. They studied a subgroup of boys who committed five or more recorded offenses. The results showed 18% of all the offenders were chronic offenders who committed just over half (52%) of all the offenses (Wolfgang, Figlio and Sellin, 1972: 247-248). Yet this group comprised only 6% of the original cohort (Wolfgang, Figlio and Sellin, 1972: 88). In addition, the chronic offenders were responsible for a larger percentage of more serious offenses, such as 71% of the murders, 73% of the rapes, and approximately 82% of the robberies committed by all the delinquents involved in the study (MacKillop, 1989: 15). Wolfgang et al. stated any social intervention that could stop these chronic offenders before they committed their fourth delinquency would decrease the number of offenses. They suggested that if such social intervention were concentrated on "lower socioeconomic status chronic offenders" (as defined by the study), such intervention would reduce both the frequency and the seriousness of the offenses (Wolfgang, Figlio and Sellin, 1972: 105).

Additionally, Wolfgang et al. found that over 72% of the delinquents experienced their first police contact between the ages of 12 and 16. The probability of first offense increased from age 7 to age 14, sharply peaked at age 16, and then decreased at 18 (Wolfgang, Figlio and Sellin, 1972: 103). The researchers suggested that by providing intervention during childhood to children and families from low socioeconomic backgrounds it may be possible to establish effective crime prevention policies that could result in a significant reduction in the total crime rate (Farrington, 1988: 311-315).

### 3. The Cambridge Study of Delinquent Development (West And Farrington, 1973)

The Cambridge Study of Delinquent Development was a longitudinal study of 411 boys living in a working class area of London, England (West and Farrington, 1973: xiii). The boys were first contacted between 1961 and 1962. The majority comprised all the boys 8 and older on the registers of 6 primary schools within a one-mile radius of the research office West and Farrington had established. A total of 399 boys attended these 6 schools, and the remaining 12 boys attended a local school for the "educationally subnormal." The investigators wanted to make the sample more representative of all the boys living in the area (West and Farrington, 1973: 1).

Farrington said they conducted the study to find out how far in

advance it was possible to predict delinquent and criminal behaviour. Other important questions they were investigating were: why juvenile delinquency began, why it did not continue into adult crime, and why adult crime ended as men reached their twenties and thirties. Farrington also attempted to test as many hypotheses as possible about the causes and correlates of crime (Farrington, 1990: 3).

The boys were interviewed and tested in their schools at the ages of about 8, 10 and 14. The investigators interviewed the boys' parents about once a year from when the child was 8 until about the age of 14 to 15. The boys' teachers also completed questionnaires when the children were 8, 10, 12 and 14.

The investigators interviewed the boys again in the research office at about the ages of 16, 18 and 21, and in their homes at age 32.

Data gathering also included searches at the Criminal Record Office in London to determine if there were any convictions by the boys, their brothers or sisters, their parents, and in more recent years, by their wives and cohabiters (Farrington, 1990: 4).

The results showed that over one-third of the subjects (153 or 37.2%) had a criminal record by age 32. The peak age for the number of adult male offenders committing offenses was 17. However, an equal number of offenses were committed by the males as juveniles (age 10-16), as young adults (age 17-20), and as adults (age 21-32). Farrington's results also supported

Wolfgang, Figlio and Sellin's results in that the men who were first convicted at earlier ages tended to become the most persistent offenders and committed more offenses at higher rates over longer periods of time . The study revealed that about 6% of the boys accounted for about 50% of all the criminal convictions . The best predictor for offending in one age group was offending in the immediately preceding age group (Farrington,1990:9).

This study investigated the effects of several major categories of childhood (age 8 to 11) circumstances on crime and delinquency:

- Socioeconomic deprivation (low family income, large family size, poor housing, low socioeconomic status according to the occupational prestige of the family);
- Family deviance (convicted parents and siblings with delinquent or behavioural problems);
- Hyperactivity and impulsivity attention deficit (high daring, poor concentration or restlessness, high psychomotor impulsivity);
- Antisocial child behaviour (troublesomeness, dishonesty, laziness).

Farrington's study indicated that with the exception of low socioeconomic status (i.e. according to occupational prestige) the above factors were significant predictors of conviction (Farrington, 1990: 11).

The Cambridge Study of Delinquent Development supports the view that it is possible to identify potential offenders among primary school aged children with some accuracy. This was demonstrated by West and Farrington

(1973) when they identified 63 boys as being "vulnerable" to delinquency because they possessed at least 3 out of 5 identified adverse factors (low family income, large family size, convicted parents, low verbal intelligence, and poor parental child-rearing behaviour) at ages 8 to 10. Approximately 75% of these "vulnerable" boys were convicted of criminal offenses (Farrington, 1990: 12-18).

Farrington indicated that "based on the Cambridge Study, the empirical variables and theoretical constructs that are the most plausible candidates for inclusion as causes of offending are as follows

- Economic deprivation (low income, poor housing, large family size, unemployment);
- Antisocial parents and siblings;
- Poor parental supervision;
- Harsh and erratic child-rearing behaviour;
- Broken homes and early separations caused by disharmony;
- Low intelligence;
- School failure;
- Impulsiveness;
- Irrational decision making;
- Delinquent peers "

However Farrington suggests that in order to prove that any factors are causes of offending more prevention experiments must be done in which certain factors are systematically varied and their effects on crime are studied. This is

the only way to establish which factors are merely correlated with offending and which are actual causes (Farrington, 1990: 23-24).

#### 4. Deviant Children Grown Up (Robins, 1969)

Robins followed 524 child guidance patients in St. Louis 30 years after their first referral to the clinic. The study compared the adult social and psychiatric outcomes of the child guidance patients with 100 normal school children of the same age, sex, neighbourhood, race, and IQ (Robins, 1969: v).

Robins divided the guidance clinic patients into two groups, antisocial and nonantisocial. Children were "antisocial" if behaviour such as theft, robbery, forgery, truancy, or running away from home led to their referral to the clinic. They were "nonantisocial" if their referral resulted from temper tantrums, irritability, depression, school failure, or inattention.

Robins found that, compared with control and nonantisocial children, the antisocial children became adults who:

- Were more often arrested and imprisoned;
- Had more marital difficulties;
- Had poorer economic and social histories;
- Had impoverished social and organizational relationships;
- Used alcohol excessively.

The control subjects had the most favourable outcomes, as did the nonantisocial children (Robins, 1969: 68).

Robins found the following factors to be present in the childhood of the most of the antisocial adults:

- A high rate of parental deprivation and repudiation;
- Dropping out of school;
- Slum living (housing and environment);
- Poverty;
- Foster home or orphanage experience;
- Antisocial behaviour on the part of the mother.

However, Robins concluded these variables did not predict adult antisocial behaviour independently. An individual's antisocial behaviour as a child was important. If these factors were to predict antisocial behaviour, they had to be successful predictors in other follow-up studies involving populations of "problem children" (Robins, 1966: 298)

The Cambridge Study of Delinquent Development identified economic deprivation as a predictor of delinquency this provides support for Robin's predictors which indicated that children from poor families and living in slum housing tended to become offenders. These results suggested that poverty and slum housing could be targets for early intervention (Canadian Journal of Criminology, 1989:457).

##### 5. Disruptive Boys (Tremblay, 1983)

In 1983, Richard Tremblay and his colleagues began a longitudinal

study of disruptive boys in Montreal. The study investigated the development of disruptive boys during the elementary school years and used preventative interventions that had been successful in the past with disruptive children (Tremblay et al., 1989: 3).

The study included 1,161 kindergarten males in deprived socioeconomic areas of Montreal. The researchers assigned these "at risk" boys to experimental, observation, and control groups. The observation group received almost as much attention as the experimental group, but there was no effort to change the subjects' or families' behaviour. The kindergarten teachers assessed the boys at the end of their school year (Tremblay et al., 1989: 4). The control group was a random subsample of 43 nondisruptive boys (Tremblay et al., 1989: 5).

Children in the experimental group received three types of treatment over two years: parental education, social skills training with the boys, and play therapy (Tremblay et al., 1989: 5-7).

This longitudinal study has not been in existence long enough to provide significant support for theories and predictors of delinquency. However, preliminary results suggest treatment has been successful in reducing behavioural and educational problems. The variables that have demonstrated these effects include parental supervision and forming friendships with non-deviant peers (Tremblay et al., 1989: 11).

## Reviews

### 1. Loeber And Dishion (1983)

In 1983, Loeber and Dishion conducted a review of prediction and recidivism studies on delinquency. Most research in their review was longitudinal, and took place in the United States and abroad. The samples in the study varied from normal children to children seen in child health clinics (Burchard and Burchard, 1987: 77).

In their review, Loeber and Dishion seek to identify delinquency factors showing good predictive validity using different methodologies and across different populations. The time between measurement and outcome was one to ten years. Loeber and Dishion use a predictive efficiency measurement to identify and rank factors according to their predictive power. The predictor criterion most often used is arrest. However, high self-reported delinquency is an outcome measure included in the review (Loeber and Dishion, 1983: 68).

Loeber and Dishion identify the following as principal predictors of delinquency:

- Parents' family management techniques (supervision and discipline);
- Child's conduct problems;

- Parental criminality;
- Child's poor academic performance.

The best predictors of recidivism are:

- Reports of the child's stealing, lying, or truancy;
- The child's own problem behaviour;
- Criminality or antisocial behaviour of family members;
- Prior delinquency (Loeber and Dishion, 1983: 68-87).

Loeber and Dishion's review concurs with the work of McCord, Robins and Farrington and West that the best predictor of delinquency is parental child rearing techniques. McCord's follow up study of Cambridge-Somerville youth, found cruel, passive, or neglecting parental attitude, harsh or erratic parental discipline, and poor supervision all predicted later offending. Both Robins and the Cambridge Study of Delinquent Development found that harsh or erratic parental discipline and poor parental supervision predicted later offending (Canadian Journal of Criminology, 1989:459).

Loeber and Dishion's review suggests it may be possible to reduce offending by training parents in appropriate child rearing techniques, especially with respect to discipline and supervision.

## 2. Rutter And Giller (1983)

Michael Rutter and Henri Giller's book, Juvenile Delinquency: Trends and Perspectives, reviews research on juvenile delinquency conducted

after the mid-1960's. They surveyed mostly empirical research conducted in Great Britain and the United States (Rutter and Giller, 1983: 13).

Rutter and Giller indicate that individuals who were most delinquent, aggressive or antisocial at one age remained that way at later ages. However, the continuation of delinquent activities over time often stems from a lack of change in a child's social environment (Rutter and Giller, 1983: 63-64). Findings on individual characteristics that predispose an individual towards delinquent behaviour are inconclusive. Rutter and Giller suggest this is due to the tendency of researchers to study delinquents as a homogeneous group. They indicate that researchers tend not to differentiate between delinquents who commit isolated acts from those for whom delinquency may represent a "broader antisocial personality disorder which persists in adult life." However, they suggest that individual differences are of most importance among individuals who are persistent delinquents. The individual characteristics identified as predisposing these individuals to delinquency are cognitive and educational retardation, hyperactivity and attention deficits, autonomic reactivity, stimulus seeking, and passive avoidance learning. This was a significant finding by Rutter and Giller, since reviews conducted by Loeber and Dishion and the Cambridge Study of Delinquent Development did not find individual characteristics to be predictors of recidivism among persistent delinquents (Rutter and Giller, 1983: 179).

Rutter and Giller report that research points to many psychosocial

variables strongly associated with delinquency:

- Parental criminality;
- Ineffective supervision and discipline;
- Familial discord and disharmony;
- Weak parent/child relationships;
- Large family size;
- Psychosocial disadvantage.

Rutter and Giller conclude that research cannot show a direct relationship between socioeconomic factors and a child's delinquency. However, they suggest that family factors play an important role with different socially disadvantaged groups. There may be adverse socioeconomic situations, but a child is affected by these through the parents (Farrington, Ohlin and Wilson, 1986: 97).

In addition, Rutter and Giller indicate that research findings on poor school performance result in delinquency. They suggest that educational failure leads to low self-esteem, emotional disturbance, and antagonism to school. This suggests that high quality early childhood education and parental involvement in a child's learning and school activities may help children achieve success in school (Rutter and Giller, 1983:166). According to Rutter and Giller, there is a great deal of research identifying factors that place children at risk of becoming delinquent. However, research has not provided any real conclusions about what works in preventing delinquency.

Still, Rutter and Giller suggest there are possibilities by stating that "major successes in preventative medicine have come from community-wide public health measures (as with improved sanitation or nutrition) or personal measures designed to influence individual predisposition (as with immunization)" (Rutter and Giller, 1983: 335-336).

### 3. Farrington, Ohlin and Wilson (1986)

In 1986, David P. Farrington, Lloyd E. Ohlin and James Q. Wilson published Understanding and Controlling Crime: Toward a New Research Strategy, a review of longitudinal studies conducted in the United States, Britain and Scandinavia. These studies show there is "continuity in offending from childhood to adulthood and that offending is versatile rather than specialized." Offending peaks around age 15 to 18 and individuals arrested at an early age have longer criminal careers and commit a greater number of offenses (Farrington, Ohlin and Wilson, 1986: 63).

This review indicates the best predictors of the onset of delinquency are:

- Parental criminality;
- Parental child rearing techniques;
- Child's poor educational achievement;
- Child's troublesome behaviour.

Additionally, their review suggests only about five percent of

offenders commit most offenses. Factors such as poor school behaviour, economic deprivation, convicted parents, low intelligence, and poor child rearing behaviour can identify these offenders at an earlier age (Farrington, Ohlin and Wilson, 1986: 63-64). Farrington et al.'s review shows that the roles of families and schools are of great importance in any attempts at preventing delinquency (Farrington, Ohlin and Wilson, 1986: 109).

### Government and NGO Research

#### 1. The Ontario Ministry of Community And Social Services

In 1989 the Ontario Ministry of Community and Social Services began a longitudinal research demonstration project entitled "Better Beginnings, Better Futures: An Integrated Model of Primary Prevention of Emotional and Behaviourial Problems."

The goals of the research are:

- To reduce the incidence of emotional and behavioural problems in children;
- To promote the social, emotional, behavioural, physical, and cognitive development of children;
- To enhance the abilities of socioeconomically disadvantaged families and communities in order to provide for their children (Ontario Ministry Community and Social Services, 1989A: Better Beginnings, Better Futures Information Pamphlet).

In this project, there are 4 to 8 research demonstration sites. The study will follow the children, families and communities at the research sites for 25 years to assess the impact of the projects. There are several types of socioeconomically disadvantaged communities involved, such as Aboriginal, urban, rural, and multicultural (Ontario Ministry of Community and Social Services, 1989A: Better Beginnings Better Futures Information Pamphlet).

The projects include children up to the age of 8, living in various socioeconomically disadvantaged communities and neighbourhoods in Ontario. The projects will use an integrated approach. Health providers, social service providers, and educators will develop common goals and collaborative plans to meet the needs of children and families. The projects will require that community members have key responsibilities for decision making in the primary prevention program (Ontario Ministry of Community and Social Services, 1989A: Better Beginnings Better Futures Information Pamphlet).

The research projects involve two types of integrated models. The first, prenatal through preschool, includes a program to reduce risks and promote optimal prenatal infant development. It integrates with a preschool program with similar goals (Ontario Ministry of Community and Social Services, 1989A: Better Beginnings Better Futures Pamphlet). The second integrated model, preschool through primary school, has a strong prevention focus. In each model, the program directors and educators must work with families and community leaders to identify other program components

necessary for healthy child development. Examples could include:

- Food supplements;
- Family planning;
- Parent training;
- Child development education;
- Parent support groups;
- Drop-in centres;
- After-school and recreation programs;
- Employment training;
- Parent and child resource centres (Ontario Community and Social Services, 1989A: Better Beginnings Better Futures Pamphlet).

Research conducted by the Ministry of Community and Social Services has indicated that interest in primary school programs arises mainly from preventing juvenile delinquency, substance abuse, and school failure when children enter the upper divisions of elementary school and high school (Ontario Ministry of Community and Social Services, 1989A: 45).

The design for these primary prevention research demonstration projects arose from a consultation paper entitled "Investing in Children: New Directions in Child Treatment and Child and Family Intervention" and a Ministry of Community and Social Services study entitled "The Ontario Child Health Study: Children at Risk" (Ontario Ministry of Community and Social Services, 1989A: 1). The consultation paper indicated one of the major

directions for children's services is "primary prevention with at-risk populations." It suggested that high risk factors included being from a family on welfare, living in public housing, and being a single mother. Treatment and intervention services should target the most seriously and chronically disturbed. The committee for the consultation paper also noted that the most disturbed young people consume a large portion of resources for children. Often the resources do not meet the needs of these children. Those most disturbed cross service streams from child welfare to young offenders to treatment and intervention.

The consultation paper stated that it is necessary to design interventions to begin at the earliest possible age with children and families likely to suffer serious and chronic disturbances (Ontario Ministry of Community and Social Services, 1988: 42-43). The strongest predictors of risk include: family dysfunction, living in a family on welfare, living in subsidized housing, having a chronic medical condition, and having few friends (Ontario Ministry of Community and Social Services, 1988: 44-46).

The Ministry of Community and Social Services study entitled "Ontario Child Health Study: Children at Risk" examined groups of children at risk for psychiatric disorder, perceived need of professional help for emotional and behavioural problems, or poor school performance. (Ontario Child Health Study: Children at Risk, 1989C: 1). The researchers also examined three risk indicators external to the child: family on social

assistance, one parent in the home, and the family living in subsidized housing (Ontario Child Health Study: Children at Risk, 1989C: ii-1). The research suggested that the factors that place primary school aged children at risk of developing emotional and behavioural problems include living in low income communities, living with parents in receipt of social assistance, and living in subsidized housing (Ontario Child Health Study: Children at Risk, 1989C: 20).

## 2. Child Poverty

Poverty affects children more than any other single issue. In 1987, Statistics Canada reported that approximately 17% of Canada's children (approximately 1,000,000) were living in poverty (Standing Senate Committee on Social Affairs Science and Technology, 1989: 1). David P. Ross and Richard Shillington, the authors of The Canadian Fact Book on Poverty 1989, claim Statistics Canada's rate is inaccurate because they use the outdated 1978 base. The number of children in poverty in 1987 was closer to 1,100,00 and the rate closer to 19.4%, according to Ross and Shillington. Moreover, their research determined that the total number of children in Canada in the period 1980 to 1987 had actually declined. That is, there were fewer children in Canada but more of them were living in poverty (Standing Senate Committee on Social Affairs, Science and Technology, 1989: 1).

The Interim Report of the Standing Senate Committee on Social Affairs, Science and Technology, "Child Poverty and Adult Social Problems,"

linked the unmet needs of poor children with many of the social problems of society. The report cited unemployment, physical and mental illness and disability, illiteracy, and criminal behaviour (Standing Senate Committee on Social Affairs Science and Technology, 1989: 15). When several risk factors exist, they have a multiplier effect and increase the potential for adult social problems. The Senate Committee indicated risk factors such as biological vulnerabilities and adverse social and economic environments affect the development of most children. Poor children most often experience such situations and suffer their adverse affects (Standing Senate Committee on Social Affairs Science and Technology, 1989: 16).

The Senate Committee reported that poverty itself is not the cause of delinquency, but rather multiple disadvantages in health, family life, and leisure activities associated with poverty that increase the possibility of persistent and serious delinquency (Standing Senate Committee on Social Affairs Science and Technology, 1989: 8). The committee summarized the link between poverty and criminal behaviour as follows:

. . . we have been struck by the degree to which such factors as: an inability to cope with life, family instability, the failure to develop controls against violent behaviour, low self esteem caused by emotional deprivation, abuse or alcoholism, underlie both criminality and poverty . . . . Low rental complexes of subsidized housing lead to a concentration of multi-problem families. These ghettos for the poor create an atmosphere which can easily involve children with a peer group on the streets that indulge in antisocial behaviour and criminal acts (Standing Senate Committee on Social Affairs, Science and Technology, 1989: 13).

Research has indicated that children living in poverty are at a higher risk of suffering from ill health, having difficulties at school, and living in inadequate housing (Canadian Council on Children and Youth, 1990B: 1). Research on the effect of poverty on health suggests poverty may result in low birth weight, increases in infant mortality, lack of a proper diet, chronic mental health problems, disability, and hospitalization. According to the Canadian Medical Association, infant mortality among poor children is twice the national average. Deaths from infectious diseases are 2.5 times more common, and accidental deaths are twice as common (Standing Senate Committee on Social Affairs, Science and Technology, 1989: 10).

Low birth weight is the most important cause of infant deaths in the first month of life. Babies born into poverty are at increased risk of being low birth weight, which elevates the risk of death during infancy as well as lifelong disabilities (Canadian Institute of Child Health, 1989: 100).

When income is a problem, food often becomes a flexible item in a household budget. Rent and bills come first. Also, cheaper foods high in fat and sugar are often selected (Canadian Institute of Child Health, 1989: 103).

A 1986 Ontario Child Health Study reported that children from low income backgrounds often suffer from psychiatric and behavioural disorders and perform poorly at school (Report of the Standing Senate Committee on Social Affairs, Science and Technology, 1989: 12). The Canadian Teacher's Federation reported that research from many countries indicates poor children

often have trouble in school and often do not progress to higher education. The Federation stated that poor children are at increased risk of suffering from physical, psychological, social, cultural, behavioural, and educational problems, compared with children not living in poverty (Hess, 1989: 1).

Although not all poor children have difficulty in school, many experience less motivation to learn, delayed cognitive development, lower achievement, less participation in extracurricular activities, unfavourable teacher/student interactions, negative effects of streaming, lower career aspirations and expectations, interrupted school attendance, lower university attendance, increased risk of illiteracy, and higher drop-out rates (Hess, 1989: 1). School-related difficulties often lead to serious long-term problems such as illiteracy, delinquency, difficulties in personal adjustment, under-employment, and unemployment (Hess, 1989: 1). Canada does not have a national policy on education. As a result, interprovincial and regional educational inequalities persist. The Federation believes that a national policy would help ensure equality of education for all Canadian children (Hess, 1989: 44).

Inadequate housing can have a profound effect on children. The Canadian Council on Children and Youth conservatively estimates that 600,000 Canadian children live in housing that did not meet basic Canadian health, safety, and affordability standards in 1988. The Council indicated that the real figure is likely much higher, because Canada Mortgage and Housing Corporation's model to measure housing needs is very limited (Canadian

Council on Children and Youth, 1991: 3). The cost of various forms of housing has increased significantly in recent years. However, neither minimum wages nor income assistance rates have kept pace with these changes. As a result, housing costs consume the major portion of household budgets among poor, working poor, and income assistance recipient families (Standing Senate Committee on Social Affairs Sciences and Technology, 1991: 39).

The Ontario Child Health Study reported that a relationship exists between housing and mental health problems (psychiatric disorders, conduct disorders and hyperactivity) among children. The study found that children living in subsidized or social housing had higher rates of psychiatric problems. These disorders affected about one-third of the children, particularly those between 6 and 11 years of age. The study also indicated that there is a greater risk of poor school performance among children living in subsidized housing (Senate Committee on Social Affairs Science and Technology, 1991: 40).

### 3. Aboriginal Children

Aboriginal people experience extensive conflict with the law in Canada. They are over represented at all stages within the criminal justice system. Although there are many explanations for this overrepresentation the writer has provided an overview of the affect socioeconomic conditions and colonization has on aboriginal people. This overview indicates that Aboriginal children grow up facing a future that is very different than that of non-

Aboriginal children in Canada. Therefore any attempt to prevent crime and delinquency among Aboriginal people needs to take into account the various issues affecting Aboriginal people.

Roughly half of the Canadian Aboriginal population is under the age of 18. The Aboriginal population is heterogeneous—there are status Aboriginals, non-status Aboriginals, Metis, and Inuit. According to the 1986 census, about 380,000 people are registered as Aboriginal under the Indian Act. In addition, there are more than 25,000 Inuit in Canada. The number of Metis or non-status Aboriginals is unclear because there are no legal or accepted definitions of these aboriginal groups (Human Organization, 1987:279; Canadian Institute of Child Health, 1989:105).

The registered Aboriginal population faces the same problems as Inuit people, Aboriginals living off reserves, Metis, and non-status Aboriginal people. Many of the critical problems facing Aboriginal people in Canada become clear when examining the data on Aboriginal offenders in correctional institutions. Census figures show that Aboriginals make up only 2% of Canada's population (Human Organization, 1987: 279; Canadian Institute of Child Health, 1989: 105). However, status Aboriginals and Inuit comprise 9.5% of the male and 13% of the female population in federal correctional institutions. (Solicitor General of Canada 1988: 3-4). In some provincial prisons the proportion of Aboriginal offenders is even higher. In 1987-88, Aboriginal offenders represented the following percentages of total offender

admissions to provincial prisons: Ontario, 9%; British Columbia, 19%; Alberta, 31%; Manitoba, 55%; the Yukon, 60%; Saskatchewan, 66%; Northwest Territories 88% (Griffiths and Verdun-Jones, 1989: 564).

There has been a lack of longitudinal research on the involvement of Aboriginal youth in the criminal justice system. The studies that exist show over-representation of Aboriginal young offenders in the criminal justice system. Also, Aboriginal youth come to the attention of the criminal justice system at an earlier age than non-Aboriginal young offenders. Aboriginal young offenders are more socially and economically disadvantaged than non-Aboriginal young offenders (Jamieson and La Prairie, 1987: 6; Griffiths and Verdun Jones, 1989: 568).

Aboriginal children and youth are more likely to have had contact with other social service agencies, such as child welfare, than their non-Aboriginal counterparts. Over 34% of status Aboriginal children are in care at any given time in the western provinces. This is more than three times the percentage for non-Aboriginal children. The percentages of Aboriginal children in care in the western provinces are as follows: British Columbia 36.7%; Alberta 42.2%; Saskatchewan 63.8%; Manitoba 32.1%.

About 70% of Aboriginal children drop out of school. They also have the highest rates of teen suicide, family violence, unemployment, and alcohol and drug use (National Youth in Care Network, 1988: 27). Aboriginal families suffer multiple deprivations: high unemployment, poor housing, extreme

poverty, endemic alcohol and drug use, physical and sexual abuse, and the highest rates of death due to accidents and suicides in Canada (Assembly of First Nations, 1989: 1).

Statistics on Registered Aboriginal Housing show that about 60% of Aboriginal homes lack running water, sewage disposal, or indoor plumbing. In addition, 36% of the houses are overcrowded and 38% lack central heating. Such housing may contribute to high respiratory, digestive, and infectious diseases and high rates of fire deaths among Aboriginals (Griffiths and Verdun-Jones, 1989: 546; Human Organization, 1987: 279; Standing Senate Committee on Social Affairs Science and Technology, 1991: 10).

Disadvantaged conditions for Aboriginal people begin at birth and continue throughout life. An Aboriginal person's life expectancy is eight years shorter than that of a non-Aboriginal person. Death in the first year of life is four times the national average and the rate of infant mortality is twice the national average. An Aboriginal person is more likely to die as a result of an accident up to the age of 19. An Aboriginal child who reaches his or her 19th birthday is 6 times more likely to have lost a friend of his or her own age as a result of suicide than is a non-Aboriginal person in Canada (Standing Senate Committee on Social Affairs Science and Technology, 1991: 10).

The Laidlaw Foundation found that 51% of all Aboriginal children live in poverty. This proportion is not significantly different between children living on reserve and off reserve. Poverty rates among Aboriginals are

substantially higher than among non-Aboriginals. A 1986 census by the Assembly of First Nations reported that approximately 85% of all Aboriginal families have incomes below \$10,000 (Standing Senate Committee on Social Affairs Science and Technology, 1989: 10).

The patterns of disease among Canada's Aboriginal people are similar to the main killers in the developing third world countries. Under-employment leads to a life of poverty. Research has indicated that improvements in the health status and poor social and economic circumstances of Aboriginal children and their families are essential to improving the condition of Aboriginal children in Canada (Canadian Institute of Child Health, 1989: 117).

Socio-economic factors have had a significant impact on Aboriginal people. The colonization of aboriginal people by european settlers has contributed to the breakdown of cultural traditions, the dislocation from the land, community and family, the loss of language and spirituality.

As the process of colonization occurred in Canada Aboriginal people were forced from their lands and most were placed on reserves. Aboriginal people became dependant on the federal government to survive. Their traditional way of life involving hunting and gathering was replaced by a lifestyle which relied on a wage economy.

In traditional times rules and ethics were central to the conduct of Aboriginal life. They were essential since they provided individuals guidance

and knowledge on how to behave and interact as an individual and in communities. Some of these ethics and rules included: the ethic of non-interference, the ethic that anger not be shown, the ethic of respecting praise and gratitude, the conservation - withdrawal tactic and the notion that the time must be right. The practice of these rules and ethics was a daily routine in the lives of aboriginal people since they helped them survive their harsh environment. (Ross, 1992:41).

Although ethics and rules were necessary to ensure physical survival in traditional times. Spirituality and spiritual beliefs were integrated into these rules and ethics. Therefore these rules and ethics provided an individuals with guidance on the proper way to approach the universe, other people and of ones own mental and spiritual health (Ross, 1992:68).

The traditional way of life for most aboriginal people prior to European contact involved hunting and gathering. As a result aboriginal people had a significant attachment to the land. This attachment was spiritual since it was seen as providing a tie to the communal past, present and future. The federal governments policy of forced assimilation and the establishment of residential schools in Canada resulted in Aboriginal people experiencing a sudden loss in their attachment to the land (Ross, 1992:90).

The law required aboriginal parents to place their children in residential schools. This conflicted with their traditional way of life since many Aboriginal people were used to moving hundreds of miles in order to trap and

hunt. Therefore parents had to choose between their traditional way of life or staying near their children while they attended school. Most often they stayed near their children (Ross, 1992:116-120).

As a result aboriginal people found themselves suddenly overnight forced to live together on reserves created by the federal government. This created many problems for Aboriginal people. The first was that prior to European contact most aboriginal people did not live in communities and therefore had not established ethics and rules for ongoing daily relations with people other than those for an individual's extended family (Ross, 1992:103).

All across Canada whole groups of Aboriginal families stopped doing what had for generations. Their lifestyle had defined them to themselves, allowed them to support themselves and live separate from other families in the bush. Denied access to their traditional way of life aboriginal people lost their ability to be self sufficient, pride and self esteem. The loss of their traditional way of life was replaced by "endless, empty days, welfare, and a struggle with alcohol which became epidemic throughout reserves" (Ross, 1992:106)

Families were devastated by the sudden losses and changes. The traditional roles of family members had been eliminated. Very few employment opportunities existed on reserves. Children began to live separate lives from their families on reserves. Their lives centred on other children and non-family activities. Overtime the rules and ethics traditionally used by parents to raise

their children were no longer effective. For example the ethic prohibiting the punishment and active disciplining of their children was no longer appropriate. Family structures began to deteriorate and become dysfunctional (Ross, 1992:118-119).

In addition parents who had spent a major part of their childhood in residential schools had limited knowledge of family life. They had no role models for parents and their experiences during childhood in residential schools had been one of rigid discipline, corporal punishment and abuse. This group of parents have had difficulty raising children since they had no family model to follow (Ross, 1992:123).

The writer has briefly described the affect colonization has had on the lives of aboriginal people in Canada. The sudden changes and losses experienced by Aboriginal people continue to impact Aboriginal people and their communities today. Most Aboriginal communities have had difficulty responding to the losses and changes. This is evident by the high levels of substance abuse, violence and community disorganization that exists among Aboriginal people and within their communities (Ross, 1992:142)

The high levels of Aboriginal young offenders, levels of suicide, children in care, poverty, family violence, physical and sexual abuse, disease, and poor housing conditions and family and community disorganization point to the need for preventative programs and services for Aboriginal children. However the affects of colonization suggest that the development and delivery

of programs and services needs to be provided by Aboriginal people and their communities.

### Causal Factors Correlated with Crime

In this chapter longitudinal research, literature reviews and government and non-government research was reviewed to identify correlates and causes crime.

Although there is no single root cause of crime a number risk factors can combine to increase the likelihood of a person becoming delinquent It is these factors which can be considered to be causal factors correlated with crime In this thesis factors were considered to be causal factors if they met the following criteria. First the factor is identified as a causal correlate in a longitudinal study. Secondly the factor needs to have occurred prior to the dependent variable . Finally the factor must have been identified in several studies.

In this chapter the following were identified as being causal factors correlated with crime:

- Poverty
- Poor parenting
- Substandard housing
- Problems in school
- Parental criminality

- Low IQ
- Parental conflict
- Mental health problems
- Antisocial behavior
- Criminal peer groups.

The importance of identifying these causal factors for this thesis is that they are present in the lives of children during the primary school age years.

### Summary

The Cambridge Somerville Youth Study showed that no difference in outcome between treated and non-treated groups of delinquent boys, and that treatment programs can produce negative effects if they are not targeted at those factors that lead to criminal behaviour. However, a review conducted by Joan McCord in 1979 identified family atmosphere factors as having a significant impact in placing children at risk of offending. These included the mother's self-confidence, father's deviance, parental aggressiveness, maternal affection, parental conflict, and supervision.

Research conducted by Wolfgang, Figlio and Sellin ("Delinquency in a Birth Cohort") supported the importance of ensuring that intervention targets those factors that lead to crime. Their study revealed that

approximately 6% of the offenders were responsible for 70% of the crimes. This group of individuals were found to be chronic offenders. The researchers reported that chronic offenders came from low socioeconomic status backgrounds. They suggested that by providing intervention to children and youth from lower socioeconomic backgrounds, it would be possible to reduce the number of crimes committed by chronic offenders.

The Cambridge Study of Delinquent Development supported the research conducted by Wolfgang et al; approximately 6% of the boys in the study accounted for about 50% of all criminal convictions. The study also indicated that more prevention experiments need to be done in which certain factors are systematically varied and their effects on crime are studied. This is needed in order to determine which factors are merely correlates of offending and which are actual causes. However based on the Cambridge Study, the researchers indicated that the "empirical variables and theoretical constructs that are the most plausible candidates for inclusion as causes of offending were: economic deprivation, antisocial parents and siblings, poor parental supervision, harsh or erratic child rearing behaviour, broken homes, low intelligence, school failure, impulsiveness, irrational decision making, and delinquent peers" (Farrington, 1990:23-24).

Lee Robins ("Deviant Children Grown Up") identified factors present in the childhood of antisocial adults as being predictors. However, she indicated that if the factors were to predict antisocial behaviour, they would

need to be successful predictors in other research. Her predictors, poverty in families and slum housing, were also found by the Cambridge Study of Delinquent Development which identified economic deprivation as a significant predictor of crime. Robins' findings therefore lend support to the need to provide intervention during the childhood years for those living in poverty and poor housing conditions.

Reviews conducted by Loeber and Dishion indicated that the best predictor of delinquency was the parents' child-rearing technique. Similar findings were reported by McCord, Robins, and the Cambridge Study of Delinquent Development. These findings suggested that offending may be decreased if parents were trained in appropriate child-rearing techniques.

Rutter and Giller's review suggested that individual differences are the important factors among those individuals who are persistent delinquents. However, the review indicated that persistent delinquency is often a result of a lack of change in certain factors present in a child's social environment, such as parental criminality, ineffective supervision and discipline, family problems, and weak parent-child relationships. Rutter and Giller reported that a great deal of research has been conducted in identifying factors that may place children at risk of becoming delinquent. However, there is a need to implement preventative programs in order to reduce crime. Prevention (through community-wide health measures) has been more effective than treatment in the public health arena; the same may be true for the prevention

of crime.

Preliminary research conducted for the Ontario Ministry of Community and Social Services ("Better Beginnings, Better Futures") indicated that high-risk factors such as living in a family on welfare, living in public housing, family dysfunction, and having chronic health problems result in emotional, behavioral, social, physical and cognitive problems among children and families. The research indicated that early childhood and family intervention would prevent such problems.

A review of various studies on child poverty in this chapter suggests that poverty has a detrimental effect on the health, school performance, and social wellbeing of children. Multiple deprivations caused by child poverty can lead to physical and mental illness, disability, illiteracy, and criminal behaviour. The research supported intervention that would address the severe deprivations caused by poverty.

Research on the affects of colonization and socio-economic conditions affecting Aboriginal people indicates that aboriginal children grow up facing a future very different from that of non-Aboriginal children. Aboriginal children are more likely to live in poverty, come into the care of child welfare agencies, drop out of school, commit suicide, use alcohol and drugs, suffer physical and sexual abuse, experience health problems, and live in substandard housing. The disproportionately high representation of Aboriginal people in Canadian prisons and the high rate of Aboriginal juvenile delinquency indicates that the

adverse socio-economic conditions and colonization have and continue to significantly affect the lives of Aboriginal people .

The studies and reviews discussed in this chapter clearly recognize the need to address the factors that may be correlates of delinquency, and suggest that intervention utilizing preventative measures during the childhood years would be most effective in addressing these factors.

Table 1 presents the factors identified in the research and literature that may place primary school aged children at risk of becoming delinquent. However, the writer does not suggest that if a child has one or more of these factors present in their lives, they are at risk of becoming delinquent. It can only be concluded from the research reviewed that such factors may place a child at risk. Multiple of factors in their life or environment may elevate the risk of becoming delinquent. Further analysis of these factors to determine their relevancy for a crime prevention strategy for Nanaimo which focuses on primary school aged children is presented in Chapter 6.



CHAPTER 2  
A CRIME PREVENTION APPROACH FOCUSED ON  
PRIMARY SCHOOL AGED CHILDREN

In the previous chapter, various factors were identified as being correlates of delinquency. Most of these factors tend to be present in an individual's life during the primary school age years. However, intervention efforts addressing these factors are beyond the scope of the traditional crime prevention approaches involving the police, courts and corrections.

This chapter reviews recent crime prevention research. The studies examined identify a crime prevention approach that recognizes the need to go beyond the traditional crime prevention approaches. The writer refers to this approach as the crime prevention through social development for safer communities approach. This approach recognizes that an effective crime prevention strategy needs to address those primary school age experiences associated with criminal behaviour.

The chapter concludes with an analysis of the crime prevention through social development for Safer communities approach and its relevancy for a crime prevention strategy that includes primary school aged children.

### International Conference on Urban Safety and Crime Prevention

The United Nations has placed a high priority on crime prevention. It supports social development, reducing opportunities to commit crimes, and promoting appropriate social values (Government of Quebec, 1993: 155).

In 1991, an International Conference on Urban Safety and Crime Prevention was held in Paris on the prevention of delinquency. The conference brought together more than 1,600 mayors, city councilors, police officers, social development officials and various government representatives. The delegates shared their experiences and discussed how they would implement the Montreal Declaration, "Agenda to Safer Cities," drafted in 1989 at The European and North American Conference on Urban Safety and Crime Prevention (Government of Quebec, 1993: 155).

The conference delegates made the following suggestions on crime prevention efforts:

- Adopt national crime prevention policies;
- Establish national crime prevention structures;
- Set up municipal crime prevention committees;
- Promote the involvement of the general public;
- Widely publicize successful experiences (Government of Quebec, 1993: 15).

The delegates clearly acknowledged the failure of traditional crime prevention approaches to crime involving the police, courts and corrections.

However they recognized the effectiveness of various crime prevention programs in industrialized countries in reducing crime. Many industrialized countries have established crime prevention organizations (government agencies or national councils) incorporating government officials and leaders from all sectors of society. These organizations have adopted social development programs based on knowledge of the causes of persistent delinquency. The delegates recognized that these crime prevention programs promote and support the involvement of municipalities and help propose methods of diagnosing problems and implementing solutions. In addition, nonprofit organizations have become involved in crime prevention with financial support from the public and the business community (Government of Quebec, 1993: 16).

More importantly, in terms of the subject of this thesis, the delegates recognized that early childhood experiences are causes of crime. They suggested that countries need to mobilize those agencies that are able to influence the factors in early childhood experience that lead to crime. In addition, the delegates identified municipalities as being strategically placed to address the causes and correlates, as they can work in coordination with various levels of government and other agencies. However the delegates indicated that governments will only succeed in reducing crime by redirecting funding and resources allocated for the police, courts and corrections towards crime prevention efforts. Countries such as France, the Netherlands, Sweden, and England have been directing 1% of their police, courts, and corrections

budgets towards crime prevention (Government of Quebec, 1993:16).

Immediately following this conference a United Nations meeting of Ministers of Justice was held. This ministerial summit adopted the recommendations made by the International Conference on Urban Safety and Crime Prevention.

### The Horner Report

The Horner Report suggested that traditional criminal justice responses of "cops, courts, and corrections" have been ineffective in reducing future victimization and in promoting community safety in Canada (Queen's Printer of Canada, 1993: 1). The criminal justice system's inability to respond to society's fear of crime and the public's demand for preventative action resulted in the Standing Committee on Justice and the Solicitor General commencing a national study on crime prevention (Queen's Printer of Canada, 1993: 1).

Over a four month period, the Committee heard from crime prevention practitioners, academics, crime victims, government officials, community groups, volunteers, and law enforcement agencies. The members of the Committee agreed that hiring more police officers and building more prisons would not ensure the safety and security of Canadians (Queen's Printer of Canada, 1993: 1).

The Committee recognized there will always be a need for police.

courts and correctional institutions. However, they agreed that the focus on crime must shift to crime prevention efforts that reduce opportunities for crime as well as the number of individuals at high risk to be involved in crime. The importance of this shift with respect to primary school aged children is that the Committee recognized the need for crime prevention efforts to focus on "at-risk young people and on the underlying social and economic factors associated with crime and criminality." The Committee said that achieving this goal would require partnerships between governments, criminal justice organizations, community agencies, and the private sector. The Committee viewed the "crime problem in a community context and [saw] its solution as a social question" (Queen's Printer of Canada, 1993: 2).

The federal Minister of Justice, Allan Rock, approved the following recommendations made by the Committee:

- The federal government must play a leading role nationwide and elaborate a national policy.
- Ottawa must support the establishment of a national crime prevention council.
- Within five years, the federal government must allocate 5% of the funds earmarked for the police, the courts, and the correctional system to crime prevention measures.
- The Justice Department should maintain responsibility for crime prevention.

- The federal government must support establishing an international crime prevention centre affiliated with the United Nations.
- Parliament's determination to prevent crime must manifest itself in legislation.
- The federal government must enlarge the Statistics Canada victimization survey program.
- Ottawa must cooperate with the provinces, the territories, and qualified professionals in promoting the prevention of violence as an integral part of elementary and secondary school curricula (Government of Quebec, 1993: 143).

#### Crime Prevention In Quebec

In August 1992, the Minister of Public Security for the Province of Quebec set up the Task Force on Crime Prevention. The Task Force was made up of representatives from some 40 organizations involved in crime prevention. They include: municipalities, community and school organizations, universities, police departments, police unions, and government departments and agencies (Government of Quebec, 1993: 7).

The mandate of the Task Force was to provide the minister with ideas and recommendations for a crime prevention policy. In making recommendations, the Task Force used various opinion surveys, departmental reports, and

reports by foreign governments and international authorities.

The Task Force recommended action in socioeconomic development, reduction of opportunities to commit crimes, and greater individual and community sharing of responsibility (Government of Quebec, 1993: 17). It indicated the conditions for success depended on shared leadership, legislative support, research, experimentation and evaluation, promotion of crime prevention, training, and funding for crime prevention (Government of Quebec, 1993: 18).

At the grassroots level, the municipalities would provide local leadership in their communities. At the top, the Ministry of Public Security would not take the place of communities, but instead would support and encourage them in establishing crime prevention efforts (Government of Quebec, 1993: 34). Interdepartmental cooperation would be essential in establishing crime prevention objectives and improving social development programs that could make changes to factors that may result in crime (Government of Quebec, 1993: 34).

#### Building a Safer Society: Strategic Approaches to Crime Prevention

Building a Safer Society: Strategic Approaches to Crime Prevention is the seventh volume of the Crime and Justice series. This volume was edited by Michael Tonry and David P. Farrington. The volume provides a review of

research which crosses national and disciplinary boundaries to summarize what is known about various strategic approaches to crime prevention (Tonry and Farrington, 1995:1) .

Tonry and Farrington indicate that there is recognition and support among governments to move beyond the traditional crime prevention approaches involving the enforcement of criminal laws and punishment in the prevention of crime. They indicate that a number European governments such as France, England, Sweden and the Netherlands have established crime prevention initiatives other than criminal laws and punishment to prevent crime ( Tonrey and Farington, 1995:2).

Tonrey and Farrington identify four major prevention initiatives they include law enforcement and developmental, community and situational crime prevention. Crime prevention efforts involving law enforcement consist of changing criminal laws, enforcement techniques, sentencing policy , mass media advertising campaigns intended to convince offenders that crime does not pay or to persuade citizens to take private preventive actions and various situational measures intended to make particular offenses more difficult to accomplish (Tonry and Farrington, 1995:2).

Developmental crime prevention involves implementing strategies which prevent the development of criminal potential in individuals these strategies target risk and protective factors identified in research and studies. Community crime prevention attempts to change social conditions that

influence offending in residential communities. Finally situational crime prevention is designed to prevent crime by reducing opportunities and increasing the risks of crime (Tonry and Farrington, 1995:2).

It is developmental crime prevention which is most relevant to this thesis. Tonry and Farrington indicate that it is only in the last decade that attention has been given to developmental crime prevention. Developmentalist have included researchers in the areas of psychology, education, psychiatry, medicine and public health and traditionally they have not been concerned about the prevention of crime. However recently they have combined their developmental and criminological interests to identify the links between developmental processes and later delinquency. Research conducted by developmentalists has indicated that risk factors that predict delinquency and crime are also predictive of many other forms of antisocial behaviour (Tonry and Farrington, 1995:9-10).

Tonry and Farrington indicate that developmental prevention is the new frontier of crime prevention efforts. They indicate that interventions that improve parenting skills, children's physical and mental health, children's school performance and reduce the risks of child abuse are also likely to reduce later offending. In addition they indicate that evaluations of a variety of interventions directed at life stages from birth through childhood have demonstrated delinquency reducing effects or beneficial effects on other indicators such as school performance, hyperactivity and impulsivity (Tonry

and Farrington, 1995:10).

Safer Communities: A Social Strategy for Crime Prevention in Canada

The Canadian Criminal Justice Association is one of the oldest organizations within Canada concerned with the problem of crime. In 1989 the association produced a paper titled Safer Communities: A Social Strategy for Crime Prevention in Canada.

The paper indicates that crime prevention in the past has stressed the importance of the courts, police and correctional systems in apprehending and limiting an offenders opportunity to commit further crime. The association indicates that "the time has come for Canada to establish a new coordinated approach to crime prevention". This approach would require the establishment of a national crime prevention strategy for Canada. The association supports the establishment of a crime prevention strategy that addresses the social situations that cause crime. The crime prevention through social development approach is seen as being able to achieve this (Canadian Journal of Criminology, 1989:370-371).

The paper indicates that research has suggested that many chronic offenders display personal, familial and social experiences and characteristics predisposing them to participate in criminal behaviour. The approach suggests that by making various social interventions it may be possible to alleviate those factors and conditions that are associated with crime. This approach

seeks action through the various policies, programs and services already present in the social development field such as social housing, education, health, income security and social services (Canadian Journal of Criminology, 1989:371).

The crime prevention through social development approach is seen as being one major component of any comprehensive crime prevention strategy. The association indicates that this approach needs to work in cooperation and not in competition with opportunity reduction approaches such as Neighbourhood Watch in preventing crime. In addition support is provided for other crime prevention approaches which prevent white collar crime and new areas of criminal behaviour (Canadian Journal of Criminology, 1989:371).

In the paper the association provides 62 recommendations which specify what must be done to prevent crime. These recommendations identify action that needs to be taken by the federal, provincial and municipal governments, by the police, the voluntary sector, the private sector and by individual Canadians (Canadian Journal of Criminology, 1989:399).

The association indicates that crime prevention through social development approach will require many changes in attitudes, programs, and planning and it will require strong public support. However more importantly the association indicates that it will require strong political leadership at the highest levels in order to effectively prevent crime (Canadian Journal of Criminology, 1989:399).

The approach will require targeted interventions in the family, school, youth employment and housing in order to reduce the number of persistent and violent offenders. The association indicates that this will require the coordinating of policies for justice, teaching, training, employment, health, housing, leisure and social welfare if we are to prevent crime (Canadian Journal of Criminology, 1989:399).

In addition the crime prevention through social development approach requires an integrated, inter-institutional and interdisciplinary program to prevent crime which is worked out jointly by the federal, provincial, territorial and municipal governments with the participation and contributions of individual citizens (Canadian Journal of Criminology, 1989:399).

#### National Crime Prevention Council

In July 1994, the Minister of Justice and the Solicitor General announced the creation of a National Crime Prevention Council. The Council is one of the key elements for a National Strategy on Community Safety and Crime prevention. The Council consists of 25 members which represent various perspectives such as social development, community involvement, reduction of opportunities for crime, and effective justice responses (Government of Canada, 1994: 1).

The mandate of the National Council is two fold. First it provides advice to governments on the design, delivery and evaluation of a

comprehensive crime prevention strategy. Second it seeks to be a resource to communities which are involved in crime prevention initiatives (National Crime Prevention Council, June 1997:1).

The council indicates that prevention starts with children and young people. They indicate that society needs to provide children and their families with the supports and resources in order for them to overcome the challenges they face. The council suggests this is the best way of dealing with the root causes of crime, victimization and creating a safer society (National Crime Prevention Council, June 1997:1).

However the council indicates that communities need to be responsible for the delivery of such services. The reason for this is due to the fact that programs and services designed and delivered at the national, provincial and territorial level often fail to address the specific concerns of individual communities. The council indicates that there is a need to give communities more responsibility for crime prevention initiatives. Communities must become a full partner in any crime prevention strategy and need to be given the tools necessary to implement a strategy (National Crime Prevention Council, June 1997:2).

The council indicates that its most important work has been on children and young people. The work has been divided into three phases: the pre-natal stage to the age of six, children from six to twelve and youth from twelve to eighteen. Important to this thesis is the work done on children from

the ages of six to twelve titled Preventing Crime by Investing in Families: Promoting Positive Outcomes in Children Six to Twelve Years Old. This outlines a model which identifies the links between what happens early in a child's development and later patterns of involvement in criminal behaviour or victimization. Five stages of development are identified which pose a challenge to children and their families. The council indicates that the failure to meet one of these challenges puts a child at risk. "It is these risks which are the basis of for identifying the types of initiatives which communities can implement to support children and their families" (National Crime Prevention Council, June 1997:4).

The council indicates that it is important to view children in a holistic way. This includes understanding children in the contexts within which they live, learn and play. Therefore prevention initiatives must coordinate across the "major systems that influence a child's life such as family, schools peers and community". This can be achieved by different levels of government, educational, social and health agencies, community groups and the private sector working together to develop an integrated strategy for crime prevention that focuses on supporting children and families (National Crime Prevention Council, May 1997:44).

The council indicates that community support and mobilization is essential in order to establish an effective crime prevention strategy. This requires community based problem solving in order to identify the problem. to

set goals or objectives, designing and delivering a program and evaluating the results (National Crime Prevention Council, June 1997:5-6)

In addition the council indicates that the focus on communities and problem solving is "at the heart of the issue of where we could best invest new resources to support crime prevention." They indicate that new money must go to supporting community based problem solving. The key is to identify how different levels of government and other partners in a crime prevention strategy can best accomplish this. However the council indicates in order for communities to be successful at problem solving there are three basic tools that must be present: knowledge, skills and resources. Without these tools it will be difficult for communities to establish effective crime prevention strategies.

(National Crime Prevention Council, June 1997:6-7).

In order for communities to have sufficient access to the knowledge, skills and resources there needs to be building of real partnerships for prevention. A comprehensive national crime prevention strategy could provide these tools to communities (National Crime Prevention Council, June 1997:7).

Such a strategy would require partnerships between the following five groups: communities, the justice system, non-governmental organizations or associations, the private sector and labour and the federal, provincial, territorial and local levels of government. The key to each of these partners is to identify the role that each partner can best contribute to . However the approach requires organization from the community level. The key is that any

"structures or processes put into place must be designed to serve the community since it is communities which will make the prevention work."(National Crime Prevention Council, June 1997:7).

Ad Hoc Advisory Committee on a Canadian Strategy for Community Safety and Crime Prevention

The Department of Justice established the Advisory Committee on a Canadian Strategy for Community Safety and Crime Prevention to review community safety and crime prevention issues.

The Committee supported the establishment of a national crime prevention council that would address safety and security concerns of individuals and communities. The Committee supported community action as being the key to a successful crime prevention strategy. It indicated that only action by community organizations would bring about meaningful and long lasting improvements. The Committee indicated that governments must support community action and provide information that will allow communities to take a leadership role (Department of Justice, 1994: 7).

This Committee's work lead to the establishment of the National Strategy on Community Safety and Crime Prevention. The National Strategy has provided a broad framework to bring together many of the different efforts to prevent crime. The key broad objectives of the National Strategy are:

- to foster partnerships and collaboration between local communities, provincial and territorial
- governments, the federal government and non governmental organizations
- to empower community-based and community-driven crime prevention solutions
- to foster a comprehensive approach with both short and long-term goals
- to recognize that the national strategy will develop reflecting regional differences and realities (National Crime Prevention Council, July 1994:

4)

The importance of the Committee's recommendations and the National Strategy on Community Safety and Crime Prevention for establishing a crime prevention strategy for primary school aged children is that it recognizes the need to involve those community organizations that are in touch and deal with the conditions that affect children.

#### Building a Safer Canada

A major priority of the Department of Justice is crime reduction. This involves preventing crime before it takes place. The Department indicates that the key to this strategy is community involvement since the sources of crime and other social problems lie within the community and only communities can solve these problems.

This need for community involvement led to the Department of Justice creating a manual titled "Building a Safer Canada: A Community-based Crime Prevention manual". The manual provides communities with a step-by-step guide that can be used to develop detailed plans for community safety/crime prevention programs

The strategy outlined in the manual is often referred to as the safer communities approach to crime prevention. Four principles of this approach are:

- The community is the focal point of effective crime prevention.
- The community needs to identify and respond to both short and long term needs.
- Crime prevention efforts should bring together individuals from a range of sectors to tackle crime.
- Strategies for preventing crime should be supported by the whole community (Department of Justice, 1996:1).

Many programs are aimed at preventing crime. Those programs aimed at reducing the number of potential offenders by addressing the social and economic factors which cause crime through social development approaches. These include programs such as early childhood education, parental skills training, literacy programs and youth employment programs (Department of Justice, 1996:1).

Other approaches involve reducing the opportunities for crime by making

targets less vulnerable. These include programs such as Neighbourhood Watch, installing burglar alarms and engraving social insurance numbers into property in order to make persons and property less vulnerable (Department of Justice, 1996:1).

The manual indicates that the safer communities approach to crime prevention requires tailoring programs to each community's unique problems. This is called problem oriented crime prevention. The problem oriented approach assumes crimes are not simple random occurrences but occur in patterned ways. Knowledge gained about these patterns can be used to prevent future occurrences of crime (Department of Justice, 1996:1).

Therefore the key to a successful safer communities approach is planning. The manual identifies a community problem solving planning model which involves: identifying and describing community problems, developing an action plan, monitoring and evaluating your program and carrying out your action plan

### The Crime Prevention Through Social Development for Safer Communities Approach

The literature reviewed in this chapter advocates that crime prevention strategies need to go beyond the traditional crime fighting approaches involving the police, courts and corrections. However there is recognition that there will always be a need for the police, courts and

correctional systems.

The literature identified various approaches to crime prevention.

They included:

- Measures which provide punishment for criminal conduct with a definite prison sentence. Examples include minimum sentencing requirements for certain types of crime. This approach to crime prevention is called incapacitation.
- Measures that reduce the opportunity for crimes to be committed. Examples include neighbourhood crime watch programs and the installation of security devices. This approach to crime prevention is called situational crime prevention or target hardening.
- Measures that reduce individual vulnerability and the likelihood of being victimized. Examples include avoiding situations where one's personal safety may be jeopardized. This approach involves acting sensibly in one's daily life; and
- Measures which use long term programs aimed at alleviating the combination of problems that can increase the risk of criminal behaviour. This involves addressing a wide variety of risk factors connected with crime through social development policies and programs and services already in existence such as social housing, education, health, income security and social services. This approach to crime prevention is called crime prevention through social

development (National Crime Prevention Council, September, 1996:1-2).

However the literature reviewed in this chapter indicated that there is a need to focus on the root causes of crime and not just the crime itself. The crime prevention through social development approach was viewed as being essential in achieving this. The literature indicated that the objective of any crime prevention strategy is to establish safer communities. The writer will refer to this approach as the crime prevention through social development for safer communities approach.

A comprehensive crime prevention strategy includes approaches which utilize incapacitation, reduce individual vulnerability and victimization and situational crime prevention methods to prevent crime. The crime prevention through social development for safer communities approach represents a major component of a comprehensive crime prevention strategy.

Many similarities exist between the various crime prevention approaches and the crime prevention through social development for safer communities approach. For example the situational crime prevention approach is problem oriented and targeted in that it looks at preventing crime through public participation in programs such as Block Watch and the Neighbourhood Watch program and strategies which involve securing personal property. The crime prevention through social development for safer communities approach is also problem oriented and targeted however it looks at understanding and

addressing the social causal factors of crime. This approach seeks action through the various policies, programs and services already in the social development field such as social housing, education, health, income security and social services by targeting those programs to those individuals who are most vulnerable to the social causal factors that result in crime.

The crime prevention through social development for safer communities approach does not prevent all patterns or types of crimes. This approach is best at preventing common offenses such as break and entries, sexual assault, street crime and crimes committed in the home. This approach does not prevent crimes such as company theft, income tax fraud, environmental crimes and computer crimes. Therefore it is necessary to ensure that other approaches and measures exist in order to prevent such crimes.

The crime prevention through social development for safer communities approach does not see crime prevention as being the sole responsibility of any one social or government agency. Instead the approach promotes the involvement of various levels of government . the police, the business community, community groups and private citizens.

The approach sees communities as being strategically placed to address the causes and correlates of crime and as having the ability to mobilize those organizations that are best able to address them. The approach provides communities with the ability to tailor crime prevention activities to the crime problem within that particular community.

The approach supports the establishment of crime prevention councils at the federal, provincial and local government levels. The importance of these councils is that they can play a leading role in the promotion and support of policy, legislation and funding for crime prevention initiatives at all levels of government.

These councils at all levels are responsible for bringing together organizations such as those responsible for health care, employment, housing, economic and business development, policing, non-profit organizations and social welfare agencies in order to establish crime prevention strategies.

In addition to sharing the responsibility within the community the approach calls for elected officials and community leaders to provide encouragement and solidarity among community members in order to find long term solutions to the prevention of crime.

More importantly in terms of the subject of this thesis, the crime prevention through social development for safer communities approach recognizes the need to focus on early childhood experiences that are causes of crime. The approach supports the establishment of crime prevention strategies that have long term commitments and goals for children and youth.

### Summary

The research reviewed in this chapter suggests that the traditional crime prevention approaches involving the police, courts, and corrections are inadequate and limited in their effectiveness. The studies identify a crime prevention approach that involves social policy working in conjunction with criminal justice policy in the prevention of crime. The writer refers to this approach as the crime prevention through social development for Safer communities approach.

Some industrialized countries (i.e. France, United Kingdom and the Netherlands) have implemented this approach in order to prevent crime. It has required the establishment of crime prevention organizations (government agencies or national councils) involving government officials and leaders from all sectors of society. Implementing such an has required partnerships between governments at all levels, criminal justice organizations, community agencies and groups, and the private sector. Community action has been identified as an essential component to ensure the effectiveness of these crime prevention strategies in the long term.

The importance of the crime prevention through social development for safer communities approach for primary school aged children is that it recognizes the need to identify and address primary school age experiences underlying crime. The approach also recognizes the need to mobilize and involve community organizations and agencies that would be best able to influence the factors in the primary school age years.

In Canada the National Crime Prevention Council has recognized that any effective crime prevention strategy must be community driven, long term, and focus on the needs of children and youth. This view was also supported by the Horner Report, which indicated that crime prevention efforts need to focus on at-risk young people and the various social and economic factors that associate such young people with crime.

The crime prevention through social development for Safer communities approach for safer communities approach and the need to deal with primary school age experiences provide support for crime prevention strategies that incorporate the needs of primary school aged children. Recommendations arising from the research presented in this chapter, suggesting actions, based on the writer's interpretation, that need to be taken at the national, provincial and municipal levels to set up effective long-term crime prevention strategies, are presented in Table 2. Further analysis of these recommendations to assess their relevancy for a crime prevention strategy focusing on primary school aged children for Nanaimo is presented in Chapter 6.

TABLE 2

## Recommended Action to be Taken at the Federal, Provincial and Municipal Government Levels

Recommended Action to be Taken	Federal	Provincial	Municipal
<b>POLICIES, LEGISLATION, AND FUNDING</b>			
1) Encourage crime prevention legislation.	●	●	●
2) Establish a national crime prevention policy.	●		
3) Establish a national crime prevention council.	●		
4) Establish policies that foster effective crime prevention with short-term and long-term goals.	●	●	●
5) Unify crime prevention initiatives across the country and give them focus and direction.	●	●	●
6) Allocate funding from Criminal Justice budgets for crime prevention measures.	●	●	●
7) Ensure more efficient use of existing funding.	●	●	●
<b>GOVERNMENT, NON-GOVERNMENT, AND PRIVATE SECTOR INVOLVEMENT</b>			
1) Involve government officials and leaders from all sectors of society in crime prevention.	●	●	●
2) Involve nonprofit organizations and the business community in crime prevention.	●	●	●
3) Foster collaboration between municipal, provincial and federal governments and non-government organizations.	●	●	●
4) Ensure commitment by all levels of government, the various private sector and non-government organizations that have a stake in community safety and crime prevention.	●	●	●
5) Establish partnerships between governments, criminal justice organizations, non-government organizations, and the private sector.	●	●	●
6) Promote interdepartmental cooperation to establish crime prevention objectives and improve social development programs.	●	●	●

PROMOTE AND PUBLICIZE			
1) Publicize successful crime prevention experiences.	●	●	●
2) Promote and support the involvement of municipalities in the diagnosing of problems and implementing of solutions.	●	●	●
3) Promote the prevention of violence in elementary and secondary school curricula.	●	●	●
4) Promote crime prevention and community safety through initiatives at the municipal, federal and provincial levels.	●	●	●
5) Promote socioeconomic development.	●	●	●
6) Promote the reduction of opportunities to commit crimes.	●	●	●
7) Promote greater individual and community sharing of responsibility.			●
8) Promote research experimentation and evaluation.	●	●	●
9) Use the National Crime Prevention Council as a clearinghouse to provide information and coordinate existing efforts.	●		
COMMUNITY ACTION			
1) Provide support at the grass roots level to communities.			●
2) Provide community leadership at the grass roots level with support and encouragement at the provincial and federal levels.	●	●	●
3) Support community action and provide information that will allow communities to take a leadership role.	●	●	●
4) Foster partnerships and collaboration among local communities, provincial, federal governments and non-government organizations.	●	●	●
5) Empower community-based and community-driven crime prevention solutions.			●
CHILDREN AND YOUTH			
1) Need to address the early childhood experiences that cause crime.	●	●	●
2) Expand child care to include preventative community-based child development and family support services.	●	●	●
3) Reduce child poverty by providing vulnerable families with a minimal level of income.	●	●	●
4) Provide support services to marginalized youth in their transition from school to work.	●	●	●

CHAPTER 3  
NATIONAL POLICIES AND PROGRAMS FOCUSING  
ON PRIMARY SCHOOL AGED CHILDREN

Chapter 2 discussed the inability of traditional approaches involving the police, courts and corrections to effectively deal with the correlates and causes of crime. The crime prevention through social development for safer communities approach was described as providing support for social policy working in conjunction with criminal justice policy in the prevention of crime.

The next three chapters review government and non-government programs and policies for primary school aged children at the federal, provincial (British Columbia), and municipal (Nanaimo) levels. These reviews were conducted to determine if the programs and policies provided by the three levels of government address delinquency factors present during the primary school age years, and whether any such programs or policies recognize or support crime prevention strategies that address primary school age experiences.

This chapter presents the results of eleven interviews the writer conducted with representatives of several federal government departments, national non-government organizations, and national Aboriginal organizations. Since the interviews were conducted, there have been reorganizations of

various federal government departments.

The chapter concludes with an analysis of the programs and policies identified, and presents recommendations for a crime prevention strategy focusing on primary school aged children. The recommendations based on the interviews are summarized in Table 3.

### Federal Government

#### 1. Department of Indian And Northern Affairs

(Interview with the Coordinator of Child Welfare and Family Services Education and Social Development, Department of Indian and Northern Affairs)

The Department of Indian and Northern Affairs has various agreements with the provinces, territories and municipalities to provide services for status Indians and Inuit. These services include housing, roads, water, sewers, electricity, social welfare services, education, and economic development.

The Coordinator confirmed that providing social services is a provincial responsibility. The department provides funding to the provinces and territories for child welfare services to status Aboriginal children living on reserves. Non-status Aboriginals and Metis children receive the same services as other Canadian children in the province in which they live. The Coordinator said many provinces have their own Aboriginal child welfare legislation that

allows bands to provide these services to children. These programs and services have to meet the minimum provincial requirements.

The Department of Indian and Northern Affairs works with local governments, Housing, Justice, Health and Welfare, and Employment and Immigration in providing services to Status Aboriginal children who may be at risk of becoming delinquent. The Department of Indian and Northern Affairs reimburses the provinces for services the department does not provide.

The Coordinator emphasized the importance of enacting self-government legislation and setting up Indian family and child welfare services on reserve. Improving social and economic conditions on reserves would improve the circumstances for primary school aged children.

## 2. Health And Welfare - Family Violence

(Interview with the Chief Education, Training, and Health Director, Department of Health and Welfare)

The Department of Health and Welfare designed the Family Violence Initiative to aid Canadian families that were victims of violence—especially battered women and their children. The Director said the federal initiative aims to reduce the incidence and effects of family violence in Canada and to prevent child abuse (including sexual abuse) and neglect. The initiative also provides programs and services to adolescent sex offenders.

The Director claimed Health and Welfare is leading the way by

establishing partnerships and cooperation with provincial and territorial governments, communities, and the voluntary sector. The department has also tried to focus public and government attention on these issues through media and information campaigns. The department spent \$25.1 million on a child sexual abuse initiative in 1986 and \$40 million on the family violence initiative in 1988. Through these initiatives, the department has:

- Enacted legislation to protect children against sexual abuse;
- Created nearly 450 new shelter units to help 23,000 battered women and their children each year;
- Helped to train front-line workers across the country, in professional and volunteer roles, as doctors, nurses, police officers, social workers, youth leaders, and many others;
- Provided support for community action through over 700 projects;
- Helped Canadians to understand that this is a serious and widespread problem that requires all our best efforts to overcome.

Nevertheless, the Director indicated there is a need for more programs and services for children. There is also a need for interagency coordination and cooperation at municipal, provincial and federal levels.

The \$136 million Family Violence Initiative is just getting underway. A broad-based program, it will ensure Aboriginal people, residents of remote and rural parts of the country, members of ethno-cultural minority communities, and people with disabilities receive attention.

### 3. Health And Welfare - Health Services Promotions Branch

(Interview with the Director of the Health Services and Promotions Branch, Health and Welfare Canada)

Health and Welfare Canada is responsible for promoting and preserving the health, social security, and social welfare of Canadians.

The Health Services and Promotions Branch works in cooperation with provincial governments, voluntary and professional organizations, and the private sector. The Health Promotions Directorate develops and supports health promotion programs. It provides training, research, organization, and community action programs relating to alcohol, drug, and tobacco use, nutrition, children and youth, women, elderly and disabled people, and the economically disadvantaged. (Supply and Services Canada, 1990: 174).

The Health Services and Promotions Branch has been focusing on drug prevention strategies directed at children. The National drug strategy's focal age group has been from 10 to 15 years of age. The Director said that working with the parents of these children has also been important due to parental influence on children. The Branch has been conducting public awareness campaigns, educational campaigns, professional training, youth assessment, community action programs, and ongoing research. The National Native Alcohol and Drug Abuse Program provides programs to Aboriginal people on reserves.

Currently, the National Drug Strategy does not target children under the age of 10. The cost would be very high. The Director indicated that it is at about age 10 when children begin to experiment with alcohol and drugs. The Director said programs for children under 10 years would need to be school-based and therefore the responsibility of the provincial governments. Many provinces have begun to introduce such programs at the Grade Three and Four level.

The Director said many National Drug Strategy programs are generic and not drug-specific. About 300 communities throughout Canada have established alcohol and drug programs.

Health and Welfare recognizes the relationship between additional factors such as child poverty and housing and the use of alcohol and drugs. The Department, with the Canada Mortgage and Housing Corporation, has put together a proposal for a program to deal with subsidized housing units that have alcohol and drug problems. This program would involve working with various community social agencies and resident associations.

The Director said changes in federal government policy concerning children would require coordination and cooperation among government departments. Present government policy at the federal, provincial and municipal levels is not as effective as it could be. Governments traditionally tend to subdivide problems and not work together. According to the Director, "It will take politicians who are not worried about turf and the will of the

Canadian public to change their priorities with respect to where they want their tax dollars spent." Unfortunately, such changes will take a long time, as have other campaigns in the past (such as the drinking and driving campaign).

#### 4. Department of Employment And Immigration - Youth Affairs

(Interview with the Director of Youth Affairs, Department of Employment and Immigration.)

The Department of Employment and Immigration is responsible for developing and using human resources. In addition, the department is responsible for youth affairs, which involves providing employment services for youth. Such programs include summer employment programs, work orientation workshops, and Aboriginal internship programs.

Traditionally, the Youth Affairs Division has directed its services towards youth between the ages of 16 and 24. However, the Director said the department is aware of the importance and need to intervene before age 16. Concern about preventing youth from dropping out of high school led to this shift in focus. The Youth Affairs Division provides services and programs through an information campaign and by promoting interagency cooperation among departments. The division also promotes awareness among other stakeholders such as business.

The Director said the department targets youth between the ages of 12 and 14 for delinquency prevention campaigns. Providing young people with

career information helps them select the high school courses they will need to pursue their career aspirations. The Director stated that a youth's decision to drop out of school usually is not sudden, but the end result of a long process. This may be due to the various inequalities and problems the youth may have experienced in school at a younger age. There may be other family and social problems as well. These information campaigns also target parents. Such campaigns must have the support of parents to be effective and successful.

Some factors that place children at risk of dropping out of school include living in poverty, living in remote communities, and learning disabilities. Therefore, the Director said the department has committed to targeting these high risk groups.

Programs and services need to reflect the needs of the community. Having local offices in each region to examine and assess the needs of local youth and high risk groups would help accomplish this. Another essential component would be interagency cooperation. "Mobilizing the stakeholders" would include involving as many partners as possible within the private and public sectors. The private sector has expressed concern about having an uneducated and unproductive work force. Therefore, the department would need to work in coordination with the private sector nationally and locally to address community issues that would help prevent youth from dropping out of school. At the local level this may involve partnerships among agencies such as the school board, social services, and various businesses in initiating a stay-

in-school program.

Many federal departments have programs for youth. Currently, the Department of Employment and Immigration is trying coordinate with the other departments to deal with youth issues. The Director said he thought it was essential to use a "holistic approach" in providing services to youth.

The department has established an information campaign for 12 to 14-year-old children. This is a significant age group to target. They are moving from elementary to high school. Many of these children are behind before they start high school, so providing them with information about future possibilities is vital.

The department looks at providing programs for youth at the age of 16 when they are in the work force. Ideally, the intervention should be at a younger age because it is possible to identify potential dropouts by Grade Two.

However, the Director noted education is a provincial responsibility. The department must coordinate with the various provinces and school boards to identify particular community needs.

The department becomes involved with youth who drop out of school because of the problems many find in getting work. Many are unable to read or write. Before they can enter training programs they need to become literate.

##### 5. Canada Mortgage And Housing Corporation

(Interview with the Manager for Future Studies in Housing and Living

Environments, Canada Mortgage and Housing Corporation)

The federal government has supported public housing under the National Housing Act. This act authorizes the Canada Mortgage and Housing Corporation (CMHC) to cost share with provinces and territories the expenses of construction, acquisition and operation of public housing projects.

Roughly 430,000 people live in public housing in Canada. Half of all residents in public housing are either children or senior citizens, and one-quarter are children under the age of 15 years.

The Manager said CMHC's social housing programs have been assisting low income families and individuals with their housing needs since the 1950's. Families have been the target group of this mandate. Housing accounts for a large share of a household budget, so adjusting housing costs frees funds for other basic needs such as food and clothing.

CMHC is working with the Canadian Federation of Municipalities on a crime prevention strategy for public housing units. They are now conducting a survey on the perception of crime and security deliverance in public housing. The Manager stated CMHC is considering implementing an early childhood intervention model. The project would provide programs and staffing services for housing units. Such programs would include parenting skills, employment skills, childhood intervention programs, and social skills programs. Tenants' associations would work with provincial and community agencies to implement and coordinate these programs. Additionally, this

project would work in coordination with Health and Welfare and the Canadian Council on Children and Youth. The Manager said this program would be a demonstration project to gather data. If successful, similar programs could work in other public housing units.

Many Federal Government Departments attended the European and North American Urban Crime Prevention Conference in Montreal in 1989.

As a result many Federal Government Departments have recognized the importance of developing a coordinated approach to such issues. However, when such a policy would be developed and where its funding and support would come from is unknown. The Manager said the key to providing programs and services to primary school aged children is interdepartmental cooperation.

## 6. Department of Justice

(Interview with a Senior Researcher in the Department of Justice)

The Department of Justice in Canada is responsible for the legal affairs of the federal government. It also oversees the administration of federal laws, bills, and regulations. Recently the Department of Justice took on the responsibility for the development of a national policy on crime prevention. In the past the department has worked with other federal departments and provincial governments on crime prevention initiatives. These have included child sexual abuse, victims of crime, a national program on impaired driving, firearms control legislation, the Young Offenders Act, sentencing reform, pornography, the National Drug Strategy, and the Family Violence Initiative.

Providing programs and services for children between the ages of 5 and 12 is the responsibility of provincial and municipal governments. However, the Researcher said Justice does have a national program on dialogue through justice and corrections for children. This program deals with the needs of children who may be at risk of becoming delinquent. Community groups and professionals such as police run this program.

The Researcher stated that the Justice Department recently conducted a survey of 110 municipalities throughout Canada on the issue of crime prevention. A sample of mayors of municipalities completed the survey designed to gauge their knowledge of crime prevention. Preliminary results suggest very few mayors are aware of crime prevention. Representatives of six

provincial governments completed a similar survey with similar results.

The Researcher said few municipalities have set up crime prevention strategies for children and youth. The City of Ottawa conducted a survey to determine some of the reasons children and youth have come in conflict with the law and what their needs are. The city is now surveying services available locally for children and youth. The results of both surveys will be used to start programs in schools. Ottawa is the only city in Canada that has started such a crime prevention initiative.

The Researcher said the Department of Justice does not "own the area of crime prevention" but instead provides leadership to other departments. A core group that includes the Secretary of State, Employment and Immigration, Canada Mortgage and Housing, Health and Welfare, and the Department of Indian and Northern Affairs sets federal policy.

The Department of Justice does not have any programs specifically targeting children. Its mandate includes law and social policy as they apply to the criminal justice system. The Researcher acknowledged the importance of providing programs and services to primary school aged children, and the need for a coordinated approach among departments within the federal, provincial and municipal governments.

## Non-Government Organizations

### 1. Canadian Council on Children And Youth

(Interview with a Research Analyst, Canadian Council on Children and Youth)

The Canadian Council on Children and Youth was a national voluntary organization with a mandate to identify and research issues affecting Canadian children and youth. The Council advocated on behalf of children and youth with various levels of government, the public, and other members of the voluntary sector.

The Research Analyst said the council focused on children younger than primary school age. The organization primary interest included prenatal nutrition, early child development, and national child care. However the Research Analyst said programs for primary school aged children fall under provincial jurisdiction. A recent limit of the Canada Assistance Plan (CAP) to certain provinces would directly affect their ability to provide programs for children.

The Research Analyst said their organization was in the preliminary stage of organizing programs in public housing units in cooperation with CMHC, the Canadian Council on Social Development, and the Federation of Canadian Municipalities. These would include preschool, education, child development, and after school programs. Canada Mortgage and Housing Corporation would provide the funding for the programs, research services, and a coordinator for programs in public housing units. In addition they would

work with tenants' associations in the provision of the programs.

A lack of funding and a lack of interdepartmental and agency cooperation were seen as barriers to providing programs and services to children. This lack of funds to non-government organizations has required such organizations to work more cooperatively.

## 2. Canadian Council on Social Development

(Interview with a Researcher, Canadian Council on Social Development)

The Canadian Council on Social Development (CCSD) is a national nonprofit organization. It works with the voluntary, private, and public sectors in providing responses to social problems and needs. The CCSD advocates for progressive social policies for the poor and the disadvantaged, while maintaining contact with grassroots organizations (Canadian Council on Social Development 1989: 2).

The Researcher said there is not much research that "tells us what works and what does not work in the long term." Federal government programs cannot make changes directly, due to the jurisdictional boundaries and federal-provincial cost sharing agreements (Canada Assistance Plan). Ontario's initiative, "Better Beginnings, Better Futures," is a step in the right direction in providing programs and services to children at risk. British Columbia has set up a Safer communities Project.

Many municipalities do not get involved in such programs due to the

bureaucracy created by provincial governments over funding and other issues. The Researcher stated there is a need for improvement in this area.

### 3. Vanier Institute of The Family

(Interview with the Coordinator of Programs and Research, Vanier Institute of the Family)

The mandate of the Vanier Institute of the Family is to promote the well-being of Canadian families. The institute works to fulfill this goal through research, public education, advocacy, community involvement, and collaboration and cooperation with other organizations.

The Coordinator stated that often when we are "searching for a solution to issues such as delinquency we are looking for a magical fix." One should not think that the implementation of early childhood programs and services are the solution to the problems that may place children at risk of becoming delinquent. Nevertheless, the Coordinator said there are specific factors most notably poverty, that can place a child at risk of becoming delinquent. Poverty correlates with other factors such as community deprivation, financial need, and lack of higher educational opportunities. Better educational programs for parents would help, as would accessible parenting programs in our communities. Often such programs attract parents voluntarily. Those who least need the services attend, and those who require such help do not receive it.

Providing such programs and services to children and their parents would require an integrated and coordinated policy between the federal, provincial, and municipal governments. According to the Coordinator, "We need to commit more of our resources and integrate a coherent vision as to how we can address the needs of children." However, intergovernmental cooperation is often difficult to achieve, due to competing interests for scarce resources.

The Coordinator suggested that all the problems affecting children are worse among Aboriginal children. Child mortality rates and poverty rates are higher. There are more children in care of welfare agencies and more within the criminal justice system. The governing society has not given Aboriginal people the ability to change their circumstances. Also, the Aboriginal communities have not had the opportunity to change themselves.

The Coordinator said the economy affects the many kinds of families and communities in society in differing degrees. Each community must use the resources available to address the local needs of the people. It is important to provide programs and services for children and their parents, especially to address the detrimental effects of poverty upon the well-being of children.

### Aboriginal Organizations

#### 1. Assembly of First Nations

(Interview with a Coordinator, Assembly of First Nations)

The Assembly of First Nations is the national political organization representing Canada's status Aboriginals. The assembly represents 633 bands. The main focus of the Assembly has been the entrenchment of the right of Aboriginal self-government in Canada's constitution and recognition of aboriginal title and rights.

The Coordinator said there are different programs and services available for status and non-status Aboriginals, Inuit, and Metis. Bands only provide services to status Aboriginals. Native Friendship Centres usually provide services to status and non-status Aboriginals and Metis people.

Non-Aboriginals often provide programs and services that are not culturally appropriate. This results from a lack of sensitivity by non-Aboriginals to Aboriginal people and their culture. The coordinator stated that Aboriginal people need to develop and provide those services to Aboriginal children and youth. Present services are not adequate. Four or five years down the line, more money gets spent coping with all the problems children experience due to inadequate services.

Currently, there is no coordination between various federal departments such as Indian and Northern Development, Health and Welfare, and other organizations that provide services to Aboriginal people. The Coordinator said self government is essential for Aboriginal people to provide programs and services to Aboriginal children and youth.

## 2. National Association of Friendship Centres

(Interview with the Director, National Association of Friendship Centres)

There are 111 Friendship Centres across the country. Most offer the following services:

- Referral and information
- Justice programs such as court workers
- Drop-in centres and social programs
- Food and housing services for those in need of the basics
- Counseling and social work programs
- Recreation
- Employment and training programs.

These services are available to status and non-status Aboriginals and Metis.

The Director stated that the present structures in place in Canadian society place Aboriginal children at risk. The criminal justice system and children's aid societies that are supposed to protect children do the opposite. Culturally biased children's aid societies have not addressed the needs of Aboriginal children. The Director said, "Such organizations can harm Aboriginal children more than they have helped." Placing Aboriginal children in residential schools and in the care of child welfare agencies throughout Canada has resulted in physical, mental, and sexual abuse.

The criminal justice system has failed Aboriginal children by not

providing culturally sensitive programs and services to address their needs. The Director stated that the criminal justice system has disproportionately incarcerated more Aboriginal children than non-Aboriginal children.

Economic development on reserves would reduce the high level of poverty and begin addressing the needs of children.

Aboriginal reserves also need to attain self government. They need to make their own laws on child welfare issues. Aboriginal people also need to protect and educate their own children, to address many of the problems they face. The Director said the federal and provincial governments resist allowing Aboriginal people to have self government. However, many bands in western Canada now have jurisdiction over their own child welfare.

### Summary

Representatives of the various government and non-government organizations interviewed for this chapter recognized the importance of providing programs and services to children and youth. Although some of the organizations represented provide programs and services to primary school aged children, it was made clear that the direct responsibility for this age group lies with the provincial and municipal governments.

The interviewees identified many delinquency factors that affect children and youth. These included the use of alcohol and drugs, social and economic conditions, poverty, housing, problems in school, effects of family

violence, and poor parenting skills. It was recognized that preventative strategies are best able to address the negative affects of such factors.

The interviewees also indicated that all the factors negatively affecting children are worse among Aboriginal children. It was suggested that the federal government, the criminal justice system, and child welfare agencies have failed to address the needs of Aboriginal children. Self government and Aboriginal control over programs and services for Aboriginal people, they maintained, would help address the many problems their children face.

Although the interviewees did not explicitly recognize the crime prevention through social development for safer communities approach, some essential components of the approach were supported. For example, it was recognized that there is a need to change the federal government's policies regarding children's issues by ensuring that coordination and cooperation exists among federal government departments. It was suggested that federal departments tend to subdivide problems and not work together towards a common goal.

The importance of long term commitments by government in the provision of programs and services to children was supported. However it was suggested that such an approach would need to be integrated and coordinated between federal, provincial and municipal governments. The key to the delivery of such programs and services would be the mobilization of various stakeholders within the community. These would encompass elements of the

private sector, non-government organizations and various government departments.

At the time that these interviews were conducted, no specific crime prevention strategies for primary school aged children existed. However, three federal government departments were involved in crime prevention initiatives: the Department of Employment and Immigration (Youth Affairs Division), the Canada Mortgage and Housing Corporation, and the Department of Justice.

The Department of Employment and Immigration (Youth Affairs Division) had established delinquency prevention campaigns for youth. These information campaigns were targeted at both youth and their parents. They were established to try to prevent youth from dropping out of school by providing them with future career information. It was suggested that preventing dropping out would ensure more young people would gain the skills to obtain work and avoid delinquency.

The Canada Mortgage and Housing Corporation in conjunction with the Canadian Federation of Municipalities, the Department of Health and Welfare and the Canadian Council on Children and Youth had been working on a crime prevention initiative for public housing units. This crime prevention initiative recognized the need to address issues affecting children. The initiative would provide programs and staffing services to housing units. These would include parenting skills, childhood intervention programs, social

skills programs, and employment skills programs. The implementation and coordination of these programs would involve tenant associations working with provincial and community agencies.

The Department of Justice had finished conducting a survey of municipalities across Canada which had indicated that very few municipalities had set up crime prevention strategies. Ottawa was the only city in Canada that had started such a crime prevention strategy. Although these three crime prevention initiatives did not specifically target primary school aged children, they added support to establishing crime prevention strategies that would focus on primary school age experiences that lead to delinquency.

Table 3 summarizes the programs and services available at the federal level and the writer's recommendations for action based on these interviews. Further analysis of these recommendations to determine their relevancy for a crime prevention strategy for Nanaimo, focusing on primary school aged children, is provided in Chapter 6.

TABLE 3

## Recommendations at the Federal Level

ACTUAL POLICIES AND PROGRAMS PROVIDED FOR CHILDREN	RECOMMENDED ACTION
1) DEPARTMENT OF INDIAN AND NORTHERN AFFAIRS <ul style="list-style-type: none"> <li>• works in coordination with local governments, Canada Mortgage and Housing, Department of Justice, Health and Welfare, and Employment and Immigration in providing services to children</li> </ul>	<ul style="list-style-type: none"> <li>• establish Aboriginal family and child welfare services on reserve and self-government legislation</li> <li>• improve social and economic conditions for children on reserves</li> </ul>
2) HEALTH AND WELFARE - FAMILY VIOLENCE DIVISION <ul style="list-style-type: none"> <li>• has provided programs to prevent child abuse and neglect, child sexual abuse, wife abuse and services to adolescent sexual offenders</li> <li>• focus public and government attention on issues through media and information campaigns</li> <li>• promote a broadly based family violence initiative which focuses on the needs of aboriginal people, visible minorities, persons with disabilities and residents of rural communities</li> </ul>	<ul style="list-style-type: none"> <li>• ensure coordination, cooperation and partnerships between federal, provincial and municipal governments in the delivery of programs and services to children and families</li> </ul>
3) HEALTH AND WELFARE CANADA- HEALTH PROMOTIONS BRANCH <ul style="list-style-type: none"> <li>• promotion of drug prevention among children</li> </ul>	<ul style="list-style-type: none"> <li>• ensure coordination and cooperation among government departments at the federal, provincial and municipal levels in the delivery of programs and services to children</li> <li>• establish long-term commitments by governments to provide programs and services to children</li> <li>• address the issues of child poverty and affordable housing</li> <li>• involve parents in the delivery of programs</li> </ul>
4) DEPARTMENT OF EMPLOYMENT AND IMMIGRATION - YOUTH AFFAIRS <ul style="list-style-type: none"> <li>• provides employment services to youth between 16 - 24 years of age</li> <li>• prevention of high school drop-out targeting youths between 12 - 14 years of age</li> </ul>	<ul style="list-style-type: none"> <li>• programs and services should reflect community needs by assessing the needs of youth</li> <li>• need coordination and cooperation between agencies with the private and public sector and at all government levels</li> </ul>
5) CANADA MORTGAGE AND HOUSING CORPORATION <ul style="list-style-type: none"> <li>• in the process of establishing a crime prevention strategy for public housing units</li> <li>• implementation of early childhood intervention model in housing units which provides parenting skills, employment skills, childhood intervention programs and social skills programs</li> </ul>	<ul style="list-style-type: none"> <li>• ensure coordination and cooperation among government departments</li> <li>• promote the provision to parents and children of such childhood intervention, child development programs, preschool and after school programs, parenting skills, employment skills and educational programs to parents</li> </ul>

<p>6) DEPARTMENT OF JUSTICE</p> <ul style="list-style-type: none"> <li>• child sexual abuse programs</li> <li>• programs for victims of crime</li> <li>• the <u>Young Offenders Act</u></li> <li>• the National Drug Strategy</li> <li>• family violence initiative</li> <li>• research conducted regarding provincial and municipal government crime prevent strategies</li> <li>•</li> </ul>	<ul style="list-style-type: none"> <li>• establish a coordinated approach among departments within the federal, provincial and municipal governments</li> </ul>
<p>7) VANIER INSTITUTE OF THE FAMILY</p> <ul style="list-style-type: none"> <li>• promotes the wellbeing of Canadian families through research, public education, advocacy, community involvement, and collaboration and cooperation with other organizations</li> </ul>	<ul style="list-style-type: none"> <li>• integrate and coordinate programs and policy between federal, provincial and municipal governments</li> <li>• utilize community resources more effectively</li> <li>• develop better parenting programs within communities</li> </ul>
<p>8) CANADIAN COUNCIL ON SOCIAL DEVELOPMENT</p> <ul style="list-style-type: none"> <li>• works in conjunction with voluntary, private, and public sectors in looking for solutions to social problems</li> <li>• works with grass roots organizations to establish social policies for the poor and disadvantaged groups</li> </ul>	<ul style="list-style-type: none"> <li>• promote coordination and cooperation between all levels of government</li> </ul>
<p>9) CANADIAN COUNCIL ON CHILDREN AND YOUTH</p> <ul style="list-style-type: none"> <li>• provides research on child development in early years, prenatal nutrition and lobbying for national child care</li> </ul>	<ul style="list-style-type: none"> <li>• increase funding for programs and services for children</li> <li>• ensure coordination and cooperation between government and non-government organizations</li> </ul>
<p>10) ASSEMBLY OF FIRST NATIONS</p> <ul style="list-style-type: none"> <li>• focuses on the right of Aboriginal self-government and the recognition of Aboriginal title and rights</li> </ul>	<ul style="list-style-type: none"> <li>• Aboriginal people need to develop and provide programs and services to Aboriginal children and youth through self-government</li> </ul>
<p>11) NATIONAL ASSOCIATION OF FRIENDSHIP CENTRES</p> <ul style="list-style-type: none"> <li>• provides youth diversion programs, social work programs, recreation, food, and housing services</li> </ul>	<ul style="list-style-type: none"> <li>• increase economic development on reserves in order to reduce poverty</li> <li>• Aboriginal people need to establish control of programs and services to Aboriginal children through self-government</li> </ul>

CHAPTER 4  
PROVINCIAL POLICIES AND PROGRAMS FOCUSING  
ON PRIMARY SCHOOL AGED CHILDREN

This chapter summarizes interviews with individuals from various provincial government ministries and non-government organizations respecting programs and policies for primary school aged children. Various provincial government departments have reorganized since the interviews were conducted.

The interviews were conducted to determine if the programs and policies provided at the provincial level address the experiences of primary school aged children.

The chapter concludes with an analysis of the programs and policies identified, and the writer's recommendations for a crime prevention strategy focusing on primary school aged children. These recommendations, based on the interviews, are summarized in Table 4.

Provincial Government

1. Ministry of Aboriginal Affairs

(Interview with the Social Policy Coordinator, Ministry of Aboriginal Affairs)

The Ministry of Aboriginal Affairs does not provide any specific programs and services for children. However, the Social Policy Unit promotes

the provision of social programs and services for Aboriginal peoples.

The unit also works with other ministries to develop provincial government social policies, services, and programs for Aboriginal people. The unit seeks to increase Aboriginal involvement in the design, management, and delivery of social programs and services. The Social Policy Unit has worked in the past to have Aboriginal issues identified as a priority in ministries such as Education, Advanced Education, Health, Social Services and Housing, Labour and Consumer Services, and the Ministry of the Attorney General.

The Coordinator said that the Social Policy Unit through interministry committees has helped develop the Ministry of Health's Sexual Abuse Intervention Program and the Ministry of the Attorney General's three-year justice reform program. The Ministry of Aboriginal Affairs has also worked with the Ministry of Labour and Consumer Services Alcohol and Drug Programs Division to deliver the "Off Reserve Community Action and Awareness Program." The purpose of this program is to strengthen the ability of Aboriginal communities to prevent alcohol and drug abuse. The Coordinator said social planning is the key to social development.

The Social Policy Unit has focused on making sure government programs respond to Aboriginal needs. The Coordinator said the needs of Aboriginal children are not being met. Aboriginal communities suffer disproportionately from social ills such as poverty, poor health care, material deprivation, the breakdown of family ties, poor health care facilities, cultural

dislocation, isolation and remoteness, and a subsistence economy. Aboriginal people need to develop and control the institutions that provide programs for Aboriginal children.

## 2. The British Columbia Housing Management Commission

(Interview with a Coordinator, British Columbia Housing Management Commission)

The British Columbia Housing Management Commission helps provide affordable social housing for people who cannot find adequate shelter. Social housing in British Columbia is allocated, on the basis of need, to low and moderate income families, seniors, hard-to-house older singles, and disabled persons (British Columbia Housing Management Commission, 1989: 14).

The federal government through CMHC pays 50% to 75% of the cost of social housing, depending on housing type. The provincial government provides the balance of the subsidy through the British Columbia Housing Management Commission (British Columbia Housing Management Commission, 1989: 22). The Coordinator stated many British Columbians rent housing because their incomes are not high enough or stable enough to support a mortgage, even at low interest rates. Most individuals in these circumstances are lone persons or single parents, and become lifelong renters. Single mothers are especially unlikely to buy homes. Women head 85% of all single parent families, and 47% of these families live below the poverty line.

Families with children experience the most difficulty in finding rental housing they can afford. The Coordinator stated that in the past decade the private sector has built very little accommodation for this purpose. This has made families more dependent on secondary suites, rental houses, and investor-owned condominiums. The shortage of low-cost rental housing affects women most, particularly single parents and their children.

The provincial government has not provided the British Columbia Housing Management Commission with a mandate to provide specific programs and services for children. The Coordinator saw this as positive. It allows the various nonprofit housing programs to be creative in providing various services. Nevertheless, some projects do have daycare services, various recreational programs for children and youth, and after school programs. One such program in Victoria, called the Blanshard Court Project, has a community police station nearby. This has helped reduce vandalism by youth.

### 3. Ministry of Education

(Interview with a Program Coordinator, Ministry of Education)

The Ministry of Education is responsible for ensuring students enrolled in elementary and secondary schools have access to quality and cost effective education. British Columbia's 75 locally elected school boards administer the public education system. The boards operate under the guidelines of the School Act, regulations, and ministerial orders.

The Coordinator said students with severe behavioural problems comprise less than one percent of the school aged population. Such students exhibit a variety of long standing chronic deviant behaviours such as impulsiveness, aggressiveness, depression and withdrawal. A severely behavioural disordered child may present behaviour such as self-injury, destructiveness, crying, and feelings of inferiority. Their behaviour often affects not only their own education but also that of other students. Intervention programs for children with severe behaviour problems are individually designed to set up support and coordination between school and home.

A four-ministry agreement entitled the "Interministerial Protocols for the Provision of Support Services to Schools" aims to improve the delivery of support services to students. It delineates the responsibilities of the Ministries of Education, Health, Social Services, and the Attorney General in delivering education and support programs for students.

The Coordinator stated the Sullivan Royal Commission on Education clearly outlined the importance of addressing the mental, social, and emotional problems of students by the school system. It recognized the difficulty school personnel have in providing all of the necessary services required. Therefore, the report recommended the four ministries develop appropriate mandates to provide such services to children.

One protocol agreement assures the provision of services by the four

ministries for children and young people of school age with severe mental, behavioural and emotional disorders. Services are provided by making assessments and providing treatment for behavioural or learning difficulties in the school and with the family in dealing with such mental health concerns.

In addition, the protocol agreement provides family and child services through the Ministries of Education and Social Services. Support services target children or young persons having trouble at school for social or emotional reasons. Some have dropped out of school and require support to reintegrate into the school setting.

The Coordinator said the protocol agreement requires the Ministry of Education and the Attorney General to provide educational programs for children and youth in containment and attendance centres. These services include assessment services, accommodation for instruction, therapy, counseling and rehabilitation services, and adaptation to the standards of the public school system to meet the requirements of the residential environment or the special learning needs of the student.

The Coordinator stated the Sullivan Royal Commission on Education (March 1987 to July 1988) was established to reform the British Columbia school system and the methods used in teaching. The Commission clearly recognized the need for change in the British Columbia School system. The Commission's report, "A Legacy for Learners," contains 83 recommendations dealing with a wide range of topics. Two of these include

changes in areas of curriculum and assessments.

As a result of these recommendations the government introduced "The Year 2000: A Framework For Learning." It is a broad plan for a education philosophy. Its foundation is the belief that the purpose of learning is to "prepare young people to live productive, satisfying lives and to contribute to the continued well-being of society."

The Coordinator said that the current changes extend beyond the students and the school system. The success of the Year 2000 depends upon the participation and leadership of educators, parents, business, and the public in setting education targets and priorities. Stronger coordination and communication between the school system and these groups should result in greater accountability in the use of resources.

#### 4. Ministry of Social Services

(Interview with a Policy Analyst, Ministry of Social Services)

The Ministry of Social Services provides family and children's services in British Columbia to ensure the safety and well-being of children and to assist in the preservation of the family unit. The Family and Child Services Division provides a continuum of programs, from preventative programs (to support and maintain families) to adoption programs.

Family support services help families stay together and function as independently as possible. Child care services for children under the age of 19

(and their families) aim to assure the safety and well-being of all children. Residential services for children in care provide specialized parenting for children with behavioural, emotional, or physical problems, and for children whose own families are unable to care for them. Adoption services finds permanent homes for children whose families are unable to care for them or resume care for them.

The Family and Child Services Division has a statutory obligation to investigate all reports of suspected child abuse or neglect. The Division may apprehend children and bring before the court matters involving children whom it believes need protection.

In recent years a handful of Aboriginal child welfare programs have been set up in British Columbia. Each program represents a unique approach to providing services. However, the Ministry of Social Services administers most child welfare programs. The Analyst said Aboriginal children continue to be over represented in the child welfare system. There are two methods by which a child becomes a ward of the Province. The first is by a voluntary agreement with the parents. The second is through a court order. Of 2,673 children in care in 1992 as a result of voluntary agreements, 13.5% were Aboriginal. Of 3,393 children in care as a result of court orders, 51.6% were Aboriginal. Yet Aboriginal people make up less than 4% of the population in British Columbia.

The Analyst said there is a need to provide Aboriginal communities

with their own child welfare legislation. Current child welfare legislation must serve the needs of Aboriginal children and their families in a culturally appropriate way. Both Aboriginal and non-Aboriginal children often come from backgrounds of poverty, inadequate housing, inconsistent parenting, etc. the different cultural traditions of aboriginal children (and the ways these conflict with the dominant culture) need to be taken into account.

The Analyst stated a recent legislative review of the Family and Child Services Act has clearly recognized the need to shift the focus "from the symptoms of the problem to the underlying causes affecting children and their families." The legislative review panel recommended increases in all income support programs to levels that would provide for families' basic needs. The panel also recommended the government restore the Rentalman's Office to return fairness to the rental housing market. Many families living in poverty spend more than half their income on accommodation.

The review panel also recommended the provincial government provide communities with the ability to approach the government about concerns and needs in their communities. Communities should be able to develop family and child support services and enhance current services for youth. The Ministry of Social Services should take over responsibility for programs and institutions administered under the Young Offenders Act from the Ministry of Attorney General. An "adult corrections model" does not effectively meet the needs of youth.

The Analyst stated the review panel found the ministries of Health, Social Services, Attorney General, and Education need to cooperate more. They need to adopt a common philosophy and common values, develop a common service language, and set up compatible management and administrative structures to support the delivery of services from local and integrated centres.

The government has committed to implementing the recommendations of the review panel because they would save money in the long term by providing preventative services for children and their families.

#### 5. Child and Youth Secretariat

(Interview with the Director, Child and Youth Secretariat)

The Child and Youth Secretariat coordinates and implements interministerial policy for children and youth. Its responsibilities include coordination of programs and services, implementation of policy and programs, and the review of recommendations contained in the Ombudsman's "Report on Services to Children, Youth and Their Families: The Need for Integration."

The Director said the Inter-Ministry Children's Committees (IMCC's) were set up in 1979 to provide a coordinated response to child and youth case management issues at local, regional and provincial levels. The IMCC's have responded to issues as need and interest have dictated. The IMCC's have redefined their purpose over the years and in some areas have

ceased functioning.

In 1989 the Deputy Ministers' Committee on Social Policy (DMCSP) formed a task force on interministry children's issues. This task force recognized the need for local and regional committees to focus on services to children and youth. The task force saw these committees as essential for coordinated and integrated case management, service delivery, policy development, and planning between the agencies and Ministries delivering services to children and youth.

Therefore, the Child and Youth Secretariat was created to focus responsibility for coordination, integration, and implementation of interministry policies and programs for children and youth across British Columbia. The secretariat consists of assistant deputy ministers from the Ministries of Attorney General, Education, Health, and Social Services plus four senior staff seconded to work full time for the secretariat.

The Director said one of the Secretariat's major tasks is to revitalize and refocus local and regional committees (IMCC's) throughout the province. The Secretariat integrates the committees and identifies child and youth issues at the local and regional levels. The membership of local and regional IMCC's includes medical health officers, police, school board officials, municipal officials, and various social service agencies. The IMCC's are now called Child and Youth Committees (CYC's) to more accurately reflect their focus and recognize the non-Ministry participants.

The Director said the challenge the CYC's face is to work towards more effective interministry problem solving, case management strategies, and program development. Representatives of the CYC's must mobilize resources at the regional and local level in this manner.

## 6. Ministry of Health

(Interview with a Program Coordinator, Office of Health Promotions, Ministry of Health)

The mandate of the Ministry of Health is to maintain and improve the health of British Columbians. The ministry provides management and leadership in health care delivery.

The Coordinator said the ministry created the Office of Health Promotion in 1989. It acts as a resource to encourage the development of healthy communities through networking, legislation, policy coordination, and community support. The major initiatives have been funding communities through the Healthy Communities Initiative Fund and implementing the Healthy Schools Initiative.

The Healthy Communities Initiative began in September 1990. It supports communities in identifying their own health issues and taking the necessary action to promote health. This has involved communities acting on their own health issues and often finding new solutions that lie outside the formal health care system.

The Coordinator said health quality depends on safe and secure housing, steady and adequate income, and personally rewarding employment. In addition, interactions with family members, co-workers, and the community have important impacts on health. The essential principles of healthy communities include: new partnerships, community skills for problem solving, resident participation, new leaders, local government, planning, healthy public policy, and community pride.

In forging new partnerships, the healthy communities process has helped to bring new and different partners together. Partnerships established between the arts and business community are traditionally not associated with improving health. These partnerships get agencies that have worked in isolation to work collaboratively on issues identified by the community. The partners use community skills to solve problems: all parts of the community contribute to solutions.

Resident participation involves encouraging people to say what they want in their community. This means creating forums in which they can speak out. It also means providing access to more vulnerable residents in the community. According to the Coordinator, "Wide participation helps to put single issues into perspective and create a framework for community decision making."

New leadership arises from the community building process which is more likely to respect that process and support community interests. The

coordinator said the key to a healthy community is local government. Understanding what local government does for a community encourages residents to become involved. This helps the community to openly discuss the problems and work at developing solutions to its problems.

An example of a Healthy Communities Initiative in many British Columbian communities has been those services provided to youth. The Coordinator stated this has involved encouraging youth to take a larger role in community events, improving their leadership skills, including them on decision making committees, publicizing the contributions of youth through local media, and linking youth with adult mentors. These actions have reduced rates of vandalism, changed attitudes to youth throughout communities, and created positive partnerships between youth and other groups.

The Office of Health promotion launched the Healthy Schools Initiative in 1990. This initiative promotes the active involvement of school aged children and youth in learning and practicing skills for decision making in health. Through the Healthy Schools process students have developed strategies around issues such as: self esteem, healthy food choices, peer support, injury prevention, communication, environmental protection, physical activity, smoking and other drug use prevention, community pride, leadership, peer support, and conflict resolution. These programs have enabled teachers, school administrators, and parents to develop Healthy School policies

throughout B.C.

In communities throughout B.C., youth are becoming more actively involved in health promotion initiatives and decision making concerning their health. Both the Healthy Schools and the Healthy Communities programs have enabled young people to learn decision making, problem solving, and leadership skills necessary to enhance health.

The Health Promotions Branch has participated on cross-ministry committees such as the federal government's "Brighter Futures" initiative. This involved coordination with the provincial Child and Youth Secretariat, whose mandate is to improve the situations of children at risk through the local Child and Youth Committees. "Brighter Futures" also has a goal of working with Aboriginal communities to improve the health of those communities.

#### 7. Ministry of the Attorney General

(Interview with a Coordinator, Police Services Branch, Ministry of the Attorney General)

The Ministry of the Attorney General is responsible for the public safety and protection of all citizens. This includes protecting individual rights while maintaining citizen safety in the community.

The Coordinator said the Police Services Branch does not directly deliver programs for children and youth. However, the branch attempts to

involve itself in such programs because they are an essential part of crime prevention programming in British Columbia. It is also essential to provide programs and services that support the families of children and youth at risk.

The programs in which the branch participates are prescriptive programs such as Block Parents and community child safety programs. The branch currently provides programs and services through the Justice Institute of British Columbia. These include programs on how to deal with violent children, teenage alcohol and drug abuse, and training programs for children from dysfunctional families. The branch also has a strategy to deal with youth gangs (i.e., how gangs form) and race-related crime.

The coordinator said the Corrections Branch provides programs and services for youth in conflict with the law. These programs are for youth who are under the jurisdiction of the Young Offenders Act. Services for youth through family court committees attempt to deal with children through the use of therapeutic resources, peer resolution, and teen justice counsels.

The most effective way of providing therapeutic programs for children and youth is through communities. For example, almost every police department in the province has a crime prevention officer. Most police departments have a very broad scope in service delivery, from community policing to the provision of youth services. A crime prevention officer can help a community set up a project. However, one difficulty in delivering such projects is that they require interministerial coordination and cooperation to be

successful. The Coordinator said there has been a recognition among ministries about the need to work together in providing services for children and youth. Municipal governments have clearly recognized the need for an integrated approach. Various municipalities have established crime prevention councils or quality of life councils. These councils address key social development issues within a community, such as providing programs and services to children and youth. The communities that have established such programs and services have become effective in finding resources within the community. Using community crime prevention councils is an example of "crime prevention through social development." The Coordinator felt that crime prevention programs have traditionally used the "lock it or lose it" police-based approach. Those using crime prevention through social development deal with the "disease rather than the symptom." Crime prevention through social development requires police, social agencies, community groups, and governments at all levels to work together on broader issues that affect crime. These include problems such as unemployment, lack of education, lack of affordable housing, poverty, racism, etc. The Coordinator stated this approach is in its infancy in a handful of communities and has a long way to go.

The Attorney General's Ministry is establishing a Community Justice Branch that will work with communities on issues such as crime prevention through social development. The ministry recognizes that other ministries and various communities must get involved in crime prevention to

be effective with children and youth.

### Non-Government Organizations

#### 1. The Office of the Ombudsman

(Interview with the Deputy Ombudsman for Children and Youth, Office of the Ombudsman)

The Legislative Assembly appoints the Ombudsman. The main function of the Ombudsman is to investigate complaints from individuals who feel wronged by the process of the government. The Ombudsman can investigate matters raised by the public or by the Legislative Assembly and any of its committees, and can also initiate an investigation independently (Office of the Ombudsman, 1990: 12).

Complaints involving children and youth make up about one-third of the total complaints handled by the Ombudsman's Office. Approximately 18,000 children and youth receive special public services (from all ministries) away from their families in B.C. each year (Office of the Ombudsman, 1990: 12).

A special team within the Ombudsman's Office investigates complaints involving children and youth. In November 1990 the Ombudsman's office released Public Report No. 22, "Public Services to Children, Youth and Their Families in British Columbia: The Need for Integration." This report

followed extensive consultations between the Ombudsman's Office, key individuals representing consumer, community and professional concerns and interests, and the Deputy Ministers' and Assistant Deputy Ministers' Committees on Social Policy. The report identified the pressing need for integration of public services provided by at least 9 different provincial authorities to children, youth and their families in B.C. The report concluded that because of the complexity of these problems there was a need for the immediate attention of government and the close collaboration with local communities where services are best delivered (Office of the Ombudsman, 1990: 18).

The Deputy Ombudsman said Public Report No. 22 recognized that children, youth and families experience a variety of problems, such as living in a dysfunctional family, having problems in the school system, or having alcohol and drug problems. Therefore, there is a need to integrate services throughout the various ministries to deal with issues affecting children, youth, and families. The report recognized the need to provide preventative programs rather than waiting until a child or youth comes into contact with the various ministries due to the problems they may be experiencing.

Public Report No. 24, "Public Response to Request for Legislative Change to Family and Child Service Act," made recommendations that would introduce a legislative mandate to ensure the provision of preventative programs and services to children, youth, and families. Currently a legislative

mandate does not exist. Only principles or guidelines form the basis of public services for children, youth, and their families throughout British Columbia. The deputy suggested the Ministry of Social Services may be in the best position to provide preventative programs. Mental Health Services may best provide programs for Neonatal Alcohol Syndrome (NAS) and Fetal Alcohol Syndrome (FAS) babies.

The Deputy Ombudsman said providing programs and services to children and youth living on Aboriginal lands presented some difficulty. The problem arises as to whether the federal government or the Ministry of Social Services should be providing these programs and services.

Poverty is a consistent factor in the backgrounds of individuals in the criminal justice system. The Deputy Ombudsman stated children living in poverty often suffer most and get into trouble with the law as they get older. There is a push towards ensuring that prevention becomes a priority. On November 9, 1990, the chair of the Cabinet Committee on Social Policy and the Minister of Social Services announced the establishment of the Child and Youth Secretariat. The secretariat makes recommendations to the Cabinet Committee on Social Policy service provision, resource integration, and accountability.

The Deputy Ombudsman said the specific responsibilities of the Secretariat are:

- Setting up effective provincial coordination of programs and

services;

- Implementing interministerial policy, protocol and program

initiatives;

- Reviewing issues related to children and youth, including recommendations of the Ombudsman's Public Report No. 22;
- Enhancing government and community relationships;
- Improving case management practices;
- Developing a case management handbook;
- Reviewing written annual reports from local and regional Child and Youth Committees (CYC's).

The deputy said the future success of the Child and Youth Secretariat was important in assuring that the needs of children and youth throughout the province will be addressed.

## 2. The Society For Children And Youth Of British Columbia

(Interview with the Executive Director, Society For Children And Youth Of British Columbia)

In 1974 the Children's Aid Society and the B.C. Committee of the Canadian Council on Children and Youth amalgamated to form the Society for Children and Youth. The purpose of the Society is to advocate for the well-being of children and youth in B.C. The society's advocacy activities include:

- Researching issues that affect the lives of children and youth;

- Increasing public awareness of these issues;
- Preparing briefs directed toward government and other policy makers;
- Developing policy statements on key issues;
- Training and professional development;
- Developing and demonstrating new programs;
- Operating specialized resource centres;
- Producing videos;
- Publishing printed material.

Volunteers with the society come from a wide variety of fields including law, health, education, child development, social services, urban design and planning, recreation, and business.

The Executive Director said, "Children do not appear to be a priority in the province." Social services for children and youth are inadequate. Overworked and undertrained staff provide the services that exist. Proactive services are not available for children and youth. Schools shoulder too much responsibility for the social and emotional health of children. Teachers need more help to provide such support in the classroom.

The Executive Director indicated too many children live in poverty. Often the conditions of children living in rural communities are worse.

### 3. B.C. Council For The Family

(Interview with the Executive Director, B.C. Council for the Family)

The B.C. Council for the Family is a nonprofit society with a mandate to strengthen, encourage and support families through, education, research, and advocacy. The Council recognizes and supports the broad diversity of B.C. families encompassing the spectrum of family forms, size, culture, ethnicity, belief systems, and social classes.

The Council recognizes the potential for communities to create a supportive environment for healthy families. It encourages community based initiatives that are culturally and socially applicable to all families throughout B.C. The Executive Director said many families need support services at various points in their lives. Often, all they need is a supportive environment to function effectively. Most intervention methods have focused on intervening and supporting families after difficulties arise. However, the Executive Director stated there has not been enough attention paid to the role the community plays in creating positive and supportive environments for the development of healthy families. The Executive Director said communities that create healthy environments for families often decrease the need for intervention services.

The Council is a member of the B.C. Coalition for Safer Communities. Four or five years ago, had someone asked if the Council was involved in crime prevention, the Executive Director would have said no. However, after becoming more familiar with the Coalition, the Executive

Director recognized that many of the Council's activities do involve crime prevention. For example, the Council advocates for services to families and children in their early years to avoid future problems. Two such programs the Council helps to coordinate throughout the province are the "Nobody's Perfect" Program and the "Ready or Not" Program. "Nobody's Perfect" helps single isolated parents with small children and poor parenting skills. "Ready or Not" originally helped parents with 8- to 12-year-old children having alcohol and drug problems. However, the program has been modified to improve parenting skills.

The Executive Director said crime prevention literature has identified various factors related to criminality, including poverty, poor parenting skills, and parents with a history of criminality. The Council's programs do address some of these factors. In addition, the Executive Director stated, "The family has everything to do with developing capable, competent children and youth."

Schools are institutions in which the delivery of such programs can take place. However, support services are required for teachers in the implementation of programs and services. The Executive Director said there needs to be more emphasis and money directed to preventative programs. Politicians and bureaucrats need to look at the long-term benefits, since "this is an investment that we cannot afford not to make." The provincial government must commit to promote such programs.

#### 4. The Social Planning and Research Council of British Columbia

(Interview with a Researcher, Social Planning and Research Council of British Columbia)

The Social Planning and Research Council of British Columbia is a nonprofit society that promotes the social, economic, and environmental well-being of communities. The Council conducts research and provides public information and education to help citizens develop their communities. It is a nonpartisan organization with members and directors from all regions of British Columbia.

The Researcher stated the Council takes a broad approach by looking at the community as a whole. Currently the Council is working with Campaign 2000, a network of social planning groups and national partners, such as the YMCA/YWCA, the Child Welfare League, family service organizations, and child poverty action groups. Campaign 2000 represents child poverty action groups across Canada because poverty is an adult and family issue that affects children.

Providing programs and services to children means supporting communities and building their capacity to deal with child and youth issues. This involves citizens participating actively within the community to bring

about change. The Researcher stated such participation requires communities to invest in social development. Social development only comes with economic development and "without the social infrastructure in place, individuals, families and communities cannot realize their full potential."

Social planning has been an organized activity in communities across B.C. for 30 years. More than 15 municipalities in B.C. now employ social planners. The Researcher said the Council views social planning as a "local, democratic system of planning and taking action toward community needs in social, economic and environmental affairs." Social planning has dealt with such issues as child care, affordable housing, access for people with disabilities, job creation and training, neighbourhood organizing, and needs assessments. Progress is slow because various municipal organizations and provincial ministries need to form partnerships. It will be possible to provide programs and services to children, youth and families by having municipal government become more responsive to social issues within communities.

##### 5. The British Columbia Coalition For Safer Communities

(Interview with the Director, British Columbia Coalition For Safer Communities)

The B.C. Coalition for Safer Communities is a provincially and federally funded organization formed as a result of a conference held in 1990 entitled "Building Safer Communities: An Integrated Approach." The

conference looked at many areas not usually associated with crime prevention:

- Effects of early investment in children;
- Value of community based policing;
- Strategies for developing crime prevention programs in Aboriginal communities;
- Need for effective race relations initiatives;
- Role of municipalities in providing leadership in community-building and safety.

The Director said the Coalition recognized that the traditional approaches of dealing with crime using "cops, courts, and corrections" was not enough. To "effectively deal with crime it is necessary to address the root causes of crime." Most young offenders are young males from disadvantaged backgrounds. They have experienced inconsistent or uncaring parenting, poverty, problems in school, and negative experiences from both family and friends.

A few chronic offenders are responsible for a large proportion of crimes. The Director said in some disadvantaged areas, 7% of boys may account for more than 50% of the offenses. To prevent these chronic offenders from engaging in crime, the Director said social development programs must target these individuals during their developmental years. The programs must alter their social environments and their personal behaviour. The Director suggested the benefits of preventative programs are enormous, considering the

social costs of incarcerating offenders and the damage done to crime victims.

Crime prevention strategies such as Block Parents and Neighbourhood Watch have increased protection by reducing opportunities for crime and making crime targets harder to hit. However, the Director said many of the factors that make communities safe go beyond "the jurisdiction of law, courts, corrections and provincial and federal governments." It is also necessary to share the responsibility of crime prevention with the police, the public, municipal leaders, community organizations, corporate interests, and private citizens. By taking such an approach, the Director said, "You focus on the underlying causes of crime and not just the crime itself," and this approach is called "crime prevention through social development."

The Director suggested crime prevention through social development requires communities to address the "root causes of crime," which include issues such as poverty, inconsistent parenting, inadequate schooling, inadequate housing, family violence, and alcohol and drug abuse. The Director said that the safer communities approach requires a community to "... pool their resources, concerns and areas of expertise to establish a coordinated partnership so that crime prevention activities are targeted to that community's specific problems."

Therefore, the "safer communities" approach requires government officials, police officers, businesses, community groups, and private citizens to take an active role. At the municipal level elected officials need to take

responsibility for encouraging and supporting public involvement in "safer communities" initiatives. At the federal and provincial levels, elected officials must support and finance locally-controlled crime prevention programs.

### Summary

Representatives of the various government and non-government organizations whose views are summarized in this chapter recognized the importance of providing programs and services to children and youth. Many factors were identified as affecting children and youth that may result in delinquency. These included poverty, inadequate housing, inconsistent and uncaring parenting, poor parenting skills, dysfunctional families, parental criminality, family violence, poor school performance, behavioral, emotional and social problems among children, and alcohol and drug abuse.

Representatives of Aboriginal organizations suggest that Aboriginal children suffer disproportionately from the factors identified as affecting children and youth. Since the needs of Aboriginal children are not being met, it was suggested that Aboriginal people need to develop and control the institutions that provide programs and services for Aboriginal children.

The inability of traditional approaches involving the police, courts and corrections to prevent crime was recognized by many interviewees. The

police-based "lock it or lose it" approach was seen as being ineffective. There was a need expressed to address the "root causes of crime," which include issues such as poverty, inconsistent parenting, inadequate schooling, inadequate housing, family violence, and alcohol and drug abuse.

The provision of long term preventative services to children, youth and families was viewed as being the most effective strategy. However, to be effective, preventative strategies would require the creation of partnerships that would bring new and different communities together, possibly involving the business community, government bodies at all three levels, and non-government organizations. Such partnerships would allow agencies that have worked in isolation to work collaboratively.

The impetus in providing preventative strategies to children, youth and families would need to come from communities and would require their full participation. More attention needs to be paid to the role communities play in creating positive, supportive and healthy environments for children, youth and families. To this end, it was recognized that the provincial government needs to provide communities with the avenues of approach to government about concerns and needs of the communities.

Interviewees voiced support for the crime prevention through social development for safer communities approach. However the crime prevention through social development approach was viewed as being the most effective way of establishing a crime prevention strategy focusing on children. This

view was expressed by representatives of the following organizations: B.C. Council for the Family, Social Planning and Research Council of British Columbia, Ministry of the Attorney General, and the British Columbia Coalition for Safer Communities.

The B.C. Council for the Family's support for crime prevention through social development arose through the awareness that most intervention methods focus on supporting children, youth and families after difficulties arise. The Council recognizes that there is a need to create positive and supportive communities prior to such problems arising.

The Council views many of its activities as being involved in crime prevention through social development. Two such activities include the "Nobody's Perfect Program" and the "Ready or Not Program." The former involves helping single isolated parents develop parenting skills, while the latter helps 8- to 12-year-old children and parents who have alcohol and drug problems. The Council indicated that politicians and bureaucrats need to look at the long term benefits of such programs, since it is "an investment that we cannot afford not to make."

The Social Planning and Research Council of British Columbia has supported social and economic development within communities for many years. The Council views providing programs and services to children and youth as another means of supporting communities. It builds their capacity to deal with child and youth issues. However, municipal governments need to

become more responsive to social issues within their communities.

In addition to supporting community policing and crime prevention officers within police departments, the Ministry of the Attorney General recognized the importance of crime prevention through social development, and supports community crime prevention councils or quality of life councils in their use of local resources to address the broader issues that affect crime.

Crime prevention through social development requires police, social agencies, community groups, and governments at all levels to work together to deal with issues that underlie crime, such as poverty, inadequate housing, educational problems, and unemployment. The Ministry of the Attorney General recognized that communities need to establish crime prevention strategies that utilize the approach of crime prevention through social development in their efforts to prevent crime.

The British Columbia Coalition for Safer Communities recognizes that many of the factors that make communities safe go beyond the traditional approaches to crime prevention and the jurisdictions of provincial and federal governments. By adopting crime prevention through social development policies and strategies, it is possible to share the responsibility of crime prevention with the police, the public, municipal leaders, community organizations, corporate interests, and private citizens. The Coalition indicates that this approach allows communities to focus on the "underlying causes of crime and not the crime itself" by using a coordinated and integrated

approach to establish crime prevention strategies for a community's specific problems.

As discussed in this chapter, crime prevention through social development stresses the need for community crime prevention strategies to address primary school age experiences that underlie crime. This approach recognizes the need for all sectors of the community to be involved.

Table 4 summarizes the programs and services available at the provincial level, and the writer's recommendations for action based on these interviews. Further analysis of these recommendations relating to their relevancy to a crime prevention strategy for primary school aged children is provided in Chapter 6.

TABLE 4

## Recommendations at the Provincial Level

ACTUAL POLICIES AND PROGRAMS PROVIDED FOR CHILDREN	RECOMMENDED ACTION
<p>1) MINISTRY OF ABORIGINAL AFFAIRS</p> <ul style="list-style-type: none"> <li>• promotes the provision of programs and services for Aboriginal people</li> <li>• supports increased Aboriginal involvement in the design and delivery of social programs and services</li> </ul>	<ul style="list-style-type: none"> <li>• support the establishment of preventative programs and services for children</li> <li>• support Aboriginal control in the development and control of programs and services for Aboriginal children</li> </ul>
<p>2) THE BRITISH COLUMBIA HOUSING MANAGEMENT COMMISSION</p> <ul style="list-style-type: none"> <li>• provides affordable social housing for families with children that cannot find adequate affordable shelter</li> <li>• some social housing projects have daycare services, recreational programs for children and after school programs</li> </ul>	<ul style="list-style-type: none"> <li>• need to provide more programs and services to children living in social housing projects</li> <li>• provide more social housing projects to families with children where rental accommodation is scarce and rents are rising</li> </ul>
<p>3) MINISTRY OF EDUCATION AND MINISTRY RESPONSIBLE FOR MULTICULTURALISM AND HUMAN RIGHTS</p> <ul style="list-style-type: none"> <li>• responsible for ensuring that students enrolled in elementary and secondary schools have quality education</li> <li>• provides programs at school and home for children with severe behavioural problems</li> <li>• utilizes interministerial protocols in the provision of</li> <li>• introduced Year 2000: A Framework for Learning policy into the public school system</li> </ul>	<ul style="list-style-type: none"> <li>• support coordination and cooperation between ministries in the provision of programs and service to children</li> <li>• support the participation of educators, parents, business, and the public in establishing priorities</li> </ul>
<p>4) MINISTRY OF SOCIAL SERVICES</p> <ul style="list-style-type: none"> <li>• provides services for families and children for the safety and wellbeing of children</li> <li>• provides preventative programs for families and children</li> <li>• investigates reports of suspected child abuse and neglect</li> </ul>	
<p>5) CHILD AND YOUTH SECRETARIAT</p> <ul style="list-style-type: none"> <li>• responsible for coordination, integration and implementation of interministry policies and programs for children and youth across British Columbia</li> </ul>	<ul style="list-style-type: none"> <li>• support local and regional coordinated and integrated case management, service delivery, policy development and planning between the agencies and ministries providing services to children and youth</li> </ul>

ACTUAL POLICIES AND PROGRAMS PROVIDED FOR CHILDREN	RECOMMENDED ACTION
<p>6) MINISTRY OF HEALTH - HEALTH PROMOTIONS BRANCH</p> <ul style="list-style-type: none"> <li>• encourages the development of healthy communities through networking, legislation, policy coordination and community support</li> <li>• supports a healthy communities initiative involving youth</li> <li>• supports a healthy schools initiative involving children and youth</li> </ul>	<ul style="list-style-type: none"> <li>• encourage healthy communities through new partnerships, community involvement in problem solving, resident participation, new leaders, municipal government involvement and planning, healthy public policy, community pride, private sector involvement and youth involvement</li> <li>• support healthy school initiatives which involve participation by children and youth</li> </ul>
<p>7) MINISTRY OF ATTORNEY GENERAL</p> <ul style="list-style-type: none"> <li>• is indirectly involved in the provision of child and youth programs through crime prevention programs such as Block Parents and community child safety programs</li> <li>• police crime prevention officers work with communities to implement crime prevention projects</li> </ul>	<ul style="list-style-type: none"> <li>• support the provision of preventative programs and services for children, youth and families</li> <li>• need cooperation and coordination between provincial government ministries and municipal governments</li> <li>• support the establishment of local crime prevention councils in the provision of programs and services to children, youth and families</li> <li>• support crime prevention through social development approach involving various community organizations in addressing the broader issues that affect crime</li> </ul>
<p>8) THE OFFICE OF THE OMBUDSMAN</p> <ul style="list-style-type: none"> <li>• investigates complaints from children and youth who receive public services</li> <li>• completed a report on the need to integrate public services for children, youth and families</li> <li>• promotes the development of a future Children and Youth Secretariat</li> </ul>	<ul style="list-style-type: none"> <li>• need to integrate programs and services provided by provincial ministries to children, youth and families</li> <li>• need to provide preventative programs to children, youth and families</li> <li>• work in collaboration with communities to determine where services are best delivered</li> <li>• introduce a legislative mandate to ensure that preventative programs and services are provided to children, youth and families</li> </ul>
<p>9) SOCIETY FOR CHILDREN AND YOUTH OF BRITISH COLUMBIA</p> <ul style="list-style-type: none"> <li>• advocates for policies and programs that affect the wellbeing of children</li> <li>• conducts research, prepares briefs towards government and policy makers, involved in training and professional development and developing new programs</li> </ul>	<ul style="list-style-type: none"> <li>• governments need to provide more programs and services for children</li> <li>• the issue of child poverty needs to be addressed</li> </ul>

ACTUAL POLICIES AND PROGRAMS PROVIDED FOR CHILDREN	RECOMMENDED ACTION
<p>10) B.C. COUNCIL FOR THE FAMILY</p> <ul style="list-style-type: none"> <li>• strengthens, encourages and supports families through education, research and advocacy</li> <li>• addresses issues affecting the broad diversity of families in British Columbia</li> <li>• advocates for preventative services to families with young children</li> </ul>	<ul style="list-style-type: none"> <li>• support community involvement in the development of healthy families</li> <li>• more funding needs to be provided for preventative programs</li> <li>• need to lobby politicians and bureaucrats to look at the long-term benefits of preventative programs</li> <li>• need a commitment from provincial governments to promote such programs</li> <li>• require community-based initiatives which are culturally and socially relevant to families and children</li> </ul>
<p>11) THE SOCIAL PLANNING AND RESEARCH COUNCIL OF BRITISH COLUMBIA</p> <ul style="list-style-type: none"> <li>• promotes social, economic, and environmental wellbeing of communities</li> <li>• provides research, planning, public information and education in the development of communities</li> <li>• supports actions to eliminate child poverty</li> <li>• provides support for child care initiatives and preventative services for youth</li> </ul>	<ul style="list-style-type: none"> <li>• support communities to improve their ability to address issues affecting children and youth</li> <li>• encourage communities to invest in social development</li> <li>• encourage coordination and cooperation between municipal organizations and provincial ministries</li> <li>• support municipal government to become involved in community issues and the delivery of programs and services to children, youth and families</li> </ul>
<p>12) THE BRITISH COLUMBIA COALITION FOR SAFER COMMUNITIES</p> <ul style="list-style-type: none"> <li>• provides support and information to the provincial and municipal governments regarding crime prevention, community safety, and social development within communities</li> </ul>	<ul style="list-style-type: none"> <li>• elected municipal officials need to take responsibility for encouraging and supporting public involvement in safer communities</li> <li>• federal and provincially elected officials must be prepared to support and fund community crime prevention programs</li> <li>• support and encourage the sharing of the responsibility for crime prevention with the police, the public, municipal leaders, community organizations, corporate interests and private citizens</li> <li>• support crime prevention through social development initiatives</li> </ul>

CHAPTER 5  
MUNICIPAL POLICIES AND PROGRAMS IN NANAIMO FOCUSING  
ON PRIMARY SCHOOL AGED CHILDREN

Nanaimo, a small city on the east coast of Vancouver Island, began as a trading post and fort. Later it developed as a coal mining town. Historically, primary industries such as mining, forestry, and fishing formed Nanaimo's economic base. However, the city's central Vancouver Island location and commercial growth has made it a major shopping, service, and transportation centre for other parts of Vancouver Island (Jennissen, 1989:3-4).

About 85,000 people live within the Nanaimo Regional District. Besides its role as a service and retail centre, Nanaimo is a regional centre for provincial and federal government offices. In addition, there are approximately 300 community services in Nanaimo, ranging from private agencies to self-help/mutual aid groups and service clubs (Jennissen, 1989: 5).

This chapter summarizes interviews with representatives from various government and non-government organizations providing programs and services for primary school aged children within the Regional District of Nanaimo. Since these interviews were conducted, there has been a reorganization of the various government branches.

Interviews were conducted to determine if the programs and policies provided at the municipal level address delinquency factors and predisposers

present during the primary school age years.

The chapter concludes with an analysis of the policies and programs identified. Recommendations based on the interviews are summarized in Table 5.

## Provincial Government

### 1. Ministry of Social Services

(Interview with an Area Manager, Ministry of Social Services)

The Ministry of Social Services provides protective and preventative services to children and their families. The Area Manager stated 160 children came into the care of the Ministry in Nanaimo in 1989. There are about 4 adoptions per month. The numbers have declined in proportion to the increasing population. Factors that may be responsible for this are new family initiative programs and a more cooperative arrangement between the private sector and government services.

Prevention is not in the mandate of the Ministry. However, the Area Manager said they contract out the following preventative programs:

- Family Advancement Program
- Teen Learning Centre
- Family Place
- Nobody's Perfect.

These programs work with families to resolve problems, and with parents who

may be at risk of developing problems.

## 2. Nanaimo School District #68 Special Education Services

(Interview with the Program Administrator, Nanaimo School District Special Education Services)

The Nanaimo School District Special Education Services mandate is to provide support services to children who are extraordinary and have exceptional needs. Such children have behavioural, social or emotional difficulties, intellectual difficulties, physical or mental disabilities, visual impairment, or speech and language difficulties. Also included are children involved in "English as a Second Language" and First Nations education.

The Administrator said Special Education Services provides programs and support to all students in the school district who need help. Special Education Services does not provide special schools for children and youth. Instead, they integrate the children into the regular classroom. However, they may provide a special class with specially trained teachers and teaching assistants for children who are severely disturbed. The goal is to reintegrate such children back into the regular school.

The Administrator said they have about 40 staff, including psychologists who make assessments and counselors who back up those assessments with school programs. Other specialists are speech pathologists, vision impaired teachers, and special teachers who work with physically and

mentally handicapped students.

The Administrator felt the government requires schools in British Columbia to do more and more each year. In the 1950's and 1960's, the role of the school was strictly educational. Teachers taught students facts and literacy. Today the schools must provide lunch programs, poverty programs, human development, sexual development, life skills, driver training, social skills, and many other programs.

In the past 5 to 10 years, the school system has done a good job identifying those children at risk who have extraordinary needs. The school is the primary source of information for the Ministry of Social Services, the RCMP, and the Ministry of the Attorney General when a child has suffered abuse, neglect, or is at risk in the school. It is the school's mandate to report to these agencies in such circumstances.

The Administrator said teachers can easily spot children between 5 and 12 who are experiencing difficulties, because elementary classrooms average about 25 students. The problem lies in the availability of services. There are no programs available for physically and sexually abused children. The Mental Health Centre has one psychologist for 15,000 students. School psychologists provide the basic coverage but cannot render the necessary services for a child exhibiting severe emotional or behavioural problems.

Lay counseling is usually not adequate for the problems these children may be experiencing. The administrator said nothing is available for

these children until they reach the age of 12. Then they fall under the jurisdiction of the Young Offenders Act, so the Ministry of the Attorney General can provide psychiatric assessment and mental health services.

The Administrator said the Interministerial Child and Youth Committee provides a good structure. Still, it can only offer lay counseling for children and youth unless they are displaying suicidal behaviour (in which case the services of the Mental Health Centre are available).

Coordination exists in providing recreational services to children within the community. However, there are no programs or services for child victims or children manifesting chronic behaviours that may lead to delinquency. This group of children and youth needs more services. A youth treatment facility is essential since youth often have to leave the community to receive psychiatric services. Also, the city needs leadership to promote the provision of such services.

### 3. Nanaimo Mental Health Centre

(Interview with a Child and Youth Psychologist, Nanaimo Mental Health Centre)

The Nanaimo Mental Health Centre provides services for children and youth, adults, and the elderly. The clientele are seriously ill and facing a crisis or are in an acute phase of their illness.

The centre sees very few children under the age of 12. Most of the

youth referred are there as a result of being in conflict with the law (under the power of the Young Offenders Act). The psychologist said poor parenting, parental criminality, broken homes, physical or sexual abuse, and severe learning problems resulting from abuse are some factors that may get a youth referred to the centre.

There has been a change in the focus of the centre from direct service delivery to include community planning and development. It is essential to provide parenting courses and programs within schools for hard-to-reach children. More coordination among the schools and the various organizations that provide services to children is necessary to prevent problem behaviour among children.

#### 4. Nanaimo Child and Youth Committee

(Interview with the Chairperson, Nanaimo Child and Youth Committee)

The Nanaimo Child and Youth Committee (CYC) came about as a result of the Child and Youth Secretariat. The Chairperson said the Nanaimo CYC provides case planning functions within the community. It works in partnership with other ministries and community agencies in policy planning and program development. The mandate of the CYC reflects the need to provide high level case management for children and youth at risk. This has resulted in the need for partnership and planning in the community, incorporating community-based agencies, nonprofit agencies, and for-profit

organizations in the provision of programs and services.

The Chairperson said, "Individual case management for a child is prescriptive in nature." Program planning with the community takes on a preventative role. Recently the Planned Parenting Association approached the CYC for a letter of support for their request for funding of a pregnancy advisory counselor.

In the future the CYC will play an active role in advocating for services in the community. The Ministry of Social Services funds counseling and child care services through the CYC. Services not currently accessible in the community are available through a joint funding arrangement with various other agencies. The Chairperson said there are also plans to involve mental health and social services in providing child care workers for quick and planned responses to children needing interagency and interministerial services.

The Chairperson said funding is not the most serious problem. Rather, services and programs need better integration. The community also requires a treatment facility and a safe home for children and youth. The Ministry of Social Services has found that it is difficult to care for these children. Their behaviour is so difficult that the Nanaimo Hospital does not treat them. The Chairperson said more preventative programs are necessary for families beginning to experience problems "since families often don't receive services when they would be most effective but rather receive them once a

crisis situation develops." The chairperson stated that "Healthy Communities," the Social Planning Task Force and the "Imagine Nanaimo" project are positive steps taken by the city to improve conditions for its citizens (including children).

### Nongovernment Organizations

#### 1. Nanaimo Affordable Housing Society

(Interview with the President, The Nanaimo Affordable Housing Society)

The President stated the Society consists of a group of citizens concerned about the housing crisis in Nanaimo. The society's principal aim is to ensure affordable rental housing is available in Nanaimo (rent not exceeding 30% of family gross income). The society also tries to secure adequate maintenance of existing rental housing and fair treatment for tenants and landlords.

The President said a shortage of rental accommodation and increases in rent mostly affect people with low incomes (particularly families with children) and people on fixed incomes. An increase in rent means a larger percentage of income gets spent on housing, leaving less for food, clothing, and other necessities.

In Nanaimo the largest group of tenants are one person households. This group represents 41% of the renters and includes people of all ages and income levels. The next largest group is couples without children, who make

up 18% of renters. About 16% of Nanaimo renters are single parents with one or more children, while 17% are couples with children. This means that 33% of the rental households in Nanaimo consist of families requiring accommodation suitable for children.

Currently in Nanaimo there is a shortage of housing units for families. The President said there are 9 low income housing projects in Nanaimo, including 6 in the south end (in the Harewood area). Locating all the housing projects in this part of the city has ghettoized the area. There is a need to spread such housing throughout the city. Factors deterring this include the cost of building elsewhere, and lack of city land, accessibility to services, and availability of transportation. However, City Council has committed to having a mix in the development of housing units throughout the city.

In 1990 the city established the Social Planning Task Force and the Affordable Housing Subcommittee. This move recognized that housing is a serious concern of the municipal council. "Imagine Nanaimo" has stressed the importance of ensuring that all residents have the ability to live anywhere in the city.

## 2. Nanaimo Child Poverty Action Coalition

(Interview with the Coordinator, Nanaimo Child Poverty Action Coalition)

The coalition formed in the fall of 1988 when 15 single parents came

together to discuss the provincial government's decision to cut \$50.00 per month from welfare cheques of single parents. They wrote letters to local and provincial newspapers and to the premier about the added financial burden families would experience.

As a result, community members, elected officials and single parents formed an advisory committee. This committee became the Nanaimo Child Poverty Action Coalition. The Coordinator said the 1986 census showed that in the Nanaimo Regional District, 17% of all families and 40% of single individuals are low income. Women head most of these families. Not only do the women suffer from poverty, but so do their children.

About 3,000 children come from families that depend on welfare. Many more children come from families that receive minimum wages or depend on unemployment insurance benefits.

In 1989 a community forum raised public awareness on the issue of child poverty in Nanaimo. The main areas of need identified were:

- Counseling for children;
- Affordable, nonprofit, good quality day care;
- School lunch program;
- Agency to refer families to appropriate existing services;
- Need for educational workshops on individual's rights under the GAIN Act (Welfare) and landlord and tenant disputes;
- Groups to raise awareness in the community about the effects of

child poverty on children;

- Improvement in community transportation services.

The Coordinator said there is a need for the community to notice the detrimental effects poverty has upon children. Most families who live in poverty are ghettoized in the south end of the city where few recreational services for children and youth exist. The Coordinator said "Imagine Nanaimo" would help improve conditions for those children who in the future might have a life of poverty.

### 3. Tillicum Haus Native Friendship Centre

(Interview with the Director, Tillicum Haus Native Friendship Centre)

Roughly 3,000 Aboriginals live on 4 reserves in the Nanaimo area (600 are Nanaimo Band members). Another 2,400 to 3,000 off-reserve Aboriginals live in Nanaimo. The on- and off-reserve Aboriginal people represent 21 languages and 17 different tribal groupings.

The Director said programs and services for Aboriginal people on reserve have expanded significantly since 1985. There are now Aboriginal alcohol and drug counselors, two band social workers, and other community social service providers.

However, most Aboriginals in the Nanaimo area do not have jobs and receive income assistance. About 70% of the on-reserve population receives income assistance. A major component is the late teen age group who lack education and training, so are unable to find work.

The Tillicum Haus Native Friendship Centre provides services mainly to the urban off-reserve Aboriginal population. It is part of a national network of 108 friendship centres. The Centre's mandate is to improve the quality of life for aboriginal people living in the urban environment.

The Director said the Centre uses a holistic approach in delivering programs and services to children and their families. Tillicum Haus provides direct and referral services through social, recreational, cultural, health, educational, and legal programs. The Centre has ties with Malaspina College,

School District #68, and the Central Vancouver Island Health Unit. The Centre also works with the Ministry of Social Services, the Solicitor General, and The B.C. Association of Native Court Workers. Some programs the Centre offers are: cultural and recreational programs, Building Better Babies Program, Aboriginal teacher aides, and alcohol and drug counseling. Recreational activities for children include summer day camps, cultural camps, after school cultural programs, Aboriginal awareness exhibits at the museum, and youth sports teams.

The Building Better Babies Program, developed in cooperation with Central Vancouver Island Health Unit, is a pregnancy outreach program. It provides prenatal and postnatal counseling to expectant families. Aboriginal health aides provide families with counseling and basics such as milk, orange juice, vitamin supplements and infant clothing.

Aboriginal teacher aides help teachers in working with Aboriginal children. The Director said introducing Aboriginal teacher aides has decreased student drop-out rates at the secondary school level. In 1981, 80 to 90% of Aboriginal students dropped out of school by the time they reached the secondary system. Now the rate is 10 to 20%.

The Director said alcohol abuse continues to be a major problem for Aboriginals, on and off reserve. The Centre provides alcohol and drug counseling for families, individuals and youths. There are workshops for youth on alcohol and drugs, self esteem, AIDS awareness, and Aboriginal culture.

Many of the socioeconomic problems Aboriginal people have struggled with in the past are still prevalent, such as high unemployment, poverty and alcoholism. Aboriginal-directed service delivery is helping to address these problems. The Director supported the provision of services to children and youth. However, it is also necessary to support the families and environments these children come from. The Centre needs to provide family support programs that address the issue of family violence and sexual abuse.

#### 4. The Nanaimo Boys and Girls Club

(Interview with the Program Coordinator, Nanaimo Boys and Girls Club)

The Nanaimo Boys and Girls Club is a nonprofit organization providing social and recreational services to children and youth aged 6 to 17. Most live in the south end of the city and come from socially and economically disadvantaged backgrounds.

Each season the Boys and Girls Club offers 23 programs, many in school gymnasiums or other community centres. There are about 850 participants of whom 250 are "regulars." The programs are available at both individual and group levels, providing individual coaching and skill development in the areas of self esteem and cooperation. The Coordinator said the three programs experiencing the most rapid expansion are the after school program, the youth alternative program, and the teen program. The youth alternative program, besides providing activities, has also successfully

addressed personal and behavioural issues.

The Coordinator said the Club interacts with various organizations in the community. However, the extent of their preventative programs is not well known. Many agencies and organizations dealing with youth are available when a crisis occurs. The Club encourages parental involvement in programs and services. The Club plans to offer daycare services in the future.

The Coordinator felt there is a need for more programs and services for children and youth. As well, the south end of Nanaimo could use a recreational facility.

#### 5 Nanaimo Family Life Association

(Interview with the Director, Nanaimo Family Life Association)

The Nanaimo Family Life Association is a nonprofit society that has offered counseling services since 1967. It provides counseling and support services to individuals, families, and groups seeking help with personal, emotional, social, and relationship problems. The organization also offers contract services funded by the Ministry of Social Services and the Ministry of Health:

1. Special Services To Children helps parents having personal problems, child protection concerns, and behavioural problems with their children. One facet of the program involves family care workers helping families on a short term basis with counseling and

support.

2. The Community Liaison Program supports families in which either the parent or child has a diagnosed psychiatric disorder or severe behavioural problems.
3. The School Liaison Program at the elementary school level provides services to children with severe behavioural problems. Child care workers help teachers and teacher's aides in special classes with the children. Once their behaviour improves, the children go back into the regular classroom. At the high school level, students go into an alternate school program. Child care workers focus on life skills, preparing the youths for life after they leave the school system.
4. The Family Place Program is a resource and preschool centre providing parents with information and support on parenting, nutrition, behaviour management, and child development. The focus is on prevention. The program helps first-time parents experiencing isolation and frustration in caring for their children.
5. The Nobody's Perfect Program teaches parenting skills to parents who are young or lack knowledge in the basics of parenting. Parents must be on Ministry of Social Services assistance to be eligible for this program.
6. The Teen Learning Centre is a daycare service for parenting and pregnant teens completing their high school education. The

program has facilities for toddlers and infants and allows parents to visit their children during breaks. Also, there is a life skills and support group for the teen mothers.

7. The Family Advancement Program renders short-term counseling to single parents having difficulty parenting.

The Director said there are not enough programs and services for children and youth who are victims of physical or sexual abuse. The community also requires a youth treatment centre for youth with severe psychiatric and behavioural problems. This is essential for provision of assessment services. The Director said the community also needs more preventative programs (such as Teen Learning Centre, Family Place, and Nobody's Perfect) instead of "mopping up with counseling programs after the fact."

#### 6. Nanaimo Youth Services Association

(Interview with the Coordinator, Nanaimo Youth Services Association)

Youth who use the services of the Nanaimo Youth Services Association are often known to various social service agencies such as child protection services (Ministry of Social Services) or under the Young Offenders Act (Attorney General). The Association has life skills training and job readiness programs (Work Orientated Workshops) designed to improve self esteem and promote individual potential. The federal government funds these

programs.

The Coordinator of the Nanaimo Youth Services Association echoed several areas of service needs raised by the Director of the Family Life Association:

- Family education programs for marginally functioning families;
- Adequate counseling for children and youth who have been victims of physical and sexual abuse;
- Psychiatric services for children and youth with severe behavioural or psychiatric problems.
- Government agencies and non-government organizations providing services to children and youth need to coordinate their activities better.

Federal Government Presence: Royal Canadian Mounted Police

(Interview with the Nanaimo RCMP Crime Prevention Officer)

The Nanaimo RCMP detachment has moved towards more specialized crews, such as the street crew section and the street drug connection. One of the more significant changes in the area of policing has been the implementation of two community based police stations. One is at the north end of the city in the Woodgrove Shopping Centre and the other is at the south end on the Nanaimo Band Indian Reserve. The Officer said both stations have volunteers that staff the office and one police officer present

during the day. The stations have helped improve police efficiency in responding to calls in both the north and south end of the city. The stations are also expected to increase the accessibility of police, reduce the fear of crime among the elderly, increase public awareness of crime issues, reduce the occurrence of crime, and increase the involvement of citizens in crime prevention activities.

The Officer chairs the Interministerial Child and Youth Committee (CYC). The CYC deals with youth with severe behavioural problems on a case by case basis. It coordinates with mental health, social services, probation, and other agencies.

The Officer said there are several programs for children and youth. The largest is the Block Parent program with about 1300 Block Parent homes in the city. They provide safe homes for children to turn to if they get lost, hurt, fear a stranger, or need some other kind of help.

The RCMP provides many safety programs. Some 80% of the appearances officers make at school are about safety issues: stranger safety, Halloween safety, pedestrian safety, bicycle safety, seat belt safety, and the Safety Bear program (dangers with matches, chemicals). In addition, the Officer said the Canadian Chiefs of Police have supported the Code Program which deals with decision making on alcohol and drug issues.

The Nanaimo RCMP members, with teachers, provide the Care program, a sexual abuse prevention program. The RCMP helps make

presentations in school and with parents. From kindergarten to Grade Seven in regards to sexual abuse issues.

The Officer said the Nanaimo Detachment involves children between the ages of 9 and 15 in a bicycle drill team. They perform various shows throughout the province and North America. The Officer said many of the children come from single families and this is often their only chance all year to travel. The program also promotes discipline, cooperation, leadership, and self esteem.

The Officer thought the community could use more programs aimed at improving self esteem and decision making for children from dysfunctional families and broken homes.

#### Municipal Government: Nanaimo's Social Planning Department

(Interview with a Social Planner, City of Nanaimo)

The City of Nanaimo is committed to the idea of "social planning." Social planning focuses on people rather than on land, buildings, and streets. The Social Planner said, "The City of Nanaimo is committed to the development of a safe, convenient, people-oriented environment which ensures access to all community amenities by all citizens regardless of age, income or other factors."

The city's growth has had a significant impact on the social service sector of the community. As a result, the demand for services is greater than

the supply. Waiting lists are months long. The inability to assess services due to the shortage of professional staff, qualified volunteers, and program funding has hampered service delivery to those in need.

In October 1990, the report of the Social Planning Task Force outlined a social planning system for Nanaimo. The Social Planner said this system involved three partners: the Social Planning Advisory Committee, Advisory Groups, and the Social Planner from the Planning and Development Department. The 17-member Social Planning Advisory Committee was established in January 1991. There are representatives from each of 11 Advisory Groups, 4 members from the community at large, and a member from City Council. The Advisory Groups consist of agencies, formal and informal support groups, individuals, community service workers, and "consumers of social services." The Social Planner said the goal of these groups is to identify common priorities and work on specific projects representative of special community interests. The 11 groups are examining the following issues: child and youth issues (CYAG), poverty, community health, seniors' issues, women's issues, First Nations' issues, disabilities, multiculturalism, mental health, art and culture, and recreation.

The Social Planner provides staff support to the Social Planning Advisory Committee and encourages and supports social planning within the City of Nanaimo. Concerned groups and individuals identify community issues and needs. The Social Planner brings the interested parties together to

identify possible solutions to various issues. The Social Planner also conducts research into funding sources for specific projects, policies, and programs of other governments.

The Social Planner said the Child and Youth Advisory Group (CYAG) is currently researching the establishment of a youth centre. This facility would take a holistic approach by addressing all the needs of a youth who would come to the centre for help. In addition, child poverty concerns the CYAG, which is trying to make sure Council deals with it.

The City of Nanaimo supported a Community Crime Prevention Project through the Department of Planning and Development. A grant from the B.C. Ministry of the Attorney General funded the 12-week Community Crime Prevention Project. The project addressed the extent, nature, and the fear of crime in Nanaimo. The project's report made recommendations in three areas for the City of Nanaimo:

1. Police: Fully implement a community based policing model for Nanaimo (RCMP). Continue citizen involvement in existing and forthcoming crime prevention programs. Evaluate existing and new crime prevention programs for their effect on crime and the fear of crime. Recognize and understand cultural differences in the community.
2. Community: Use the strategy of crime prevention through social development. This would involve enhancing feelings of public safety

and reducing crime through public education and community involvement at the neighbourhood level. Support research, public education, and information sharing with other municipalities in Canada and abroad. Support and promote new and existing crime prevention programs offered through the Nanaimo RCMP. Develop neighbourhood associations as a means of creating a sense of community and voicing safety concerns as well as ideas for their resolution. Recruit support from the private sector to provide opportunities for youth to become socially invested in their communities.

3. City: Recommendations focused on planning and development within the city. The goal would be to reduce crime and the fear of crime in Nanaimo through neighbourhood development. The recommendations in the report included: facilitate public safety through planning and social development. Support and encourage neighbourhoods to develop informal social controls to deter crime. Support and encourage programs that provide both social (neighbourhood development) and situational (Crime Prevention Through Environmental Design) modes of guardianship. Evaluate development proposals using public safety criteria. Encourage quality design of multifamily and commercial projects.

The Social Planner said Nanaimo is facing rapid social and economic

change, and the city "faces great opportunities and unprecedented pressures." As a result, the City has introduced "Imagine Nanaimo," a long range community planning program designed to involve all the residents of Nanaimo in building the "city of their dreams."

In the past five years the population of Nanaimo increased by 11,000. The Social Planner stated Imagine Nanaimo urges residents to look into the future. They must develop a community vision of Nanaimo over the next 20 years. The present areas of planning include: growth, economy, mobility, neighbourhoods, social and cultural environment, natural environment, physical environment, and leadership.

Imagine Nanaimo has gathered residents' views through random telephone surveying, self-administered surveys, group surveys through schools, community groups, service clubs, and in the work place, and focus group studies. Reviewing, updating, and revising of the plan will continue on an ongoing basis, giving residents the opportunity to examine the progress of the program.

Imagine Nanaimo is in the information gathering phase. Once completed, a "Vision, Direction and Action Plan" will express to the community and City Council the goals of the community and outline ways to pursue and achieve them.

The Social Planner clearly recognized the importance of improving the quality of life for the city's residents. This is achievable by working

together to build a community they would want in the future for themselves, their children and grandchildren.

### Summary

The various representatives of government and non-government organizations whose views are presented in this section tended to recognize the importance of providing programs and services to children and youth. The interviewees identified some factors affecting children and youth that may result in delinquency. These included poor parenting, parental criminality, broken homes, physical and sexual abuse, poverty, inadequate housing, problems in school, alcohol and drug abuse, and severe emotional and behavioral problems. The importance of addressing these factors through the provision of programs and services was supported. However, the relationship between the presence of these factors during the primary school age years and delinquency or criminal behaviour was not fully recognized by these interviewees.

It was suggested that socioeconomic problems such as poverty, alcoholism and high unemployment have greatly affected the lives of Aboriginal children in Nanaimo. Aboriginal-directed delivery of programs and services has helped to address some of these problems. However, it was suggested that there is a need to provide more support to the families and environments that Aboriginal children come from.

Interviewees generally supported the establishment of preventative programs and services to children, youth and families. It was suggested that no adequate programs exist for child victims or children manifesting chronic behaviours that result in delinquency. Although support was provided for a youth treatment centre within the community, more significantly it was suggested that there is a need to shift the focus from direct service delivery to community planning and development in the provision of programs and services to children, youth and families. By establishing more coordination and integration among those agencies and organizations that provide programs and services, it would be possible to address the factors and issues that affect children and families prior to problems arising. This was viewed as being a step in the right direction, since it would get away from having to "mop up with counseling programs after the fact." However, leadership in the promotion and provision of such services, it was suggested, would need to come from the City of Nanaimo.

The City of Nanaimo's Social Planning Advisory Committee recognized the importance of providing preventative programs and services for children and youth. The Committee had established a Child and Youth Advisory Group (CYAG). The CYAG was involved in researching the establishment of a youth treatment centre, and addressed child poverty concerns by approaching city council on this matter.

Neither the CYAG nor the Social Planning Advisory Committee saw

the need for a crime prevention strategy focusing on primary school aged children. The crime prevention strategy that presently exists is the RCMP's community-based policing model. This model does not take the crime prevention through social development for safer communities approach into consideration.

The City of Nanaimo demonstrated some understanding of the crime prevention through social development for safer communities approach. The City had supported a Community Crime Prevention Project to address the extent, nature and fear of crime. The Project made recommendations supporting the RCMP's community based policing model and suggested that support and promotion for new and existing crime prevention programs be offered through the RCMP.

However, the Community Crime Prevention Project made two important recommendations that provided support for the approach. The first supported crime prevention through social development, and the second supported research, public education, and information-sharing with other municipalities in Canada and abroad with respect to crime prevention.

The significance of these two recommendations is that they allow the City the opportunity to access information regarding the crime prevention through social development for safer communities. This would add support to the establishment of a community crime prevention strategy that focuses on primary school age children.

Table 5 summarizes the programs and services available in Nanaimo and the writer's recommendations for action based on these interviews. Further analysis of these recommendations with respect to a crime prevention strategy focusing on school aged children is provided in Chapter 6.

TABLE 5

## Recommendations at the Municipal Level

ACTUAL POLICIES AND PROGRAMS PROVIDED FOR CHILDREN	RECOMMENDED ACTION
<p>1) MINISTRY OF SOCIAL SERVICES</p> <ul style="list-style-type: none"> <li>provides programs and services to children, youth and their families</li> </ul>	<ul style="list-style-type: none"> <li>support the provision of preventative programs and services to children</li> <li>need coordination and cooperation between government and non-government agencies which provide services to children, youth and families</li> </ul>
<p>2) NANAIMO SCHOOL DISTRICT 68 SPECIAL EDUCATION SERVICES</p> <ul style="list-style-type: none"> <li>provides support services to children who have special needs such as behavioural problems, social and emotional difficulties, intellectual difficulties, physical handicaps, mental handicaps, visual impairment, speech and language difficulties</li> <li>provides school lunch programs, poverty coping programs, human development programs, life skills programs, driver training, and social skills programs</li> </ul>	<ul style="list-style-type: none"> <li>need to provide programs and services to children who have been victims of crime, demonstrating chronic behaviours</li> <li>support the establishment of a youth treatment facility</li> <li>encourage the city to provide leadership and promote the provision of services to children and youth</li> </ul>
<p>3) NANAIMO MENTAL HEALTH CENTRE</p> <ul style="list-style-type: none"> <li>provides mental health services to children and youth who are suffering serious psychiatric problems</li> </ul>	<ul style="list-style-type: none"> <li>support providing more programs and services to hard-to-reach children and parents</li> <li>need to be involved in community planning and development</li> <li>need more coordination between schools and organizations providing services to children and youth</li> </ul>
<p>4) NANAIMO CHILD AND YOUTH COMMITTEE</p> <ul style="list-style-type: none"> <li>provides case planning within the community and works in partnership with other ministries and community agencies in policy planning and program development for children and youth</li> </ul>	
<p>5) NANAIMO AFFORDABLE HOUSING SOCIETY</p> <ul style="list-style-type: none"> <li>the society advocates for affordable rental housing in Nanaimo with rent not to exceed 30% of a family's gross income</li> <li>ensures maintenance of existing rental housing and fair treatment for tenants and landlords</li> <li>recognizes that affordable housing affects the quality of life of children and families</li> </ul>	<ul style="list-style-type: none"> <li>support the spreading of subsidized housing units throughout the city</li> <li>support the city's advisory committee on affordable housing recommendation that housing be addressed as city council's overall policy</li> <li>need to ensure that there are recreational services, schools, day care facilities, shopping centres and transportation near subsidized housing units</li> </ul>
<p>6) NANAIMO CHILD POVERTY ACTION COALITION</p> <ul style="list-style-type: none"> <li>advises governments and the City of Nanaimo on issues of child poverty</li> </ul>	
<p>7) TILlicum HAUS NATIVE FRIENDSHIP CENTRE</p> <ul style="list-style-type: none"> <li>provides services to the Aboriginal population living on and off reserve</li> <li>programs and services offered to children and families use a holistic approach and incorporate Aboriginal culture</li> <li>programs and services offered to children and families</li> </ul>	<ul style="list-style-type: none"> <li>need to address issues of high unemployment, poverty, alcoholism, family violence and child sexual abuse</li> <li>support Aboriginal control and delivery of programs and services</li> </ul>

ACTUAL POLICIES AND PROGRAMS PROVIDED FOR CHILDREN	RECOMMENDED ACTION
include cultural and recreational programs, child development, Aboriginal teacher aides, and alcohol and drug counseling	
<p>8) NANAIMO BOYS AND GIRLS CLUB</p> <ul style="list-style-type: none"> <li>• provides social and recreational services to children between the ages of 6 and 17</li> <li>• most children come from socially and economically disadvantaged backgrounds</li> <li>• provides daycare service, after school programs and teen programs</li> </ul>	<ul style="list-style-type: none"> <li>• support the provision of more programs and services to children and youth</li> <li>• encourage parents to be involved in programs and services</li> </ul>
<p>9) NANAIMO FAMILY LIFE ASSOCIATION</p> <ul style="list-style-type: none"> <li>• provides counselling and support services to children, families, individuals and groups</li> <li>• the programs and services include parental counselling, child development programs, counselling for children with severe behavioural problems, parenting skills programs, life skills programs and daycare programs</li> </ul>	<ul style="list-style-type: none"> <li>• provide more programs for children and youth who are victims of physical or sexual abuse</li> <li>• establish a youth treatment centre for youth with severe psychiatric or behavioural problems</li> <li>• provide more preventative programs for children and families</li> </ul>
<p>10) NANAIMO YOUTH SERVICES ASSOCIATION</p> <ul style="list-style-type: none"> <li>• provides programs and services to adolescents and families</li> <li>• programs include life skills training and job readiness</li> </ul>	<ul style="list-style-type: none"> <li>• provide more preventative programs and services, such as family education programs for marginally functioning families, adequate counselling for children and youth, counselling for victims of physical and sexual abuse and psychiatric services for children and youth with behavioural and psychiatric problems</li> <li>• encourage more coordination and cooperation between government and non-government agencies in the delivery for programs for children and youth</li> </ul>
<p>11) NANAIMO ROYAL CANADIAN MOUNTED POLICE</p> <ul style="list-style-type: none"> <li>• there are two community-based policing stations</li> <li>• programs provided to children and youth include the Block Parent program, safety programs, alcohol and drug programs, and sexual abuse prevention program</li> <li>• involved in the Interministerial Child and Youth Committee</li> </ul> <p>12) MUNICIPALITY OF NANAIMO'S SOCIAL PLANNING DEPARTMENT</p> <ul style="list-style-type: none"> <li>• the city established a social planning task force with a social planning advisory group to look at specific areas which include: child and youth issues, poverty, community health, women's issues and mental health</li> <li>• the city supported the establishment of Community Crime Prevention Project involving the police, community and city</li> </ul>	<ul style="list-style-type: none"> <li>• support providing more service and programs for children and youth and those coming from dysfunctional families</li> <li>• the child and youth advisory group support the establishment of a youth centre and address the issue of child poverty</li> <li>• the city's Community Crime Prevention Project made recommendations in three areas: police, community and city.</li> </ul> <p><u>Police</u></p> <ul style="list-style-type: none"> <li>• implement a community-based policing model</li> <li>• continue with citizen involvement in existing and future crime prevention programs</li> </ul>

ACTUAL POLICIES AND PROGRAMS PROVIDED FOR CHILDREN	RECOMMENDED ACTION
	<ul style="list-style-type: none"> <li>• recognize and understand cultural differences in the community</li> </ul> <p><u>Community</u></p> <ul style="list-style-type: none"> <li>• establish a crime prevention program through social development strategy</li> <li>• enhance feelings of public safety through public education and community involvement</li> <li>• support research, public education and information sharing with other municipalities in Canada and abroad</li> <li>• support and promote new and existing crime prevention programs offered through the RCMP</li> <li>• develop neighbourhood associations as a means of creating a sense of community</li> </ul> <p><u>City</u></p> <ul style="list-style-type: none"> <li>• plan and develop a healthy communities project in the city</li> <li>• reduce crime and the fear of crime in the city through neighbourhood development and by supporting healthy community initiatives</li> <li>• facilitate public safety through planning and social development</li> <li>• support and encourage social development and crime prevention through environmental design</li> <li>• continue with the imagine Nanaimo Project</li> </ul>

CHAPTER 6  
AN ANALYSIS OF SELECTED VIEWS ON POLICIES  
AND PROGRAMS FOR PRIMARY SCHOOL AGED CHILDREN  
AND THEIR RELEVANCE FOR CRIME PREVENTION

In Chapter 1, longitudinal and other research was reviewed to identify underlying factors present during the primary school age years that are considered to be correlates of delinquency and crime.

Chapter 2, a review of some recent crime prevention research, provided evidence of a need to look beyond the traditional approaches involving the police, courts and corrections. The research identified an approach which requires governments to take action at the federal, provincial and municipal levels in order to establish effective crime prevention strategies. The writer refers to this approach as the crime prevention through social development for safer communities approach.

Chapters 3, 4 and 5 described existing programs and policies for primary school aged children at the federal, provincial (British Columbia) and municipal (Nanaimo) levels. These chapters also noted any support or suggestions made for a crime prevention strategy focusing on primary school aged children.

This chapter provides an analysis of selected views on policies for primary school aged children with respect to crime prevention. This analysis

involves determining whether the existing crime prevention approach addresses the factors identified by this thesis as the correlates of delinquency during the primary school age years. Federal, provincial (British Columbia) and municipal (Nanaimo) programs and services will be analyzed to determine if they address the factors identified by the research or take into account the strategies identified by the crime prevention through social development for safer communities approach.

Does the existing crime prevention through social development for safer communities approach focus sufficiently on the identified factors?

The crime prevention through social development for safer communities approach begins to focus on some of the factors identified in Chapter 1 (see Table 1). However, it does not sufficiently address the factors that were identified. The approach recognizes there is a need to mobilize those agencies that are best able to influence those factors present during childhood that may result in crime. In addition, there is a need to address child poverty and expand child care to include preventative community based child development and family support services.

Although limited in its recognition of the factors, the crime prevention through social development for safer communities approach represents a significant shift from the traditional crime prevention approaches involving the police, courts and corrections. This is relevant to the

development of a crime prevention strategy that focuses on primary school aged children because it provides support for social policy to work in conjunction with criminal justice policy in preventing crime.

The crime prevention through social development for safer communities approach calls for action to be taken by the federal, provincial and municipal levels (see Table 2). This action includes: establishing policies, legislation and funding for crime prevention; supporting government, non-government and private sector involvement; encouraging the promotion and publication of crime prevention efforts, and recognizing the need for communities to take action.

With respect to policies, legislation and funding, the approach recommends that the national government establish national crime prevention legislation, a national crime prevention policy, and a national crime prevention council. A federal crime prevention policy would help to unify and coordinate crime prevention approaches across the country and encourage effective crime prevention strategies with short term and long term goals.

The approach recommends that the present funding for criminal justice budgets be used for crime prevention measures, and that this funding be used more efficiently.

The need for government, non-government and private sector involvement is important to the crime prevention through social development for safer communities approach. It recognizes the need for new partnerships,

collaboration and commitments between municipal, provincial and federal governments, non-government organizations, the private sector, criminal justice organizations, and other community agencies and groups.

Among the three levels of government, the approach recognizes the need for inter-departmental cooperation in order to establish crime prevention objectives and improve social development programs that address the correlates of crime.

Promoting and publicizing successful crime prevention experiences is also important to the approach. Promotion at the federal, provincial and municipal levels is required to support community safety and crime prevention initiatives. In addition, the approach supports the promotion of socioeconomic development, the reduction of opportunities to commit crimes, and greater individual and community sharing of responsibility.

Community action is essential to the success and effectiveness of the approach. It recognizes the need for federal and provincial governments to support community action and provide encouragement that will allow communities to take a leadership role in establishing community-driven crime prevention solutions.

Does the federal response address the identified factors or take into account the crime prevention through social development for safer communities approach?

The various representatives of the federal government and non-government organizations interviewed for this thesis recognized the importance of addressing many of those factors identified in Chapter 1. However, the federal response did not actually address the factors or clearly recognize the relationship between the factors and crime. In general, the provision of programs and services to children was viewed as being a direct responsibility of the provincial and municipal governments.

The relevance of the crime prevention through social development for safer communities approach in addressing factors that may result in delinquency was not recognized by the federal response. The few crime prevention initiatives that exist at the federal level (Department of Justice, Department of Employment and Immigration, and the Canada Mortgage and Housing Corporation) did not necessarily recognize their contribution to the crime prevention through social development for safer communities approach. In addition, the present status of the National Crime Prevention Council does not fulfill the expectations of the approach.

However, with respect to the delivery of programs and services to children, the individuals from the federal government and non-government organizations interviewed for this thesis recognized the need for new

partnerships, coordination and cooperation between government, non-government and private sector organizations involved with children and their families.

In addition, there was support for a coordinated approach among federal, provincial and municipal government departments in the delivery of programs and services to children and families.

Does the provincial response address the identified factors or take into account the crime prevention through social development for safer communities approach?

The various representatives of provincial government and non-government organizations interviewed for this thesis recognized in general the importance of addressing many of the factors identified in Chapter 1. Although no provincial mechanism exists to address the factors, the relationship between the factors and criminal behaviour was recognized by the B.C. Council for the Family, the Ministry of the Attorney General, and the British Columbia Coalition for Safer communities.

In addition, the relevance of the crime prevention through social development for safer communities approach in addressing these factors was recognized.

The crime prevention through social development approach was viewed as best able to address these factors. It was suggested that this approach

would allow for the establishment of community crime prevention councils to address broader issues such as childhood experiences that affect crime. This approach would require police, social agencies, community groups, the private sector, private citizens, and governments at all levels to share the responsibility for crime prevention by working together to address issues that affect crime, such as poverty, lack of affordable housing and poor parenting skills.

It was suggested that such an approach would allow communities to establish a coordinated and integrated approach which would provide crime prevention strategies for the community's specific problems. However, there would be a need for elected federal and provincial officials to support and fund community crime prevention programs. Elected municipal officials would need to take responsibility for encouraging and supporting crime prevention within communities.

Does the municipal response address the identified factors or take into account the crime prevention through social development for safer communities?

The various representatives of government and non-government organizations within Nanaimo interviewed for this thesis recognized the importance of addressing those factors identified in Chapter 1. Although no municipal response exists to deal with these factors, there was recognition of the relationship between these factors and criminal behaviour.

The relevance of the crime prevention through social development for safer communities approach in addressing these factors was not recognized by the interviewees. Instead, the RCMP's community-based policing model was identified as the present crime prevention strategy and central to any crime prevention initiative.

Of significance to this thesis, however, was the fact that the Community Crime Prevention Project, established by the City, made recommendations to use the strategy of crime prevention through social development. It also supported research, public education and information sharing with other municipalities in Canada and abroad with respect to crime prevention.

In addition to these two recommendations, it was recognized that there is a need to shift focus from direct service delivery to community planning and development in the provision of programs and services to children, youth and families. The leadership for the promotion and provision of such services would need to come from the City of Nanaimo.

### Summary

Although there was some recognition of the delinquency factors identified in Chapter 1 (particularly by the provincial and municipal governments), there has not been a response by the federal, provincial (British Columbia) or municipal (Nanaimo) government to address these factors.

Similarly, there was little recognition or understanding for the need to fully implement the strategies the crime prevention through social development for safer communities approach.

CHAPTER 7  
TOWARDS A CRIME PREVENTION STRATEGY FOCUSING ON  
PRIMARY SCHOOL AGED CHILDREN FOR NANAIMO

General recommendations

In the previous chapter, it was indicated that the crime prevention through social development for safer communities approach does not sufficiently focus on the factors identified in Chapter 1 as the correlates of delinquency and criminal behaviour. These factors include: poverty, poor parenting, substandard housing, low IQ, parental conflict, mental health problems, antisocial behaviour, and criminal peer groups. Therefore, the writer recommends that the crime prevention through social development for safer communities approach shift its focus towards the factors identified.

The analysis in Chapter 6 also indicated that the federal, provincial (British Columbia) and municipal (Nanaimo) governments have not acted to address the factors identified in Chapter 1. The writer recommends that all levels of government establish a comprehensive strategy to address the factors, taking the crime prevention through social development for safer communities approach into account. Recommendations that the writer believes need to be taken at the federal, provincial and municipal levels are outlined in the next three sections.

Recommendations for the federal level

1. Take a leadership role by establishing federal crime prevention legislation that takes into account the need to address the factors identified.
2. Direct the National Crime Prevention Council (NCPC) to take more of a coordinating role in addressing the factors (see Table 1).
3. Through the coordinating role of the NCPC, facilitate interdepartmental and interagency cooperation at the three levels of government in addressing the factors identified. This would include governments at all levels, non-government organizations, private sector criminal justice organizations, and other community agencies and groups.
4. Use the NCPC as a clearinghouse to promote and publicize crime prevention strategies that address the factors identified.
5. Direct funding from criminal justice budgets towards crime prevention strategies that focus on the factors identified. In addition, make sure that existing funding for social programs also addresses the factors identified.
6. Take the leadership role in supporting and encouraging communities to establish crime prevention strategies that address the factors relevant to the specific community.

### Recommendations for the provincial (British Columbia) level

1. Establish provincial crime prevention legislation that takes into account the need to address the factors identified.
2. Develop a comprehensive strategy that addresses the factors identified. The strategy would involve partnerships and collaboration between governments at all levels, non-government organizations, the private sector, criminal justice organizations and other community agencies and groups.
3. Establish a provincial crime prevention council (PCPC) to focus on the factors identified, as the provincial government is responsible for the provision of social programs.
4. Ensure funding for criminal justice budgets is used for crime prevention strategies that focus on the factors identified. In addition, ensure that funding for social programs addresses the factors identified.
5. Encourage and support communities in establishing community crime prevention strategies to address the factors identified.

### Recommendations for Nanaimo

1. Establish a crime prevention council, the Nanaimo Crime Prevention Council (NCPC). Elected municipal officials would take responsibility for encouraging and supporting involvement of

government departments, non-government organizations, private sector, community agencies, private citizens, the police, and any other groups.

2. Establish a crime prevention strategy that takes into account the crime prevention through social development for safer communities approach and the factors that have been identified.
3. Direct the NCPC to conduct research to ensure that the factors identified (see Table 1) are those that need to be addressed within the community.
4. Promote and publicize, through the NCPC, the need to establish a crime prevention strategy that addresses those delinquency factors that affect primary school aged children within the City of Nanaimo.
5. Through the NCPC, encourage and support those stakeholders within the community that are best able to address the factors to get involved. These may include: the City of Nanaimo's Social Planning Advisory Committee, the Child and Youth Advisory Group, Nanaimo Child Poverty Action Coalition, Nanaimo Affordable Housing Society, Tillicum Haus Native Friendship Centre, Nanaimo Boys and Girls Club, Nanaimo Family Life Association, Nanaimo School District, Nanaimo Child and Youth Committee, Nanaimo Mental Health Centre, Ministry of Social Services and any other groups or individuals that may want to be involved.

### Analysis of the Recommendations

The writer has provided recommendations which identify crime prevention strategies and actions that need to be taken at the federal, provincial and municipal levels. However obstacles exist in attaining these recommendations such as a lack of funding for crime prevention initiatives, interdepartmental and interagency problems due to jurisdictional boundaries and debate among criminologists and others as to the causes and correlates of crime and delinquency.

It can be argued that the current fiscal environment in Canada involving cuts in funding from the federal government to the provincial governments for health, social services and education is not conducive to the crime prevention through social development for safer communities approach.

This cut in funding to the provinces also represents a potential shift in responsibility to the provincial governments for the provision of such programs and services. Some provincial governments have started to download responsibility for the provision of various programs and services to municipal governments.

The transfer of responsibility to municipal governments for the provision of programs and services would provide support for the crime prevention through social development for safer communities approach since municipal responsibility is an integral part of the approach.

Although ongoing funding for the approach may not exist the federal government could provide leadership for crime prevention by supporting legislation or policy that would ensure one time funding for the establishment of crime prevention councils at the municipal and provincial levels.. Once established ongoing financial support could be left to the provincial and municipal governments.

Therefore the approach would require those organizations and individuals participating in community crime prevention councils to use resources cooperatively in order to ensure effective use of the resources that are available.

The writers recommendations also support interagency and interdepartmental coordination and cooperation at all levels of government. Achieving such coordination and cooperation could be very difficult due to jurisdictional boundaries at all three levels of government.

A total of thirty three government and non-government organizations at the federal, provincial and municipal levels were identified as directly or indirectly providing programs and services for primary school aged children in this thesis. Establishing coordination and cooperation may be reached by downloading responsibility for the delivery of programs and services to provincial and municipal governments. One example of downloading this responsibility is in the area of employment and training programs. Presently the federal and provincial governments provides

employment and job training programs through Human Resources Development Canada. By downloading responsibility to the provincial government for all employment and job training programs there is the possibility of increasing coordination and cooperation among organizations that provide such programs and services.

The recommendations suggest that crime prevention councils at the federal, provincial and municipal levels address the factors identified as being the correlates of crime. However considerable debate exists among criminologists as to the relative importance of these factors to crime and delinquency. For example Brantingham an advocate of opportunity reduction maintains that the "social development approach as a strategy is too unfocused and it fails to recognize that crime is not a homogeneous event and that different crimes require different intervention strategies" (Brantingham and Faust, 1976:291-292).

However the crime prevention through social development for safer communities approach does not see crime prevention as being the responsibility of any one social or government agency. The ownership of the crime problem is to be shared and the development of comprehensive solutions is sought to address these problems. More importantly the approach advocates that municipal crime prevention councils conduct research in order that crime prevention strategies are tailored to community needs.

Ensuring coordination and cooperation among these organizations might be achievable if the three levels of government took leadership in supporting crime prevention strategies. Coordination and cooperation at the municipal level would be important since municipal crime prevention councils would need to tailor the programs to the needs of the community.

### Summary

This thesis provides evidence that the failure of traditional crime prevention responses ("police, courts, corrections") can be traced in part to delinquency issues outside the scope and mandate of the traditional criminal justice system (see Table 1). There is a need to shift the focus to underlying causes and correlates. In industrialized countries with successful crime prevention strategies, there are crime prevention organizations involving officials and leaders from all sectors of society. This supports the view that long-term government commitment and a diverse range of community involvement are necessary for meaningful and long lasting change.

Providing crime prevention services to primary school aged children also requires partnerships between all levels of government in program planning and implementation. Such partnerships must involve coordination among federal, provincial, and municipal governments to deliver the programs in an integrated and cohesive manner. This would require the removal of jurisdictional barriers. Action at the policy, legislative, and funding levels

must include promotion and publicity to gain community support, and involve non-government organizations and the private sector.

There is a need for crime prevention strategies to invest in preventative programs for children and families. This should proceed while ensuring local communities maintain control to reflect localized community needs. Examples of such programs and services for children include child intervention programs, child development programs, preschool programs, after-school programs, and recreational services for children and youth. Examples of programs for parents include parenting skills programs, social skills programs, employment skills programs, educational programs for parents, and programs dealing with family violence and child sexual abuse.

There is a need to develop policies, programs, and services that effectively address the delinquency factors that affect children. Additionally, there is a need to gather support for programs and services for children and families through public awareness and educational campaigns.

Politicians and bureaucrats at the provincial and federal level also need to recognize the long-term benefits of crime prevention strategies that address the needs of children. There should also be more interministerial and interagency cooperation and coordination, and better communication and coordination between provincial and municipal governments.

Elected municipal officials need to take responsibility and assume leadership for encouraging and supporting the mobilization of these

community agencies. Municipal agencies are best able to address the factors affecting children.

It is the writer's belief that the recommendations made in this chapter provide the necessary action required to establish an effective crime prevention strategy focusing on primary school aged children for Nanaimo.

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APPENDIX  
INTERVIEW SCHEDULE

The purpose of my interview is to find out the details of policies and programs promoted by your organization which reduce the risk of primary school aged children (i.e., children between the ages of five to twelve) becoming delinquent in later years. Some of the general areas that I would like to explore are the following:

PART 1:

- A) What policies and programs does your organization or department have for primary school aged children? How effective are such policies and programs, and are they available at the federal, provincial and municipal levels? Why?
- B) What other policies and programs are available within your organization (i.e., Health and Welfare)? Are such programs and policies effective? Why?

PART 2:

- A) How can policies and programs be established which would be most effective at the community level (municipal)?
- B) What are some of the present problems in establishing such policies and programs?

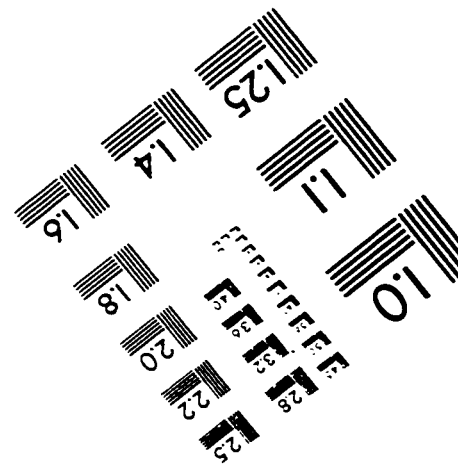
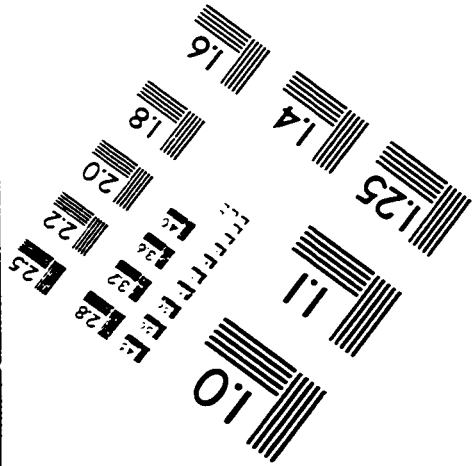
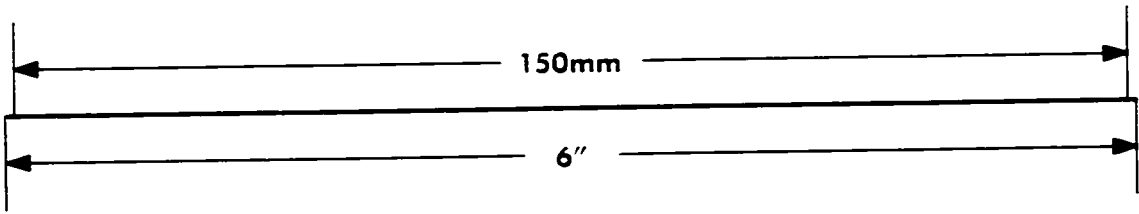
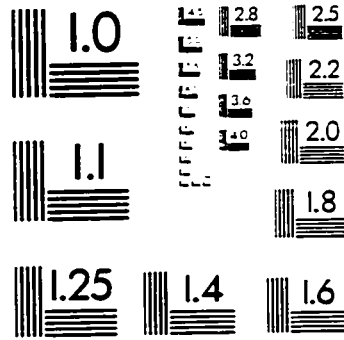
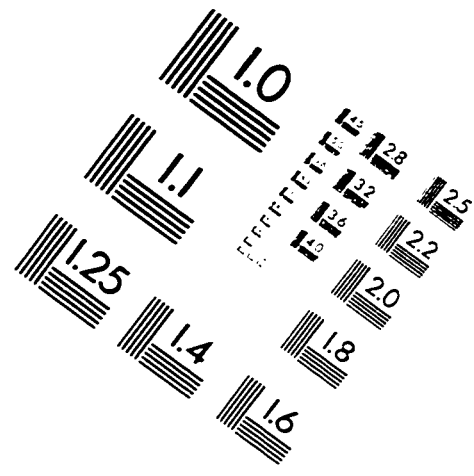
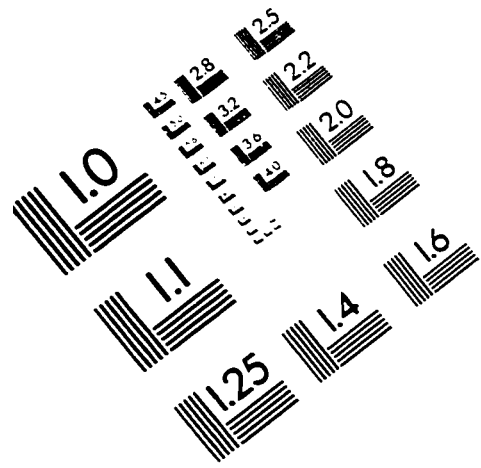
## PART 3:

- A) In the literature review which I conducted, various other factors were identified which may place primary school aged children at risk of becoming delinquent. Some of these were identified as ineffective supervision and caring by parents; parental criminality; living in poverty; poor housing; child physical and mental health problems and hyperactivity and impulsivity among children. To what extent do the policies and programs provided by your organization address these other issues?

## PART 4:

- A) What other policies and programs at provincial and municipal levels are important?
- B) As well, I would be interested in knowing what key policy documents you feel would be most pertinent for me to look at and who else I may contact in order to gain better insight into these issues?

# IMAGE EVALUATION TEST TARGET (QA-3)



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