SAFETY IN
LIFE SETTINGS

A GUIDE FOR QUÉBEC MUNICIPALITIES
2nd Edition

Seeking a better quality of life for individuals and families

COMITÉ INTERSECTORIEL
SUR LA SÉCURITÉ DANS LES MILIEUX DE VIE

In the interest of stylistic clarity, the masculine form of pronouns is used and is taken to include, without discrimination, the feminine. However, in specific instances, the feminine form is used to better reflect reality.

A Message from the Chairman of the Table sectorielle du monde municipal

Dear Colleagues,

The Table sectorielle du monde municipal and its Comité sur la sécurité dans les milieux de vie are proud to have produced *Safety in Life Settings: A Guide for Québec Municipalities*. First, they are pleased that the project stems from an intersectoral process initiated by all municipal stakeholders assembled in conjunction with the third 1994-1997 action plan on family policy. Second, they are proud of the production of this guide, which is contributing significantly to safety in life settings in our communities, especially from the standpoint of families.

The guide is not an end in itself but reflects an ongoing initiative centred on awareness, information, training and, above all, the development of the municipal sector.

The guide stipulates that "the municipality has a duty to offer a safe life setting and that it has at its disposal, through the powers conferred on it, the means necessary to prevent many safety-related problems." We hope that this guide will be useful to the municipalities and encourage a broad partnership in the community.

The members of the Comité intersectoriel sur la sécurité dans les milieux de vie, in collaboration with the Carrefour "Action municipale et familles," wish to assure the municipalities of the support of their respective networks.

We hope you enjoy reading the guide.

Jacques Lizée
Chairman, Table sectorielle du monde municipal
President, Carrefour "Action municipale et familles"

A Message from the Chairman of the Comité intersectoriel sur la sécurité dans les milieux de vie

Dear Colleagues,

Several months ago, the Table sectorielle du monde municipal, stemming from the Québec government's Forum sur la famille, asked the Comité intersectoriel sur la sécurité dans les milieux de vie to elaborate and promote a safe cities concept.

I encourage you to examine *Safety in Life Settings: A Guide for Québec Municipalities*, produced by committee members and representatives of various sectors, all of whom are determined to enhance personal safety in life settings.

The guide marks the outcome of extensive reflection and may serve as a valuable reference for all municipalities seeking to promote the betterment of individuals and families. It contains a wealth of information on ways of enhancing safety and various initiatives that can be carried out in this respect.

I invite Québec municipal managers and, in particular, directors general, to consult this guide and implement the proposed procedure in order to bolster safety in the community. In this way, you will contribute significantly to improving the quality of life of individual Quebecers and Québec families.

I would like to take advantage of this opportunity to thank everyone who displayed unfailing interest and collaborated extensively in the committee's deliberations. I would also like to thank the government departments that provided funding for the guide, and the Carrefour "Action municipale et familles," which is helping to promote it.

Mario Caron
Chairman, Comité intersectoriel sur la sécurité dans les milieux de vie
Representative of the Association des directeurs généraux des municipalités du Québec
Directeur général de la Ville de Mont-Joli

INTRODUCTION

A lot of water has flowed under the bridge since May 1999, when the guide was launched at a press conference in Longueuil, Québec. The guide has already contributed to the enhancement of security in various life settings. Mention should be made of two pilot projects, one in Mont-Joli and the other in Longueuil, centred on the process proposed in the guide, bearing in mind the specific traits of the communities concerned. Partners have created links, which, according to some observers, were not self-evident. The outcome has been positive.

A training and action program was subsequently initiated. Once again, pilot projects will be conducted and evaluated in various life settings. The findings of the evaluation will determine the project's future. A virtual documentation centre will be made available to interveners.

The guide and the proposed process have been presented at an array of forums. Some 5 000 copies of the guide have been printed and it has been sent to Québec municipalities, agencies and interveners concerned with public security.

Little by little, the guide is finding its niche. However, the Comité intersectoriel sur la sécurité dans les milieux de vie was dissolved after the guide appeared in 1999. In order to pursue the committee's work, the ministère de la Sécurité publique and the Institut national de santé publique du Québec decided to take over and ensure the updating and dissemination of the guide, now in its second edition.

The guide is a universal reference that applies to a wide range of situations that affect public security. Cooperation, rigorous diagnosis, intersectoral commitment, proven strategies and the evaluation of the proposed initiatives are all components of the process that underpins the guide.

The guide is an important tool for everyone concerned by security in the community, one that will help interveners enhance security.

Jacques Brind'Amour   Louis E. Bernard
Deputy Minister   President and CEO
Ministère de la Sécurité publique   Institut national de santé publique

FOREWORD

In March 1994, some 65 organizations assembled at the Forum sur la famille defined, at the request of the Québec government, the third family action plan. At that time, six sectoral advisory groups were established with a view to formulating each partner's commitments. The Table sectorielle du monde municipal encompassed 10 organizations, including the Association des directeurs généraux des municipalités du Québec, which agreed in October 1995 to chair a task force comprising municipal partners and government departments concerned more specifically with the safety of families in life settings.

The task force received from the Table sectorielle du monde municipal the mandate to elaborate and promote the concept of a safe city. This commitment reflected the conviction of sectoral roundtable members that safety concerns families. Moreover, each municipal service has a role to play in the development of safe life settings.

More specifically, the realization of the task force's mandate should make it possible to:

- develop a concept of a safe city specific to Québec and centred on the concerns of families;
- heighten awareness in the municipalities of the importance and numerous components of safety and the role the municipalities must play in this respect;
- foster the grouping of the key stakeholders in the realm of safety to avoid dispersing resources;
- engage the community in the process of enhancing safety in its life setting.

The approach adopted by the task force was to produce this guide, which is a means, rather than an end in itself, to promote in the municipalities the concept of a safe city. It is a tool intended for interveners concerned with the enhancement of the safety of families, the main clientele of this guide. The safety of families cannot be dissociated from the enhancement of the safety of all Quebecers. For this reason, when they elaborated the guide, task force members considered the family in its broadest sense, in order to include all residents of the municipality.

TASK FORCE

The Comité intersectoriel sur la sécurité dans les milieux de vie, comprising the representatives of various organizations, produced this guide. The following individuals participated in the task force:

Association des directeurs de police et pompiers du Québec
        Lorrain Lavoie, City of Saint-Hyacinthe

Association des directeurs généraux et municipaux du Québec
        Mario Caron, City of Mont-Joli

Association des offices municipaux d'habitation
        Claude Poulin

Association des urbanistes et aménagistes municipaux du Québec
        Nathalie Prud'homme, City of Québec

Carrefour "Action municipale et familles"
        Jacques Lizée, followed by
        Johane Fontaine Deshaies

Confédération québécoise des coopératives d'habitation
        Monique Blanchet, followed by
        Jean Mathieu, André Fortin and Jacques Pleau

Comité de prévention des traumatismes du Réseau de la Santé publique du Québec
        Dr. Pierre Maurice, Centre de Santé publique de Québec

Ministère de la Famille et de l'Enfance
        Gilles Meunier

Ministère de la Santé et des Services sociaux
        Desmond Dufour

Ministère de la Sécurité publique
        Michel Patenaude, followed by
        Anne O'Sullivan, Denise Moreau and Daniel Rochette

Ministère des Affaires municipales et de la Métropole
        Lyse Tremblay, followed by
        Lise Pelletier and Hélène Côté

Regroupement québécois du loisir municipal
        Paul Thibault, City of Sherbrooke

Réseau québécois de Villes et Villages en santé
        Louis Poirier

Sûreté du Québec
        Jacques Desroches, followed by
        Josette Leroux, Claude Lavoie and
        Lyse A. Chamberland

Union des municipalités du Québec
        Isabelle Gauthier, followed by
        Jean-François Arteau, Marie-Claude Dufour and
        Diane Simard

Union des municipalités régionales de comté et des municipalités locales du Québec
        Sébastien Hamel, followed by
        Marc-André Doyle and Martin Vachon

City of Montréal
        Serges Bruneau

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LIFE SETTINGS

> ### *You have undoubtedly encountered one or more of the following problems in your municipality:*
>
> - playground injuries
> - serial suicides in a school
> - graffiti on public buildings
> - drug trafficking outside of schools
> - incivilities in certain public places
> - waves of arson
> - development zones that are at risk
> - stray pets
> - injuries among cyclists riding on traffic lanes
> - dilapidated neighbourhoods
> - isolated service zones
> - assault in public areas
> - the speed of motor boats
> - the presence of toxic products
> - a rash of residential burglaries
> - uncleanliness in certain neighbourhoods
> - gang wars
> - dilapidated buildings
> - a feeling of insecurity among women
> - falls by the elderly on sidewalks
> - intersections that are unsafe to pedestrians
>
> All of these problems concern public safety. The solution is to be found in the process outlined in this guide.

Municipal governments have been concerned for a long time with enhancing the safety of residents. Under the mandate conferred on the municipalities, numerous municipal initiatives have sought to prevent traffic accidents, keep the peace, and prevent and control violence and crime.

A safe municipality makes life more pleasant for the families living there and attracts new residents, who stimulate economic activity, thus contributing to public well-being.

Most municipalities are facing significant budgetary constraints. The investment needed to enhance safety depends on the problems pinpointed and the solutions adopted. **Fortunately, when such solutions depend on community cooperation and commitment, they do not necessarily engender additional spending.**

For this reason, this guide emphasizes a process aimed at better integrating or promoting initiatives already undertaken by the municipalities. The guide does not propose solutions to each of the problems that the municipalities are likely to encounter but instead suggests a comprehensive strategy aimed at enhancing public safety. The same process thus applies, regardless of existing or anticipated safety problems.

PURPOSE OF THE GUIDE

The guide is a reference in the realm of safety. It proposes to the interveners concerned a common language and way of doing things that stresses the importance of cooperation. Moreover, the guide will enable users to consolidate their knowledge by means of a comprehensive concept.

Committee members feel that it is important for all municipalities big and small, rural and urban, whether or not they are experiencing serious safety problems, to draw inspiration from the guide in order to enhance safety. For this reason, the guide places greater emphasis on the principles underlying a comprehensive approach than on ready-made solutions.

GUIDING PRINCIPLES

Several guiding principles underpin this document, which seeks to:

- adopt a comprehensive approach to safety;
- emphasize the family and residents;
- consider the objective and subjective dimensions of safety;
- foster cooperation and community involvement.[1]

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[1]   "Community" refers to the notion of a group of persons belonging to a given institution, e.g. the students and staff of a school, or sharing a common trait according to socio-economic condition, age, sex, race, ethnic group or other factors. A community shares common values and interests. A community cannot be defined solely as belonging to a territory. An individual can belong to varying degrees to several communities (P. Gingras, 1991).

ADOPT A COMPREHENSIVE APPROACH TO SAFETY

It is important when a municipality makes a decision to take into account the safety of residents and their families. This guide is noteworthy in that it examines safety in a comprehensive manner. It has the advantage of proposing a procedure that covers a wide array of problems such as violence, accidents and crime, which are usually covered by the notion of safety.

EMPHASIZE FAMILIES AND RESIDENTS

While the guide focuses on safety from the standpoint of the family, the traditional family has nonetheless changed in that it can no longer be viewed as a stable unit comprising two parents living under the same roof with their children.

Regardless of their form, families are contending with a variety of problems, e.g. a crisis in traditional values, relations between the sexes and between generations, uncertainty among young people concerning the future, the physical separation of families, upheavals stemming from difficult economic circumstances, and problems encountered by immigrant families in integrating into society. Families resemble each other with respect to the problems they are experiencing and also have the same needs and similar expectations. From the standpoint of their immediate neighbours, families focus, among other things, on the quality of life and the environment, adequate public facilities, the mitigation of nuisance and the risk of accidents, and a feeling of safety.

However, we cannot discuss the safety of families without considering the individuals that make them up. By broadening the scope of the guide to include individuals, it is possible to achieve an even broader perspective of safety by focusing on problems such as prostitution, homelessness, and people living alone. The accountability and mobilization of individuals are essential in the proposed process. For this reason, the guide considers the family to be a very open concept, one that encompasses each resident of the municipality.

CONSIDER BOTH OBJECTIVE AND SUBJECTIVE COMPONENTS OF SAFETY

As we will see later in the guide, safety comprises an objective component (the facts) and a subjective component (the feeling of safety). The two components are considered in the proposed approach because they are both essential to individual well-being.

FOSTER COOPERATION AND INVOLVE THE COMMUNITY

The process of enhancing safety in the community depends on consultation, cooperation and partnership. These factors are essential to safety because of the complexity of the problems and solutions, the democratization of the management of public services, and reduced resources.

Through consultation, the community is invited to express an opinion in order to guide the choice of decision-makers (guidance phase). Through cooperation, the key interveners are encouraged to agree on the measures to be adopted and reflect on the means of achieving joint action (planning phase). Under a partnership, two or more parties agree to cooperate in pursuing common or compatible objectives and thus share power and responsibilities and invest jointly in resources (management phase).[2]

TARGET USERS

The guide is intended for mayors because they are responsible for the safety of the residents of their municipalities. They play a key role, in light of their position of authority, in guiding decisions concerning safety and fostering the collaboration and involvement of all concerned interveners.

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[2] D. Courcy, *La famille à tout prix. Le partenariat au-delà des intentions, une condition*. 8e colloque « L'action municipale et les familles », May 31 – June 2, 1996.

The guide is intended for municipal councillors because they are responsible for promoting voters' interests, administering the municipality and offering services that satisfy the needs of families and the community.

The guide is intended for local government officers, i.e. directors general, secretary-treasurers, members of municipal inspection services, departments of public works, police departments, fire protection services, recreation services, emergency measures, treasury, urban planning, permit and certificate issuing services, and communications. It is incumbent upon them to put into practice the political decisions of municipal councils.

A guide intended for...

❈ *mayors*
❈ *municipal councillors*
❈ *local government officers*
❈ *partners of the municipality*

The guide is intended for partners of the municipality such as community agencies and institutions, citizens' committees, organizations representing families, police departments (Régie intermunicipale de police and the Sûreté du Québec, among others), and government departments likely to intervene within the municipalities. These partners are also likely to suggest, elaborate or implement safety enhancement strategies.

STRUCTURE

The guide comprises four chapters. Chapter 1, "Safety, a Value to be Developed," succinctly outlines the scope of safety problems and the cost to the public of such problems. It emphasizes the importance of acting, briefly defines safety and indicates the basic conditions needed to attain an optimum level of safety.

Chapter 2, "The Municipality, a Key Agent and an Essential Partner," focuses on the roles and responsibilities of the municipalities and concerned interveners. It indicates the importance of municipal leadership and cooperation among partners involved in safety.

Chapter 3, "Enhancing Safety in a Municipality," forms the heart of the guide. It examines the key components of the safety enhancement process.

Chapter 4, "Concrete Examples of the Safety Enhancement Process," describes the safety enhancement process in a number of municipalities.

The guide concludes with a summary of the highlights of the preceding chapters. The appendices list useful information documents and the names, addresses and telephone numbers of resource persons or agencies in the realm of safety and provide a sample resolution elaborated in conjunction with the proposed process that a municipal council might wish to adopt.

1. SAFETY, A VALUE TO BE DEVELOPED

Safety is an essential part of everyday life since it allows individuals and communities to achieve their aspirations. The absence of safety engenders an array of problems such as injuries,[3] violence, crime, suicide, crises, and disasters. Aside from the anxiety that such problems arouse among residents, they also have significant, often interrelated consequences from the standpoint of individuals, the community and the economy. **The municipalities usually have at their disposal the means to prevent many of these problems.**

IMPORTANCE OF SAFETY PROBLEMS

Every day, 10 Quebecers die as a result of injuries and 173 Quebecers are hospitalized. Injuries are the fourth cause of death (7%) in Québec, but rank first among children and young people (MSSS, 1998a). Each year, nearly one person in 10 sustains an injury that is sufficiently serious to warrant consulting a physician or curtailing activity (Santé Québec, 1994).

> ***Every day in Québec, injuries lead to…***
>
> ***...10 deaths and***
> ***...173 hospitalizations.***
>
> (Source: MSSS, 1998a)

From the standpoint of mortality stemming from an injury, the three leading causes are suicide, traffic accidents and falls. Twice as many men as women die of such causes, especially in the younger age groups. The difference is attributable, by and large, to the greater number of deaths by suicide and traffic accidents among young men (MSSS, 1998a).

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[3] An injury is defined as bodily harm resulting from a sudden transfer of mechanical, thermal, electrical, chemical or radiant energy or the loss of a vital element such as air or heat.

The number of suicides has increased appreciably over the past decade and now exceeds the number of highway deaths. Suicide alone accounts for nearly 40% of all deaths resulting from injuries. The increase over the past 20 years in the suicide mortality rate has affected, above all, the 20-44 age group (MSSS, 1998a).

> **In Québec,**
> **the 10 deaths each day resulting from injuries**
> **include...**
>
> **...four suicides**
> **...two traffic accidents**
> **...one accidental fall** and
> *...three miscellaneous accidents.*
>
> (Source: MSSS, 1998a, pp. 171, 179, 187)

Traffic accidents[4] now rank second among the causes of death resulting from injuries. Since 1975, the number of deaths attributable to motor vehicle accidents has fallen 60% in all age groups. However, the mortality rate for Quebecers 15 to 25 years of age is twice the average rate (MSSS, 1998a).

The vast majority of deaths resulting from accidental falls affect individuals over 70 years of age (MSSS, 1998a).

> **In Québec,**
> **the 173 hospitalizations resulting from injury**
> **that occur each day**
> **include...**
>
> **...61 from accidental falls**
> **...21 from traffic accidents**
> **.....9 from suicide attempts,** and
> *...82 from other types of injuries.*
>
> (Source: MSSS, 1998b, p. 35)

Between 1993 and 1995, the three main causes of **hospitalization** resulting from injury were accidental falls, traffic accidents and attempted suicide. These safety-related causes alone accounted for 52% of hospitalizations. Except for falls, which are prevalent in all age groups among women and men, the cause of injury varies by age and, in some instances, by sex. When the entire range of injuries is examined, children up to the age of 4 are primarily the victims of accidental poisoning; children in the 5-14 age group are involved in cycling accidents; individuals in the 15-44 age group are most often involved in traffic accidents and attacks, while falls are the main cause of injury among individuals 45 years of age or

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[4] Traffic accidents encompass accidents involving the occupants of motor vehicles, pedestrians, cyclists and motorcyclists (MSSS, 1998b).

over. It should be noted that suicide attempts are especially prevalent among girls and women between 15 and 44 years of age (such attempts are three to four times higher than among men of the same age). In relation to the population overall, near-drowning[5] is more frequent in the 0-14 age group while fires causing injury are predominant in the 0-4 age group (MSSS, 1998b).

Crime causes property loss and injuries and alters communities. In 1996 in Québec, municipal police forces and the Sûreté du Québec reported 43 crimes against property, 20 miscellaneous crimes, including vandalism, and seven violent crimes[6] for every 1 000 inhabitants (Ministère de la Sécurité publique, 1997).

Every day in Québec,
there are ...

...871 crimes against property
(of which breaking and entering accounts for 60%)

...426 miscellaneous crimes, *and*
(of which vandalism accounts for 42%)

...142 violent crimes
(of which assault accounts for 77%).

(Source: Ministère de la Sécurité publique, 1997, pp. 17,19)

Four times as many individuals were the victims in 1996 of violent crimes in relation to 1962, despite a decrease since 1992 in the rate of violent crime. This increase in the number of victims is not solely attributable to improved data banks and more systematic reporting of all types of violent crime.

Some 53% of victims of violent crime in Québec in 1994 were men and 47% were women. The breakdown by age of the victims of violent crime is essentially the same, i.e. 55% and 53% before the age of 30. Among these crimes, sexual assault increased considerably in Québec in 1994 in relation to 1983. Women are the main victims of sexual assault.

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[5] A near-drowning almost causes accidental death by immersion.
[6] Violent crime encompasses offences perpetrated against individuals, i.e. homicide, attempted murder, sexual assault, other sexual offences, kidnapping, assault and robbery (Ministère de la Sécurité publique, 1997).

> **Between four and six Canadian women out of 10**
> *compared with*
> **one Canadian man out of 10**
>
> *maintain that*
>
> **"When I walk in my neighbourhood at night I do not feel safe."**
>
> (Source: Canadian Centre for Justice Statistics, 1994)

Crime statistics represent only one component of safety. The percentage of individuals who do not feel safe when they walk alone in their neighbourhood at night is a good indicator of their feeling of safety. A survey reveals that 42% of women and 10% of men living in cities do not feel safe under such circumstances. In rural areas, the corresponding figures are 28% and 8% (Nobert *et al.,* 1997).

From the standpoint of the feeling of safety, the preliminary findings of a study[7] conducted among elderly people in the Québec City area reveal that, although the majority of elderly respondents feel safe in their homes and neighbourhoods, this feeling often hinges on the adoption of avoidance strategies. The respondents do not go out in the evening, do not travel alone in the neighbourhood, avoid certain streets there, and install alarm systems. These strategies reflect a feeling of basic insecurity.

A survey conducted in 1993 by Léger & Léger revealed that 85% of men and 90% of women perceived a fear of violence as a factor that adversely affects the quality of life of women (*La Presse*, March 4, 1994). It is hardly surprising that Canadians are concerned about the level of crime in their communities. A national survey revealed that one-third of respondents deemed crime-related issues such as the fear of aggression and concern over personal property to be the most pressing problem to be solved in their communities (Solicitor General Canada and Justice Canada, 1996).

It was noted in 1994 that municipalities with 100 000 or more inhabitants had the highest offence rates for most types of offences, although sexual offences were 2.5 times higher in population centres with fewer than 30 000 inhabitants. Homicide rates were three times higher in small centres (5 000 or fewer inhabitants) than in centres with 100 000 or more inhabitants (Nobert *et al.*, 1997).

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[7]   M. Rainville, *La perception des aînés de leur sécurité dans le quartier et au domicile*, master's thesis in community health (in progress), Université Laval.

Although this statistical profile is cursory, it nonetheless reveals the problems affecting the day-to-day lives of individuals, families and municipalities.

COST OF SAFETY PROBLEMS

Injuries cause significant social and economic loss in Québec. The victims are often under 30 years of age. Injuries often cause death, hospitalization and partial, total or permanent disability.

In 1993 in Canada, the **total cost of injuries**[9] stood at an estimated C$14.3 billion, i.e. C$500 per Canadian per year (Moore *et al.,* 1997). In Québec, the direct and indirect cost of injuries ranked second among overall health costs in Québec (MSSS, 1997).

> *In 1995-1996, the average cost of a short-term hospital stay resulting from injury stood at approximately C$4 400.*
>
> (Groupe Urbatique, 1998)[8]

In 1995-1996, injuries resulted in 61 132 short-term hospital stays, at a total cost of over C$267 million.[10] The three leading causes of hospitalization for injuries, i.e. accidental falls, traffic accidents and suicide attempts, accounted for nearly two-thirds of the overall cost of injury-related hospitalizations. Such costs do not take into account spending related to rehabilitation nor those related to social and community services, consultations in private clinics, and home care.

As for crime, in 1991-1992 in Québec, the estimated annual economic cost of dealing with crime, i.e. police, legal and correctional services and victim advocacy, reached over C$3.5 billion.[11] The overall cost, bearing in mind all consequences, could be five times higher (Solicitor General Canada and Justice Canada, 1996).

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[8]   In the best case, Groupe Urbatique maintains that costs are underestimated, especially in the case of traffic accidents involving motor vehicles.

[9]   Total costs include direct costs, i.e. hospitalizations, medical care, drugs, research, pensions and benefits, and indirect costs, i.e. loss of future income attributable to premature death and chronic and temporary disability (Moore *et al.*, 1997).

[10] Groupe Urbatique conducted the study in 1998 on behalf of the Direction régionale de la Santé publique du Bas-Saint-Laurent.

[11] Table ronde sur la prévention de la criminalité, 1993.

In its 1997 annual activity report, the Commission de la santé et de la sécurité du travail

> ***Crime control alone
> costs each Canadian household
> C$2 000 a year.***
>
> (Solicitor General Canada and Justice Canada, 1996)

estimated at nearly C$39 million the cost of benefits (C$34 million) and administrative expenses (C$5 million) paid in conjunction with the administration of the *Crime Victims Compensation Act.*[12]

Safer Communities: A Parliamentarian's Crime Prevention Guide makes the following observation:

> The fear that crime arouses in a community acts as a constraint. It restricts the feeling of freedom and engenders mistrust and intolerance. The fear of criminal acts may force individuals to barricade themselves behind locked doors in houses equipped with protection systems and to mistrust people they do not know. [...] Crime also affects the economic development of communities. A high crime rate lowers house prices and encourages residents who can do so to move to other neighbourhoods. Industries are not interested in sectors where crime is high because they cannot find workers and the physical conditions they require. Infrastructure deteriorates as the tax base dwindles and economic and social development falters or begins to regress. [OUR TRANSLATION]

> Solicitor General Canada and Justice Canada, 1996

In 1989, the European and North American Conference on Urban Safety and Crime Prevention pinpointed the lack of suitable inexpensive housing as a key factor in triggering delinquency. To the contrary, the revitalization of neighbourhoods and the establishment of cooperative or community rental social housing are initiatives that help consolidate the community. **Factors such as building maintenance, the social commitment of residents, solidarity between neighbours and inter-agency coordination play an important role in the development of a feeling of belonging, the enhancement of real safety in communities, an appreciation of the neighbourhood, and the emergence of a feeling of personal safety** (Bernèche *et al.,* 1997). [OUR TRANSLATION]

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[12]   Commission de la santé et de la sécurité du travail (1998), *Rapport annuel d'activité 1997 concernant la Loi sur l'indemnisation des victimes d'actes criminels*, 29 pages.

For want of adequate tools, it is hard to accurately assess the overall cost of crime. However, we do know that because of this plague society is allocating substantial budgets to police, correctional and legal services, health and social services, safe homes, reception centres and social aid. While the human and social costs of violence are hard to measure, such costs could nonetheless be reduced through prevention programs.

A 27-year child development study established that taxpayers save US$7.16 in crime-related costs for each dollar invested in a prevention program (Schweinhart *et al.,* 1993). If such programs are to be set up, we must stop regarding safety as an expense but instead as an investment, as is the case in France, the Netherlands, Sweden and Great Britain, which devote to prevention the

> *"Prevention is a matter of investment and not an expense."*
>
> (Solicitor General Canada and Justice Canada, 1996)

equivalent of at least 1% of police, prison and legal system budgets (Bordeleau, 1994). To this end, political will must spearhead the initiative. However, prevention often suffers from significant shortcomings, e.g. scattered, little known, poorly developed initiatives; inadequate or non-existent cooperation and coordination mechanisms; and strategies that are not based on rigorous studies or evaluation results. This guide will serve as a tool to overcome these problems.

RISK POPULATIONS

Some individuals are more vulnerable than others in terms of safety, depending on the problem considered. For example, a wide array of safety problems such as falls, poisoning, traffic accidents, abuse and violence, and a feeling of insecurity extensively affect children and the elderly. Women have a strong feeling of insecurity. Moreover, one woman in four is facing conjugal violence. Adult men are more extensively affected by homicide and suicide. In the process proposed, it is important to properly pinpoint vulnerable groups to ensure the relevance of the initiatives to be carried out.

BASIC NOTIONS

Definitions of the notion of safety vary from one person to the next. Some people regard safety as the prevention of crime and violence. Others perceive it instead as the satisfaction of basic needs such as eating, sleeping, and having a roof over one's head. Some people talk about public safety from the standpoint of intervention by police officers and firefighters. Road safety officials refer to strategies established to prevent traffic accidents. Safety in the workplace means the protection of the physical and psychological integrity of workers. In a broader perspective, **urban safety refers to a process aimed at acting to enhance safety in a municipality by involving residents and all concerned interveners.**

Different concepts of safety engender significant drawbacks:

- difficult communications between various interveners;
- greater difficulty in achieving cooperation;
- the isolation of potential partners;
- difficulty in developing a comprehensive perspective of safety and reaching agreement on common objectives;
- initiatives that are less effective.

DEFINITION OF SAFETY

To ensure the adoption of a common perspective and, above all, to facilitate understanding, this guide defines safety as **a state in which hazards and conditions leading to physical, psychological or material harm are controlled in order to preserve the health and well-being of individuals and the community.**[13]

COMPONENTS OF SAFETY

This definition implies that safety encompasses two components:

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[13] Adapted from Maurice *et al*., 1997 and Québec WHO Collaborating Centre for Safety Promotion and Injury Prevention *et al.* (1998).

- an objective component referring to the presence or absence of real threats, e.g. numerous drunk drivers, outmoded electrical systems, and organized crime, which we will call **real safety**; and

- a subjective component referring to residents' feelings about their safety, e.g. a fear of going out at night, a fear of intrusion by a thief, discomfort with regard to young members of marginal groups, and a fear of letting children play in the neighbourhood. The greater such fears and discomfort, the weaker what we call a **feeling of safety** will be.

Two indissociable components of safety: ❊ *real safety*   ❊ *a feeling of safety*

These two components influence each other and are indissociable. Below are some examples to illustrate their importance and show how they affect each other.

Example 1

In a neighbourhood heavily populated by the elderly, a municipality decides to develop a park. No detail has been overlooked in the park's design to ensure the safety of this specific group of users. However, the elderly avoid the park because of their perception of activities that they expect to take place there, such as vagrancy and panhandling.

This example illustrates how a feeling of safety can affect residents despite efforts made to control threats. It also illustrates how efforts to eliminate threats do not always lead to a heightened feeling of safety. This observation undoubtedly explains why, despite a reduction over the past five years in crime according to Québec statistics, a growing feeling of insecurity has been noted, especially among women and the elderly. Numerous factors independent of the statistics, such as access to services, the quality of the social fabric, and the media, affect the feeling of safety. Consequently, it is also important to focus on the individual's feeling of safety insofar as fear often outweighs genuine safety problems.

Any attempt to make an environment safer must take into account the positive, negative or neutral effects that doing so may have on behaviour and investment (see example 2).

Example 2

In the past six months, two fatal head-on collisions that have killed three people have occurred on the main road of a village. Officials decide to widen the main road in order to remedy the problem. An increase is promptly noted in driving speed, thus exposing motorists and pedestrians to greater risk.

When the road was widened, the feeling of safety among motorists increased, as did driving speed. Consequently, the real danger facing motorists and pedestrians also increased. In this instance, it would have been preferable to adopt an initial solution designed to reduce driving speed by means of narrowing the road or installing flower boxes.

The foregoing examples show the importance of considering safety in a broad perspective and the dynamic between the subjective and objective components. For this reason, a safety enhancement process must take into account not only the objective component but also the subjective component and the components' impact on the behaviour of residents and families.

CONDITIONS NEEDED TO ATTAIN SAFETY

The attainment of an optimum level of safety assumes that three basic conditions are met and that everything possible is done to achieve or maintain the conditions (Maurice *et al.,* 1997; Québec WHO Collaborating Centre for Safety Promotion and Injury Prevention, 1998). The conditions are the prevention and control of injuries and other consequences or harm caused by accidents, respect for the values of individuals as well as their physical, material and psychological integrity, and a climate of social cohesion, peace and equity between groups that protects human rights and freedoms. These conditions can be guaranteed through initiatives aimed at the physical, social, technological, political, economic and organizational environment, and behaviour.

The **prevention and control of injuries and other consequences or harm caused by accidents** refers to the presence of environments and behaviour aimed at preventing injuries through traffic accidents, falls, drowning, fires, and so on.

The **respect of the values of individuals as well as their physical, material and psychological integrity** refers to the harmonious, non-violent coexistence of community residents, which ensures that no resident will be physically attacked by one or more individuals, e.g. assault or sexual assault, or by himself, e.g. suicide or attempted suicide, or attacked morally, e.g. harassment or hateful remarks. Respect for the individual's material integrity enables the individual to enjoy his property without the risk of having it stolen or vandalized.

Three conditions must be met to ensure security

❋ *Prevention and control of injuries*
❋ *Respect for physical, material and psychological integrity*
❋ *A climate of social cohesion, peace and equity that protects human rights and freedoms*

A **climate of social cohesion, peace and equity that protects human rights and freedoms** refers to a just society and the harmonious, non-violent coexistence of different groups in the community. This situation ensures a society that is free of violent confrontation through rioting or gang wars involving groups of different ethnic origin, age, sex, religion and socio-economic standing, without violating rights and freedoms.

To conclude, the proposed definition of safety covers all of the problems facing a municipality and the main sectors or services concerned. Moreover, it makes it possible to simultaneously consider real threats and the feeling of safety of residents.

2.   THE MUNICIPALITY, A KEY AGENT AND AN ESSENTIAL PARTNER

POWERS AND ROLE OF THE MUNICIPALITY

A general legal framework comprising an array of statutes and regulations governs the municipalities. The elected representatives who make up the municipal council assume these powers conferred by the National Assembly.

Legal framework defining municipal powers in the realm of safety

- A-19.1   Act respecting land use planning and development*
- B-4   Cultural Property Act
- C-12   Charter of Human Rights and Freedoms
- C-19   Cities and Towns Act*
- C-24.2   Highway Safety Code
- C-27.1   Municipal Code of Québec*
- C-37.1   Act respecting the Communauté urbaine de l'Outaouais*
- C-37.2   Act respecting the Communauté urbaine de Montréal*
- C-37.3   Act respecting the Communauté urbaine de Québec*
- E-20.1   Act to secure the handicapped in the exercise of their rights
- P-13   Police Act
- P-38.1   Act respecting the protection of persons and property in the event of disaster
- R-18   Act respecting municipal regulation of public buildings*
- Q-2   Environment Quality Act
- S-2.1   Act respecting occupational health and safety
- S-3   Public Buildings Safety Act
- S-3.1   Act respecting safety in sports
- S-4.1   Act respecting childcare centres and childcare services
- S-8   Act respecting the Société d'habitation du Québec*

*: Indicates legislation initiated by the ministère des Affaires municipales et de la Métropole.

The municipalities are obliged, in respect of the powers attributed to them, to adopt urban planning by-laws, establish a police department and maintain and enhance the local road network. This is the minimum framework for maintaining a safe life setting.

The power exercised by the municipalities affects several facets of the lives of families. The key areas of municipal jurisdiction, as defined by the legislation governing the municipalities, are the protection of property and individuals, transportation, housing, urban planning and land use planning and

development, recreation and culture, environmental hygiene, health and welfare, the environment, and support for community agencies. These fields of jurisdiction offer the municipalities the means to promote and enhance safety.

Many of the statutes that define municipal powers cover one or more components of safety (see box). The legal framework makes the municipalities key interveners in the realm of safety since it enables them to act in light of the specific needs of their residents.[14]

THE CONTRIBUTION OF KEY INTERVENERS IN THE REALM OF SAFETY

In carrying out this mission, the municipalities need the collaboration of key interveners in the municipal sector, e.g. municipal councils, municipal services and the police force, a commitment by families and a concerted effort by various partners concerned with safety-related issues.

MUNICIPAL COUNCIL

The **municipal council is in the best position to assume responsibility for enhancing safety in the municipality's territory** because it:

- represents all residents;
- has regulatory powers;
- has the legal and moral authority to influence the community;
- is responsible for managing its territory;
- has a comprehensive perspective of the quality of life of families residing in its territory.

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[14] In a report published in 1993 entitled *Pour un Québec plus sécuritaire : partenaires en prévention*, the authors emphasized the importance for the ministère de la Sécurité publique to foster commitment on the part of the municipalities in order to make them key partners and the leading interveners in respect of safety in their territories.

In order to ensure safety[15] in its territory, the municipal council must coordinate the planning, elaboration, implementation and evaluation of measures aimed at enhancing and maintaining public safety. This process means that the municipality must assume leadership in the realm of safety, assemble all of the partners concerned, and develop or maintain cooperation among the partners.

> ***Proposed role of the municipal council in respect of safety***
>
> *Ensure the enhancement of safety in its territory by:*
> - *assuming leadership;*
> - *assembling the partners concerned;*
> - *fostering cooperation among the partners.*

The municipal council's **leadership** in respect of safety must be clearly confirmed and made known to all residents. The municipal council must act as a **unifier** in order to foster the pooling of resources. To this end, the municipal council must:

- **encourage the consultation** of residents in order to gear the choice of strategies to needs;
- **develop or maintain cooperation** between various municipal services and all of the private, public or community agencies that share the same concerns for safety, and with individual residents, who are the most directly concerned as members of a family;
- **initiate or participate in partnerships** in order to pursue common objectives.

> **To conclude,** by exercising such leadership, the municipal council will foster the emergence of a feeling of community solidarity and commitment. Moreover, it will avoid overlapping services and initiatives. The municipal council can also rely on community officials in this respect.

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[15] See the definition of safety on page 14.

MUNICIPAL SERVICES

Given their central position among municipal officers, it is important for the director general and the secretary-treasurer to be involved in safety, as they serve as intermediaries between politicians and the administration, and between various municipal services. **They must emphasize a concern for safety when formulating policies and by-laws, implementing the planning program and organizing various activities in respect of the entire range of municipal services.**

> **Key interveners in the realm of safety enhancement**
>
> ❊ Municipal council
> ❊ Municipal or intermunicipal services:
>   - police
>   - fire protection
>   - engineering
>   - housing
>   - land use planning and urban planning
>   - public works
>   - roads and transportation
>   - the environment
>   - recreation and culture, and
>   - communications
> ❊ Residents and their families
> ❊ Community agencies
> ❊ Local community service centres (CLSCs)
> ❊ School boards
> ❊ Regional health and social services boards
> ❊ Government departments and agencies
> ❊ Sûreté du Québec
> ❊ Business community

All municipal and intermunicipal services must contribute to the enhancement of public safety. Depending on the size of the municipality, police, as the case may be,[16] fire protection, engineering, housing, land use planning and urban planning, public works, roads and transportation, the environment, recreation and culture and communications services may be asked to play a role in the realm of safety.

For example, when it analyses the physical characteristics of the territory, the urban planning service may take into account specific problems that residents encounter in everyday travel in order to reorganize infrastructure, e.g. avoid the isolation of certain routes, or to overcome shortcomings, e.g. improve lighting. In a neighbourhood with a high proportion of elderly residents, the engineering service may install warning lights at intersections indicating the number of seconds remaining to safely cross the street. The municipal communications service may, by means of circulars or a local newspaper, disseminate information on various safety-related themes, such as moving house safely or a safe attitude to adopt toward itinerant peddlers.

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[16]   Municipal police services may be provided directly by the municipality, by an intermunicipal police board, by the Sûreté du Québec, and so on.

POLICE SERVICES

Police services play an important role in developing safe life settings as they are primarily responsible for enforcing legislation and regulations. Moreover, the police are called upon to maintain peace, order and public safety in a municipality. They are often the first to respond in emergencies such as traffic accidents, violent incidents or the delivery of first aid since it is their duty to respond within a reasonable time to requests for assistance from residents. They must also conduct investigations and ensure the implementation of local crime prevention measures and programs.

Community-based policing is a fairly new concept and refers to a service delivery model centred on:

- customer service (the police force consults the community in order to provide service geared to its needs and requirements);
- a partnership with all interveners concerned with safety;
- the strategic analysis of problem-solving, which makes possible, in collaboration with partners, the concerted search for durable solutions to threats to public safety;

- the adoption of measures aimed at enhancing the quality of the life setting and preventing safety problems by dealing with their true causes.

This type of involvement of the police in urban safety[17] **makes the police more receptive to the needs of residents, partners and elected municipal representatives. It also makes it possible to deal with problems at the source and share with the public responsibility for developing a safe life setting.**

INDIVIDUAL RESIDENTS AND FAMILIES

> *SAFETY IS...*
>
> *...a RIGHT for families*
> *...ADDED VALUE for the*
> *municipalities*

Individual residents young and old alike and representatives of families are essential partners because they are concerned, first and foremost, with safety in the municipality. They play a valuable role in pinpointing and understanding safety problems and in seeking solutions to such problems that are adapted to their needs. They are a vital source of information for the municipal government when the latter assesses the feeling of safety of residents and families.

Furthermore, **individual residents and the representatives of families are responsible for participating in municipal affairs, promoting among elected officials their values and ensuring that the municipal administration makes safety a priority.**[18]

This participatory approach can be achieved through neighbourhood or citizen-action committees. It allows for the adoption of more relevant, effective measures in addition to developing a feeling of belonging.

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[17]   Urban safety as contemplated on page 14.
[18]   One of the guiding principles of the legislative reform pertaining to the municipalities focuses on public involvement in municipal affairs.

EXTERNAL PARTNERS

The enhancement of the safety of families also depends on the participation of a number of community agencies and institutions, whose roles and responsibilities are separate from those of the municipal council but nonetheless complement them. Such agencies can support the municipal council from the standpoint of safety.

Community agencies

Community agencies seek to support the individuals who resort to their services. Through their intervention, they help to mobilize the community and ensure its participation in achieving social change.

Community agencies deal with varied clienteles, e.g. families, young and older people, the cultural communities and aboriginal peoples, alcoholics and drug addicts, disadvantaged people, the disabled, women who are the victims of conjugal violence, and violent men. Community agencies operate a variety of services such as mutual aid groups, shelters or family homes, housing cooperatives and soup kitchens.

Some agencies such as "Aux portes des cités sûres" or the Block Parent Program are dedicated specifically to safety. Similarly, residents can establish voluntary sectoral associations, e.g. in the form of a neighbourhood watch committee, in order to collectively assume responsibility for the problems they are facing in their neighbourhood.

Groups that have the potential to provide assistance or mutual assistance, such as charities (social clubs), can also adopt measures that foster active participation by community residents in initiatives aimed at enhancing the quality of life in the community.

Given the varied clientele that they serve and their approach in the community, community groups also have a key role to play in safety in the municipality. **Cooperation with community agencies or the grouping of such agencies will avoid overlapping between municipal and community initiatives.** Most of the municipalities already acknowledge the importance of these groups and a number of them have already

adopted a policy to recognize and assist such agencies, e.g. by supporting them financially, administratively, technically or professionally.

Local community service centres (CLSCs)

The CLSCs provide common front-line preventive, curative and rehabilitation health and social services and social integration services.

The CLSCs are thoroughly familiar with the communities they serve and are well aware of the perception among residents of their real safety and their feeling of safety. They make an important contribution in respect of various components of safety including, among other things, violence, delinquency, drug addiction and suicide.

The CLSCs are valuable collaborators, in light of:

- **the wealth of information they possess on various problems;**
- **the support they can offer the municipalities by sharing this information;**
- **their experience in certain community advisory bodies (including the organization of certain initiatives).**

Regional health and social services boards

Under their mandate, the regional health and social services boards inform the public about priority health problems, their causes, risk groups and the most effective means of preventing or controlling the problems. The regional boards fulfil this mandate through public health initiatives.

From the standpoint of public health, safety is deemed to be essential to the health enhancement of the population. **Consequently, the public health branches of the regional health and social services boards are important partners that can help the municipalities pinpoint local safety problems and the most effective solutions to such problems. They can provide expertise in respect of safety-related problems and support in the planning and evaluation of municipal initiatives.**

Moreover, the regional boards are responsible for organizing emergency health measures in their territories, which makes them an ideal partner of the municipalities, which are responsible for planning and organizing emergency measures in the event of catastrophes and major events.

Government departments and agencies

Most government departments and agencies may be called upon to collaborate with the municipalities in order to enhance the safety of individuals and families living in their territories.

All of the departments and agencies have expertise and information that can be profitably used in a safety enhancement strategy.

School boards and educational institutions

School boards and educational institutions are key interveners from the standpoint of information, awareness and prevention among young people at all levels of the education system. The school is a life setting that must foster learning about safety and must, in itself, be safe. It is in the municipality's interest to work with school board members, the members of school councils,[19] school staff and the parents of students.

The business community

Cooperation also concerns the business community, in addition to public and community interveners. **Private companies and local chambers of commerce can participate or intensify their participation in community development and support through sponsorship (cash or services) of various initiatives** such as the revitalization of city centres, the organization of safety clinics or other measures aimed at counteracting the deterioration of the life setting.

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[19] School councils assemble parents, teachers, support staff, representatives of community groups, education professionals, the school principal and students. Each public school may establish an advisory committee drawn from all of the parents of children attending the school.

To conclude, the main challenge facing municipalities wishing to enhance the safety of families and individuals is to exercise leadership in order to channel the energies of all partners in respect of a common objective. In this way, safety enhancement can be the focal point of a network of partners (Figure 1).

Figure 1
Schematic diagram of the network of partners dedicated
to safety enhancement

```
                        ┌──────────────────────┐
                        │     MUNICIPALITY     │
                        └──────────────────────┘
                                   │
                                   ▼
                            ┌──────────┐
                            │  SAFETY  │
                            └──────────┘
    ┌─────────────────────────┐      ┌─────────────────────────┐
    │ INDIVIDUALS AND FAMILIES │      │    EXTERNAL PARTNERS     │
    └─────────────────────────┘      └─────────────────────────┘
```
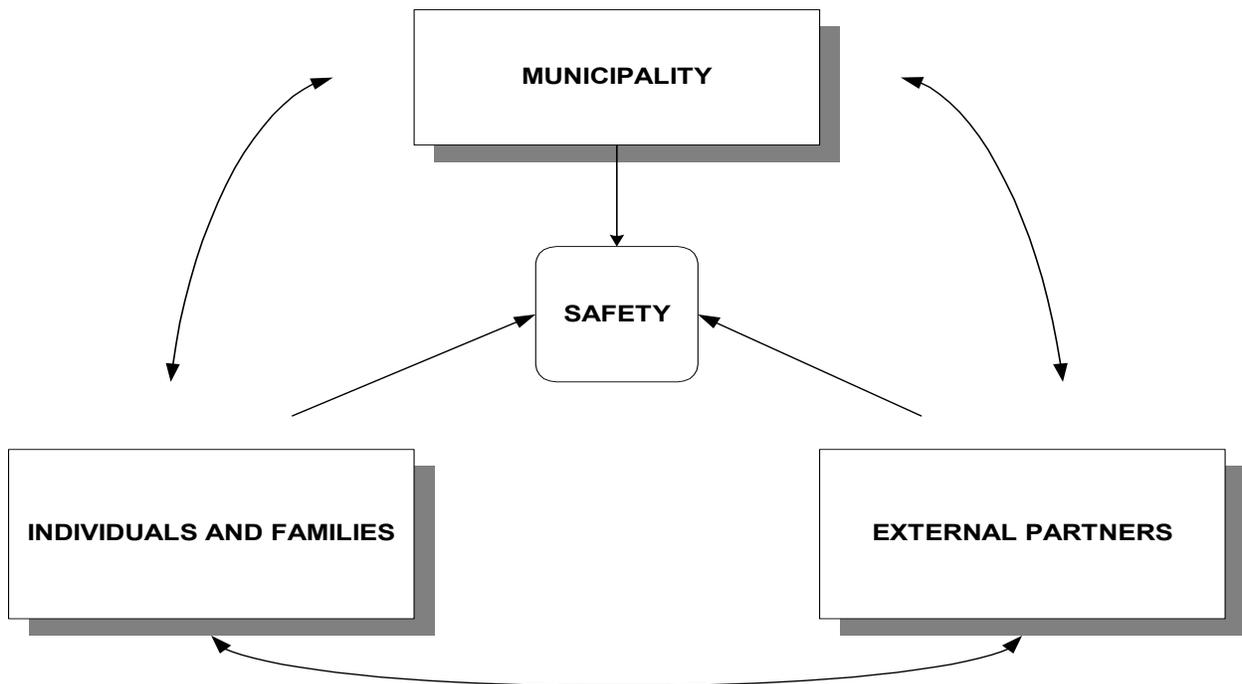
3.   ENHANCING SAFETY IN A MUNICIPALITY

As we noted earlier, the municipality and the municipal council occupy an ideal position to exercise leadership in the realm of safety enhancement. To this end, a five-step process (see Figure 2) is outlined below.

STEP 1: **Make a clear commitment** to the safety of individuals and families.

STEP 2: **Appoint a municipal councillor** to be in charge of the safety issues.

STEP 3: **Establish a safety enhancement committee**.

STEP 4: **Elaborate and implement a safety enhancement action plan**.

STEP 5: **Evaluate various initiatives.**

The process is sufficiently flexible to apply to all municipalities big and small, urban, semi-urban and rural. Furthermore, depending on the size of the municipality, the process may suit a neighbourhood, a city block or a group of municipalities. The approach is drawn from published sources and current practice in certain municipalities,[20] although it is noteworthy from the standpoint of its application to the issue of safety,[21] from the diagnostic stage to the implementation of safety enhancement strategies. It also takes into account the definition of safety presented earlier, its objective (the facts) and subjective (the feeling of safety) components, and the basic conditions needed to attain an optimum level of safety (see pages 15-18). This approach also reflects the role played by the municipalities in enhancing safety and relies on participation by the public and cooperation among partners.

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[20]   See works such as *L'obsession du citoyen* or *Les municipalités et les familles* in the annotated bibliography.

[21]   See the definition of safety on pages 14 and 15.

Figure 2

SAFETY ENHANCEMENT PROCESS CHECKLIST*

| 1 | **MAKE A CLEAR COMMITTEST TO SAFETY** |

| 5 | **EVALUATE...** |

| 2 | **APPOINT A MUNICIPAL COUNCILLOR** |

... THE OVERALL MOBILIZATION PROCESS

| 3 | **ESTABLISH A COMMITTEE** |

| 4 | **ELABORATE AN ACTION PLAN** |

...THE ACTION PLAN

| 4.1 | **CONDUCT A SAFETY DIAGNOSIS** |

| 4.2 | **PINPOINT MEASURES** |

| 4.3 | **IMPLEMENT THE SOLUTIONS ADOPTED** |

... THE INITIATIVES CARRIED OUT

SAFETY ENHANCEMENT

... THE RESULTS
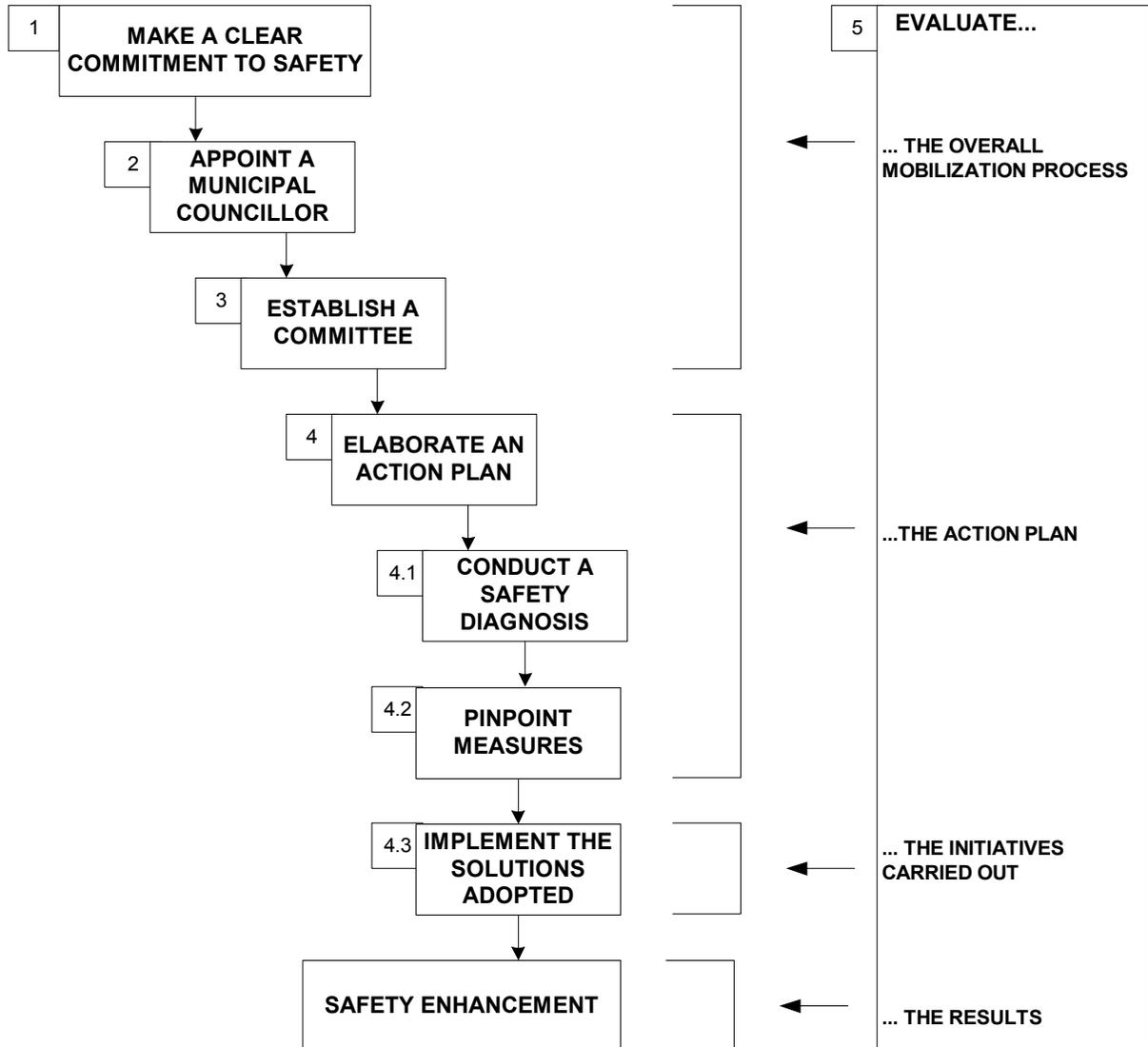
*   The safety enhancement process is summarized at the end of this chapter.

While evaluation is presented as the fifth stage in the process, this is not to suggest that it is only relevant at the conclusion of the planning and development of a safety enhancement strategy. **To the contrary, it is at the outset of the safety enhancement process that details of the evaluation must be clarified** (see page 48).

STEP 1: MAKE A CLEAR COMMITMENT TO THE SAFETY OF INDIVIDUALS AND FAMILIES

The first step in the process consists in making a clear commitment to the safety of individuals and families,[22] which is essential since municipal officials must support the process and attendant measures. Such a commitment should stipulate the municipality's objectives concerning safety, that is, to:

- foster the development of a safe life setting;
- bolster the feeling of safety among families;
- broaden public involvement in the realm of safety;
- broaden participation by partners;
- facilitate the decompartmentalization of municipal services with a view to enhancing the safety of individuals and families.

To this end, the municipal council must:

☞ *CONFIRM THE COMMITMENT...*
... officially by means of a resolution, by-law or policy statement, thus committing the municipality to making safety a value to be shared with residents. Moreover, the commitment implies a promise of support for residents and partners in seeking to assume responsibility for the safety of families (Appendix 2);

☞ *DEFINE GENERAL POLICY DIRECTIONS PERTAINING TO SAFETY...*
... in light of the powers attributed to it and the specific fields of intervention that it emphasizes, e.g. safety in public places, the home, and on the road network;

---

[22] The process overall and the steps that it encompasses can be included in a procedural code, directive or municipal policy.

☞ *HEIGHTEN AWARENESS AMONG MUNICIPAL OFFICERS...*

...of the importance the municipality attaches to safety and the role of municipal officers in fulfilling this commitment. If need be, awareness can be heightened by means of safety training programs;

**SAFETY
ENHANCEMENT PROCESS**

*STEP 1: MAKE A CLEAR COMMITMENT
TO THE SAFETY OF
INDIVIDUALS AND FAMILIES*

N.B.:

The municipal council must:

❋ *CONFIRM THE COMMITMENT*
❋ *DEFINE GENERAL POLICY DIRECTIONS PERTAINING TO SAFETY*
❋ *HEIGHTEN AWARENESS AMONG MUNICIPAL OFFICERS*
❋ *DISSEMINATE A CLEAR MESSAGE*

Step 2: Appoint a municipal councillor to be in charge of safety issues
Step 3: Establish a safety enhancement committee
Step 4: Elaborate and implement a safety enhancement action plan
Step 5: Evaluate various initiatives

☞ *DISSEMINATE A CLEAR MESSAGE...*

...to residents, municipal officers and all partners. For the municipal council, this affords an opportunity to:

- indicate its guidelines governing the safety of families in the municipality;
- convince various interveners of the advantages of enhancing safety;
- ensure residents and partners of its

support for all safety-related initiatives.

***Table 3 on page 51 (Step 1)
presents the evaluation questions that
you should be able to answer after completing
this first step.***

STEP 2: APPOINT A MUNICIPAL COUNCILLOR TO BE IN CHARGE OF THE SAFETY ISSUES

In order to put into practice its commitment to safety, the municipal council must appoint a municipal councillor to be in charge of the safety issues.

> **SAFETY ENCHANCEMENT PROCESS**
>
> *Step 1: Make a clear commitment to the safety of individuals and families*
>
> **STEP 2: APPOINT A MUNICIPAL COUNCILLOR TO BE IN CHARGE OF SAFETY**
>
> **N.B.:**
>
> *The municipal councillor in charge of the safety issues must:*
>
> ❋ *HAVE A CLEAR MANDATE AND OBTAIN ADMINISTRATIVE SUPPORT*
> ❋ *INITIATE THE MOBILIZATION PROCESS*
> ❋ *FOSTER COLLABORATION AMONG PARTNERS*
>
> *Step 3: Establish a safety enhancement committee*
> *Step 4: Elaborate and implement a safety enhancement action plan*
> *Step 5: Evaluate various initiatives*

☞ *MANDATE*

The **mandate** of the municipal councillor in charge of the safety issues will reflect the general guidelines established by the municipal council in its commitment (see page 30).

☞ *KEY DUTIES*

The **key duties** of the municipal councillor in charge of the safety issues are to:

- ensure the establishment of a safety enhancement committee;
- obtain administrative support in carrying out his responsibilities;
- ensure synergy between the municipal council, municipal services, residents and partners in order to foster cooperation in respect of safety;
- regularly inform the municipal council of safety-related issues;
- ensure that the public is informed of all safety-related issues.

In this way, the public could develop a positive attitude to safety.

✌ *ADMINISTRATIVE SUPPORT*

Depending on the size of and conditions prevailing in the municipality, administrative support can be provided by a member of the administration or a community representative who supports the municipal councillor in charge of the safety issues. This individual must be:

- empowered to make decisions and allocate resources;
- recognized by existing authorities;
- be credible among his colleagues, the public and various partners;
- recognized by the community for his leadership and knowledge;
- supported by municipal authorities and key partners.

Both the municipal councillor in charge of the safety issues and the administrative official must maintain close contacts with municipal politicians and administrators.

> *Table 3 on page 51 (Step 2)*
> *presents the evaluation questions that*
> *you should be able to answer after completing*
> *this second step.*

STEP 3: ESTABLISH A SAFETY ENHANCEMENT COMMITTEE

✌ *ESTABLISHMENT OF A COMMITTEE*

A committee is essential to successfully carry out the safety enhancement process. The municipal council may decide to rely on one or more existing committees, e.g. the public safety committee or the family committee, in which the municipal councillor in charge of the safety issues will participate. Otherwise, the municipal councillor in charge of the safety issues and the administrative official must draw up a list of potential members to sit on a safety enhancement committee.

☞ *COMPOSITION OF THE COMMITTEE*

The committee must be small enough to function smoothly and big enough to properly represent all concerned parties. It should represent various municipal services, residents and partners, e.g. community groups, institutions, and the business community. The membership of statutory or temporary members can be geared to the circumstances.

The municipal council must approve the composition of the committee, whether it is an existing or a new committee.

Committee members should:

- have relevant experience;
- be clearly interested in safety;
- have sufficient leeway to act;
- be able to work on a team;
- be available to participate in the committee's deliberations;
- be attuned to the needs of the life settings and sectors that they represent.

SAFETY ENHANCEMENT PROCESS

Step 1: Make a clear commitment to the safety of individuals and families
Step 2: Appoint a municipal councillor to be in charge of safety issues

STEP 3: ESTABLISH A SAFETY ENHANCEMENT COMMITTEE

N.B.:

The committee is responsible for:

❋ *MOBILIZING THE RELEVANT PARTNERS*
❋ *POOLING INFORMATION*
❋ *ENSURING THE cohesiveness of the objectives pursued*
❋ *ELABORATING and implementing an ACTION plan*
❋ *PROVIDING ADVICE AND GUIDING THE COUNCil's decisions.*

Step 4: Elaborate and implement a safety enhancement action plan
Step 5: Evaluate various initiatives

☞ *ROLE OF THE COMMITTEE*

The committee is responsible for:

- mobilizing the relevant partners, e.g. services, residents and community agencies, involved in safety;
- pooling information among the partners;
- ensuring the cohesiveness of the objectives pursued by each partner;
- elaborating and overseeing the implementation of a safety enhancement action plan and setting up, if need be, task forces in this respect;
- providing advice and guiding the municipal council's decisions with respect to safety.

To this end, the committee must first:

- establish a common perspective among its members on the nature of a safe city or neighbourhood;
- set and share concrete, measurable objectives;
- set simple, flexible operating rules;
- create a climate of openness and trust by means of the quality of its deliberations, by acknowledging the diversity of interests represented by the committee, and by avoiding the creation of unreasonable expectations among partners and residents; and
- take into account each community's specific culture.

☞ *RESPONSIBILITIES OF COMMITTEE MEMBERS*

Committee members are responsible for:

- obtaining a clear mandate from the services and community agencies that they represent;
- heightening awareness among such services and agencies;
- conducting a comprehensive analysis of the municipality's safety problems and sharing this analysis;
- making their expertise available and ensuring its complementarity for the benefit of the committee.

> *Table 3 on page 51 (Step 3)*
> *presents the evaluation questions that*
> *you should be able to answer after completing*
> *this third step.*

STEP 4: ELABORATE AND IMPLEMENT A SAFETY ENHANCEMENT ACTION PLAN

Once guidelines and the appropriate structures have been established, the committee can elaborate an action plan that stipulates the objectives pursued, pinpoints key clienteles, describes the activities to be carried out, and determines the resources required, deadlines and the means of evaluating the plan. **An entire municipality, a neighbourhood, a park, a street or even a vulnerable clientele may be targeted.** To elaborate and implement such an action plan, it is essential to conduct a safety diagnosis, pinpoint measures and implement solutions. Each step is described below.

☞ *CONDUCT A SAFETY DIAGNOSIS*

A diagnosis is a systematic research method intended to take stock of a situation. From the standpoint of safety enhancement, the safety diagnosis consists in:

- measuring, by means of established indicators, the community's characteristics in order to ascertain safety;
- specifying the needs and concerns of families bearing in mind factors such as sex, age, cultural community, socio-economic standing, and so on;
- reviewing the problems to be remedied and their causes; and
- inventorying possible solutions in order to remedy the problems pinpointed.

In order to conduct a safety diagnosis, it is first necessary to collect and analyse the relevant information, then confirm the safety diagnosis. Each of these operations is examined below.

SAFETY ENHANCEMENT PROCESS
Step 1: Make a clear commitment to the safety of individuals and families *Step 2: Appoint a municipal councillor to be in charge of the safety issues* *Step 3: Establish a safety enhancement committee*

STEP 4: ELABORATE AND IMPLEMENT A SAFETY ENHANCEMENT ACTION PLAN
 	
N.B.:
 	
Key steps:
 	
❊ *CONDUCT A SAFETY DIAGNOSIS*
  - *COLLECT AND ANALYSE INFORMATION*
  - *CONFIRM THE DIAGNOSIS*
❊ *PINPOINT THE MEASURES TO BE IMPLEMENTED*
  - *ESTABLISH PRIORITIES*
  - *SET CONCRETE, MEASURABLE OBJECTIVES*
  - *PINPOINT THE MEASURES*
  - *OBTAIN PUBLIC APPROVAL OF THE ACTION PLAN*
❊ *IMPLEMENT THE SOLUTIONS ADOPTED*
  - *CONSIDER STRATEGIC FACTORS*
  - *CONSIDER TECHNICAL FACTORS*

Step 5: Evaluate various initiatives

- COLLECT AND ANALYSE INFORMATION

Information collected in respect of the safety diagnosis focuses both on the nature and the number of safety problems observed (the number of complaints respecting assault, breaking and entering cases, and the impression among residents that crime is rising), the pinpointing of causes (outmoded electrical systems, impaired driving, and the fear of being attacked at night), and drawing up a list of possible solutions to ensure public safety (fire prevention through building inspections, and an effective emergency-measures plan to deal with catastrophes).

It should be emphasized that, while the identification of causes may seem complex, the committee will be encouraged to rely from time to time on professionals with the appropriate expertise working in fields such as urban planning, criminology and community development. Data collection is intended to document the real level of safety of residents and their families and their feeling of safety.

Information can be collected in various forms and ways. Objective, measurable data such as counts, averages, percentages, and accident statistics can be obtained directly from bodies likely to gather such information (the quantitative method). In this way, it is possible to quantify how many pedestrians have been involved in traffic accidents at a given intersection, count the number of homes equipped with smoke detectors, ascertain what proportion of residents live alone in a given neighbourhood, or establish the rate of crime against persons in a municipality.

It is also possible to collect information needed to conduct the safety diagnosis by seeking qualitative information such as the judgment and opinions of the families and individuals concerned and detailed observations on activities, events or interaction. Such information can be obtained through surveys, coffee klatches, public hearings, documentation, observations, studies, and so on. In this way, it is possible to ascertain the level of comfort and fear of residents in light of various situations arising in urban areas, their feeling of safety, values, needs with respect to safety, and so on.

The advantage of these two approaches is that they are complementary and allow for the documentation of the two components of safety, i.e. the objective component (the facts) and the more subjective component (feelings and opinions).

A grid may be used to organize and summarize the information collected, i.e. **a diagnostic tool adapted to the comprehensive safety approach** presented in this guide (Table 1).

The grid can be adapted to any life setting, such as a neighbourhood, school, park, municipality or group of municipalities. Furthermore, the grid allows the user to consider both the objective and subjective components of safety (real safety and a feeling of safety).

Table 1

SAFETY DIAGNOSIS GRID FOR A
GIVEN LIFE SETTING

	Control over the risk of injury	*Respect for the physical, material and moral integrity of individuals*	*Climate of cohesiveness, social peace and fairness protecting rights and freedoms*
Document problems			
Pinpoint the causes			
List possible solutions			

The grid comprises two axes. The horizontal sections pertain to the three types of information to be collected, i.e. the **documentation** (nature and number) **of problems, the identification of causes,** and **a list of possible solutions**.

The vertical columns refer to the conditions that are necessary to attain an optimum level of safety, i.e. **control over the risk of injury, respect for the physical, material and moral integrity of individuals**, and the presence of a **climate of cohesiveness, social peace and fairness protecting rights and freedoms**. It should be noted that these factors refer to the conditions indicated in section 1 (pages 16 and 17).

Table 2 presents the same grid applied to a safety diagnosis of a park. Although it is incomplete, this example is intended to illustrate the information that can be collected and the links that can be established between different grid cells.

The problems found in the park examined in the safety diagnosis are apparent at a glance. Specifically:

- the number of traffic accidents, attributable to heavy traffic around the park;
- the number of injuries in play areas stemming from substandard equipment;
- the number of elderly people who fall when walking on cracked sidewalks;
- the feeling of insecurity among users because of poorly lit areas and the presence in the park of gangs;
- more widespread incivility, skirmishes between rival gangs, and extensive graffiti, apparently attributable to certain individuals;

are all problems that should be remedied in order to create the conditions necessary to ensure public safety.

The perspective revealed by an analysis of the information collected makes it possible to contemplate equally comprehensive solutions to the problems encountered. In the example given, one possible solution might be to increase use of the park by a variety of users, regardless of age, sex and cultural community. Implementing an array of measures such as bringing playground equipment up to standard, improving park lighting, repairing the sidewalks, setting up an area for creative activities and the organization of activities in the park would not only lead to a reduction in the number of injuries but could also help overcome the feeling of insecurity and draw more users to the park.

Table 2

USE OF THE GRID TO DIAGNOSE
SAFETY IN A PARK

	Control over the risk of injury	*Respect for the physical, material and moral integrity of individuals*	*Climate of cohesiveness, social peace and fairness protecting rights and freedoms*
Document problems	• Increase in the number of injuries in play areas since new equipment has been installed • Child pedestrians injured in three traffic accidents near the park • Numerous falls among the elderly walking along park paths	• More numerous complaints concerning assault • A number of residents complain that they are afraid to walk at night in the park	• Extensive graffiti on park infrastructure • Three skirmishes between rival gangs of youths • More widespread vandalism of monuments and sculptures in the park
Pinpoint the causes	• Much of the playground equipment is substandard • Heavy traffic near the park • Park sidewalks are cracked	• Areas along park trails are poorly lit	• Gangs use the park • Lack of activities and creative areas for young people
List possible solutions	• Bring equipment up to standard • Limit speed near the park • Repair park sidewalks	• Set up a lighting system maintenance program • Organize activities in the park	• Reserve an area in the park and elsewhere in the city where young people can engage in creative activities • Liven up the park • Assign street workers to the park

Moreover, depending on the size of the municipality, the safety diagnosis may focus on a neighbourhood or block or a particular segment of the population. In this instance, the municipality can assemble a series of specific diagnoses in order to take stock of safety in its territory. When the diagnosis is conducted, officials must be realistic and take into account the accessibility and relevance of data and the resources available for data collection.

Why use the safety diagnosis grid?

The grid is useful because it...

❋ *...is applicable to all life settings;*
❋ *...makes it possible to consider all components of safety;*
❋ *...takes into account real safety and the feeling of safety;*
❋ *...makes possible a summary of observations;*
❋ *...makes it possible to more readily establish associations;*
❋ *...can be used to conduct a safety diagnosis and take stock of the situation.*

Mention should be made of other tools that can be used to carry out a partial safety diagnosis (Appendix 1 examines a number of them).

To conclude, this grid makes it possible to pinpoint the main safety problems and their causes and to obtain a comprehensive overview of safety. It is then possible to choose solutions in light of all of the problems noted, bearing in mind links between such problems. The grid can also be used for evaluation purposes in order to ascertain whether the measures adopted have genuinely contributed to controlling the problems initially identified.

- CONFIRM THE DIAGNOSIS

The diagnosis provides a preliminary portrait of safety in the life setting, one that must be confirmed by committee members and certain local leaders. The comments collected must be analysed and incorporated into the diagnosis, which will be the subject of a report. The report will underpin the next step, which is the selection of measures.

☞ *PINPOINT THE MEASURES TO BE IMPLEMENTED*

This process focuses specifically on:

- establishing priorities in light of the diagnosis conducted;
- setting concrete, measurable objectives;
- pinpointing the measures;
- obtaining public approval of the action plan.

- ESTABLISH PRIORITIES

The committee must establish priorities for intervention in light of the safety diagnosis. It may do so according to the problems pinpointed, their frequency and the seriousness of their consequences, e.g. human and social costs, deterioration of the life setting, and so on.

Depending on the problems pinpointed, vulnerable populations will vary, e.g. child or elderly pedestrians, women in a neighbourhood subject to a wave of sexual assault, or families living in a neighbourhood with inadequate public infrastructure.

The committee must seek a consensus respecting priorities. To this end, there are several ways to determine priorities.[23]

- SET CONCRETE, MEASURABLE OBJECTIVES

Once priorities have been established, the committee must set its objectives. A clearly formulated objective must include the concrete, measurable result anticipated and a timetable, along with the target population and intervention zone, e.g. establish by 2002 a program to inspect buildings over 20 years old in the municipality; or reduce by 20% by 2001 the number of burglaries in commercial establishments in the downtown area.

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[23]   See Pineault and Daveluy, 1986, pp. 226-246 and pp. 300-326.

- Pɪɴᴘᴏɪɴᴛ ᴛʜᴇ ᴍᴇᴀsᴜʀᴇs

In order to pinpoint the measures to be adopted, it is important to bear in mind that a problem usually has several causes and that each cause must be tackled if the situation is to be improved. The committee will take stock of what has already been done and what could be done to remedy each of the problems pinpointed during the safety diagnosis. In the example of the park (Table 2), the committee could involve young park users who, instead of being told that they pose a safety problem, could assume responsibility for the changes to be introduced.

Two key criteria must guide committee members when they adopt measures, i.e. effectiveness and feasibility. Emphasis must be placed on effective intervention, which, "following evaluation, has proven to be suited to controlling problems or satisfying a need" [ᴏᴜʀ ᴛʀᴀɴsʟᴀᴛɪᴏɴ] (Pineault and Daveluy, 1986, p. 279). Legal, political, economic, organizational, sociocultural and ethical issues must be considered to ascertain a measure's feasibility (see box on page 47). The action plan comprises the entire array of initiatives adopted.

- Oʙᴛᴀɪɴ ᴘᴜʙʟɪᴄ ᴀᴘᴘʀᴏᴠᴀʟ ᴏғ ᴛʜᴇ ᴀᴄᴛɪᴏɴ ᴘʟᴀɴ

The committee must obtain public approval of the action plan and can rely on several means to reach residents and potential partners. Mention should be made of council meetings, the municipal newsletter, an article in a local weekly newspaper, and so on. If need be, the council will then approve the plan, with modifications, as the case may be. Once it has been approved and adopted, the action plan aimed at enhancing safety may be subject to an advertising campaign in the community.

☞ *Iᴍᴘʟᴇᴍᴇɴᴛ ᴛʜᴇ sᴏʟᴜᴛɪᴏɴs ᴀᴅᴏᴘᴛᴇᴅ*

While the safety enhancement committee will coordinate the implementation of the solutions adopted, this process will involve, depending on the issue, municipal services, family or neighbourhood committees, community agencies, and institutional and private-sector partners.

It is generally recognized that two types of factors should be considered when solutions are implemented, i.e. strategic and technical factors (Pineault and Daveluy, 1986).

- STRATEGIC FACTORS

Strategic factors refer to factors that the committee will have to bear in mind to create conditions suited to change and the implementation of the action plan. To this end, the committee must:

- identify individuals and interest groups and ascertain their positions concerning the situation to be remedied (such individuals and groups can affect the implementation of the plan);
- pinpoint the organizational factors likely to facilitate or impede its implementation, e.g. resistance from certain services;

Criteria governing the choice of measures to be adopted

EFFECTIVENESS:

Has it been proven that the measure can control the problems being tackled?

FEASIBILITY:

❊ *Legal aspect:*
Does the measure comply with the relevant legislation?

❊ *Political aspect:*
How do local political authorities react to the measure?

❊ *Economic aspect:*
Do we have the means to implement this solution?

❊ *Organizational aspect:*
Is this measure compatible with the committee's mission? Does it require the long-term investment of resources? Is the necessary staff available and suited to the task?

❊ *Sociocultural aspect:*
Does this measure take into account the values, beliefs and attitudes of the community, families and individual residents? Does the public accept it?

❊ *Ethical aspect:*
Can we afford to avoid dealing with certain groups and to only deal, for example, with groups at high risk?

(Source: Pineault and Daveluy, 1986, pp. 280-281)

- pinpoint the best strategies to obtain the support of these individuals, interest groups or organizational components;
- reach agreement with the latter concerning their possible commitment to the action plan.

- TECHNICAL FACTORS

The technical factors to be considered must make it possible to:

- pinpoint joint initiatives;
- determine the sequence of measures and the relevant timetable;
- pinpoint each intervener's responsibilities in carrying out the action plan;
- determine how the work is to be performed (technical documents, protocols, necessary resources and material, schedules, and so on).

Table 3 on pages 52 and 53 (Steps 4.1, 4.2 and 4.3)
presents the evaluation questions that
you should be able to answer after completing
this fourth step.

STEP 5: EVALUATE VARIOUS INITIATIVES

To present the evaluation simply without being simplistic is a challenge in itself. The evaluation outlined below is based on seven questions. This section does not seek to make the reader an evaluation expert but is intended instead to broaden the reader's understanding and clarify the evaluation's utility in conjunction with a strategy such as safety enhancement. Numerous works focus on evaluation (see Appendix 1) and it is in the committee's interest to obtain complete information on this crucial step in any initiative. Moreover, the committee must not hesitate to call upon individuals who are experienced in the realm of evaluation to assist it in this task.

☞ QUESTION 1: WHAT IS AN EVALUATION?

An evaluation is a process, all too often neglected, that periodically informs as the need arises managers and interveners about the repercussions of their initiatives in the

community.[24] It is important to understand how a safety enhancement measure develops in order to maximize its effect. For this reason, the evaluation is essential and is an integral part of the safety enhancement process.

SAFETY ENHANCEMENT PROCESS

Step 1: Make a clear commitment to the safety of individuals and families
Step 2: Appoint a municipal councillor to be in charge of the safety issues
Step 3: Establish a safety enhancement committee
Step 4: Elaborate and implement a safety enhancement action plan

STEP 5: EVALUATE VARIOUS INITIATIVES

N.B.:

The evaluation...

❋ *...takes stock of the process, the measures carried out and the results obtained;*

❋ *...must be planned at the outset of the safety enhancement process;*

❋ *...is carried out during all of the strategic steps in the process.*

The main challenge inherent in an evaluation strategy is to provide the most accurate answers possible to the questions asked in light of time and resource constraints. To this end, it is essential that:

- the evaluation questions be precise and refer to a specific component of the action plan;
- the purpose and objectives of the evaluation be reasonable, bearing in mind existing constraints;
- the methodology selected to answer the questions be adapted to the resources available.

☞ QUESTION 2: WHAT IS THE PURPOSE OF THE EVALUATION?

The evaluation makes it possible to pass judgment on the action plan by:

- ensuring that the action plan is properly applied and adjusting it, if need be, while it is being carried out;
- verifying that activities have been carried as planned;

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[24] Beaudry and Gauthier in Gauthier, 1992.

- assessing the effect of measures from the standpoint of the objectives pursued by the action plan;
- taking stock of the progress made and the resources allocated.

If the evaluation is positive, the judgment will make it possible to highlight the measure's relevance with a view to maintaining funding of it. If, to the contrary, the evaluation is negative, it will make it possible to adjust the measures adopted.

☞ *QUESTION 3: WHEN SHOULD AN EVALUATION BE CONDUCTED?*

As noted at the beginning of the chapter, **the evaluation must be carried on during all of the strategic steps in the safety enhancement process** (see Figure 2, page 29).

During the process, it is important to bear in mind the questions that will make it possible to take stock of the situation and pass judgment on the measure. The necessary adjustments can be made, if need be, before it is too late. The implementation by the safety enhancement committee of an evaluation process is a key to success.

☞ *QUESTION 4: UNDER WHAT CONDITIONS MUST THE EVALUATION BE CONDUCTED?*

Mention should be made of the following conditions, which are essential to the evaluation and which must be met prior to and during the process:

- a consensus on and a common understanding of the evaluation, its relevance, usefulness and limitations are achieved prior to initiating the evaluation process;
- to ensure full participation, committee members are involved in all phases of the evaluation process;
- the evaluation questions are clearly identified and the committee members deem them to be relevant;
- the roles and responsibilities of the individuals conducting the evaluation are clearly defined;
- communication is good between the evaluators and committee members;
- realistic limits have been set with respect to the evaluation (quality is preferable to quantity).

☞ *QUESTION 5: WHO DOES WHAT DURING THE EVALUATION?*

One person should be responsible for coordinating the overall evaluation process. It is preferable to have someone who is not directly involved in the action plan collect relevant information on the evaluation in order to maintain the necessary objectivity.

☞ *QUESTION 6: WHAT ARE THE KEY STEPS IN THE EVALUATION?*

Without going into detail, the key steps in the evaluation consist in:

- defining the work to be carried out (a clear, quantifiable definition of the evaluation's objectives);
- defining in advance the indicators of success linked directly to the objectives set (see page 45) and their measurement (information required, sources of the information, how to find it);
- assembling the evaluation data;
- analysing and interpreting the data (lessons to be drawn, recommendations to be formulated, measures to be contemplated);
- using the results (dissemination and integration into planning).

☞ *QUESTION 7: WHAT IS BEING EVALUATED?*

As noted earlier, the evaluation can focus on various facets of a measure. Table 3 (see page 51 *et seq.*) presents the types of evaluation that the safety enhancement committee should consider, which reflect the key stages in the process that should be evaluated:

- the overall mobilization process (page 51);
- the action plan (page 52);
- the initiatives carried out (page 53);
- the results (page 54).

The various components to be evaluated in each step are presented in the form of questions, which, while they are not exhaustive, do suggest the key aspects to be considered. The latter refer to the activities described earlier in the guide.

To conclude, the evaluation is an activity whose main objective is to take stock of an initiative in order to support decision-making during and after the initiative.

Table 3: EVALUATION OF THE SAFETY ENHANCEMENT PROCESS

WHAT IS EVALU-ATED?	OBJECTIVES OF THE EVALUATION	COMPONENTS SUBJECT TO EVALUATION	SAMPLE QUESTIONS
OVERALL MOBILIZATION PROCESS	Ascertain all of the conditions that must be met prior to implementing the action plan	**Step 1** **Make a clear commitment to the safety of individuals and families**	• What factors led to this commitment (needs to be satisfied, residents' wishes, and so on)? • Has the municipal council adopted a formal resolution? • Has this commitment been communicated to the public? • Are the public, municipal officials and partners aware of this commitment? • Is safety discussed at council meetings and, if need be, by the executive committee?
		Step 2 **Appoint a municipal councillor to be in charge of the safety issues**	• Has the municipal council appointed a municipal councillor to be in charge of the safety issues? • Can the municipal councillor rely on administrative support? • Does the administrative official enjoy sufficient leeway? • Do the municipal councillor in charge of the safety issues and the administrative official maintain close contact with municipal politicians and administrators? • Do existing bodies and the community recognize them? • Are they credible?
		Step 3 **Establish a safety enhancement committee**	• Can the municipal councillor in charge of the safety issues rely on a safety enhancement committee? Does the committee comprise representatives of various municipal services and partners involved in safety? Has the municipal council approved its mandate? • Do residents participate in the committee's decisions? • Do the organizations that they represent allow committee members some degree of authority and leeway? • Have the committee members adopted a common perspective of safety? • Has the committee elaborated its operating rules? • Are all committee members encouraged to participate in meetings? • Are records kept of the meetings? • How often does the committee meet? Are a sufficient number of meetings held? • Do committee members attend meetings regularly? • What initiatives does the committee take, e.g. produce an action plan, submit recommendations to the municipal council, elaborate a project? • Does the committee occasionally take stock (once or twice a year) with the municipal council and the public of progress in its deliberations and future projects?

Table 3: EVALUATION OF THE SAFETY ENHANCEMENT PROCESS (continued)

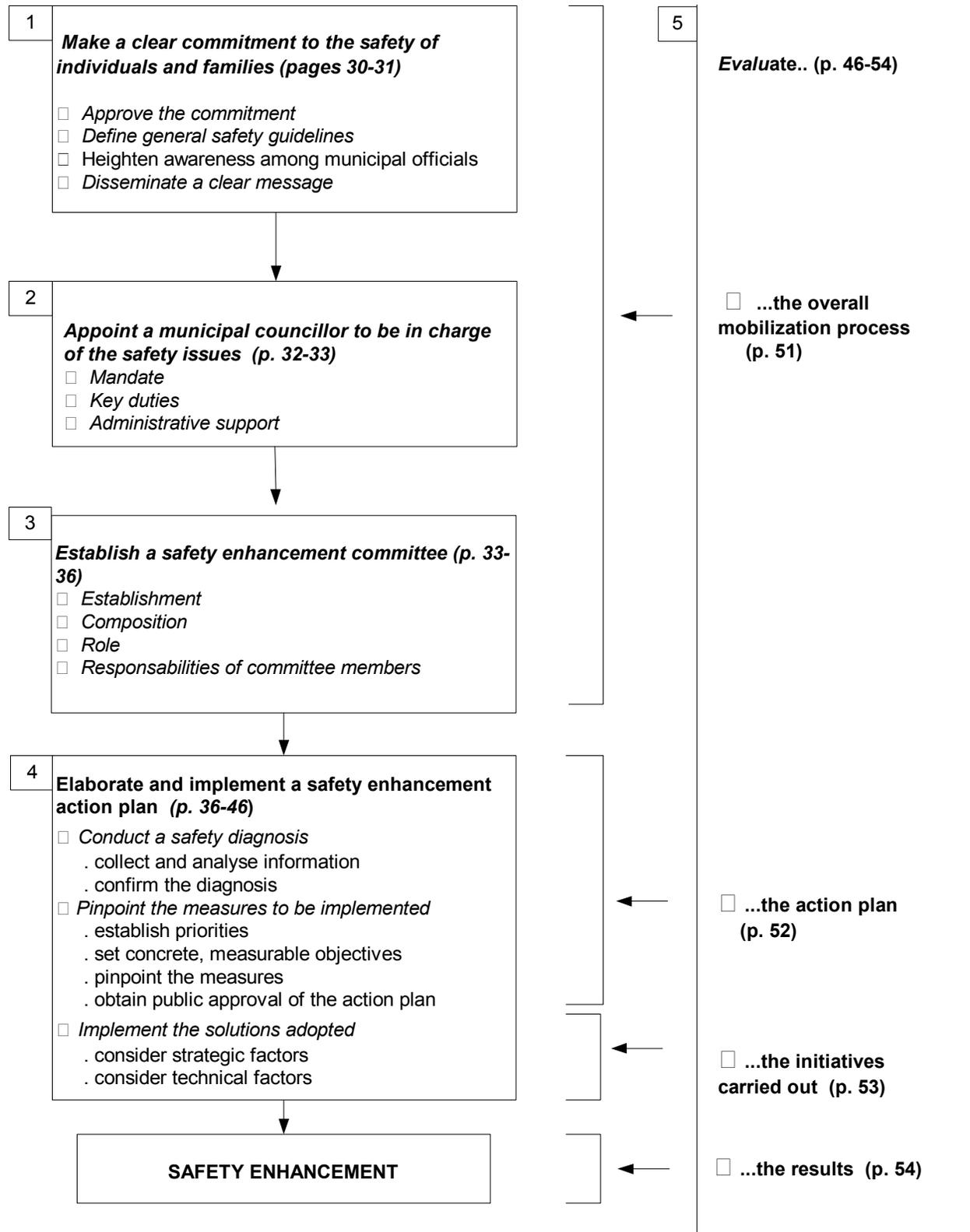| WHAT IS EVALU-ATED?	OBJECTIVES OF THE EVALUATION	COMPONENTS SUBJECT TO EVALUATION	SAMPLE QUESTIONS
ACTION PLAN	Ascertain the method of pinpointing safety issues	**Step 4.1 Establishment of a safety diagnosis**	• Was the safety diagnosis conducted rigorously? • Does the safety diagnosis focus on a factual assessment of safety and the feeling of safety of residents? • Have the objective and subjective dimensions of safety been considered? • Have committee members, the municipal council and certain local leaders approved the diagnosis? • Has a report on the state of safety been prepared? • Which professionals has the committee consulted in order to establish the safety diagnosis? • Were residents consulted when information was collected?
	Ascertain the coherence of the diagnosis conducted and the initiatives introduced	**Step 4.2 Establishment of the initiatives to be carried out**	• On what basis (frequency, seriousness, target populations) have priorities for action been established? • Do the priorities established stem from the safety diagnosis and take into account the history of the events reported, real threats and those perceived by the public, as well as an inventory of means and various conditions necessary for public safety? • Do the objectives pursued by various initiatives fully reflect priorities? • Have clear, precise objectives been presented stipulating concrete, measurable results, deadlines, the target population and the intervention zone?
	Ascertain the relevance of the initiatives undertaken from the standpoint of effectiveness and feasibility		• Have other possible initiatives been examined? • Has account been taken of the effectiveness of various initiatives, either through a study of the literature or consultations with the appropriate experts? • Has account been taken of the legal, political, economic, organizational, sociocultural and ethical feasibility of the initiatives to be carried out?
	Ascertain the support obtained from partners, residents, the municipal council and municipal services		• Has the municipal council approved the action plan? • Have the public, partners and municipal services contributed to implementing the action plan?

Table 3: EVALUATION OF THE SAFETY ENHANCEMENT PROCESS (continued)

WHAT IS EVALUATED?	OBJECTIVES OF THE EVALUATION	COMPONENTS SUBJECT TO THE EVALUATION	SAMPLE QUESTIONS
INITIATIVES CARRIED OUT	Ascertain the presence of conditions conducive to change	**Step 4.3 Strategic factors**	• Before acting, have officials have checked for resistance and sought to pinpoint the origin of such resistance? • Have the best strategies been identified to reduce or eliminate such resistance? • If need be, has agreement been reached with individuals, interest groups or organizations that have expressed resistance?
		Technical factors	• Is there a clearly defined work plan and timetable? • Have individual responsibilities been clearly defined? • Have adequate human, physical and financial resources been allocated to ensure that initiatives are carried out?
	Ascertain what has been accomplished in relation to what has been planned	**Initiatives carried out**	• Have the initiatives planned actually been carried out? • Do the initiatives reflect the objectives adopted? • Have problems arisen? If so, how have they been circumvented? • Have deadlines and cost targets been met? • What are the strengths and weaknesses of the initiatives carried out in conjunction with the action plan? • What adjustments must be made to meet the objectives?

Table 3: EVALUATION OF THE SAFETY ENHANCEMENT PROCESS (continued)

WHAT IS EVALUATED?	OBJECTIVES OF THE EVALUATION	COMPONENTS SUBJECT TO EVALUATION	SAMPLE QUESTIONS
RESULTS	Ascertain the effect of the initiatives on the safety of individuals and families	**Safety enhancement**	• What effects were sought? Were they achieved? • What changes in safety and the feeling of safety were observed in the wake of the initiatives? • To what extent were the safety enhancement objectives achieved? • What positive and negative effects did the initiatives have? • Did the initiatives engender unanticipated effects? If so, which ones? • Did the action plan prove effective in respect of the attainment of the objectives set?

Figure 3
SAFETY ENHANCEMENT PROCESS CHECKLIST

1 | ***Make a clear commitment to the safety of individuals and families (pages 30-31)***

Approve the commitment
Define general safety guidelines
Heighten awareness among municipal officials
Disseminate a clear message

↓

2 | ***Appoint a municipal councillor to be in charge of the safety issues (p. 32-33)***
Mandate
Key duties
Administrative support

↓

3 | ***Establish a safety enhancement committee (p. 33-36)***
Establishment
Composition
Role
Responsabilities of committee members

↓

4 | **Elaborate and implement a safety enhancement action plan** *(p. 36-46)*

Conduct a safety diagnosis
. collect and analyse information
. confirm the diagnosis
Pinpoint the measures to be implemented
. establish priorities
. set concrete, measurable objectives
. pinpoint the measures
. obtain public approval of the action plan

Implement the solutions adopted
. consider strategic factors
. consider technical factors

↓

SAFETY ENHANCEMENT

5 | *Evalu*ate.. (p. 46-54)

← **...the overall mobilization process (p. 51)**

← **...the action plan (p. 52)**

← **...the initiatives carried out (p. 53)**

← **...the results (p. 54)**

4. CONCRETE EXAMPLES OF THE SAFETY ENHANCEMENT PROCESS

A number of municipalities large and small have sought by various means to enhance safety. Sherbrooke, Brossard, Beauport, Lachine and Scotstown have elaborated a family policy,[26] the first step toward an integrated approach since a link is established between families' needs and concerns (including safety) and various fields in which the municipalities intervene. Organizations and programs in other municipalities focus primarily on safety, e.g. the Block Parent Program, neighbourhood watch committees, Femmes et Ville committees, Jeunesse 2000 and the Aux Portes des Cités sûres program. Other municipalities deal with safety through their participation in the Réseau québécois de Villes et Villages en santé. Each municipality pursues its own projects, which:

> [...] in very diverse ways [...] concretely enhance the quality of life of residents by adapting to needs and relying on the community's specific resources [...], demonstrate [...] the effectiveness of intersectoral cooperation and public participation [...] [and] show that involvement by the municipalities is essential to the enhancement of the quality of life of residents. [OUR TRANSLATION]

Marc Gascon, *Réseau québécois Villes Villages en santé (1997)*

To the principle of cooperation, this guide adds the consolidation of all projects under an integrated approach, which, beyond the objective of enhancing safety, fosters the optimization of the measures adopted.

Four examples are presented below of municipal action plans aimed at enhancing public safety, with a view to summarizing the information presented in previous chapters and demonstrating that the question is not merely theoretical. Readers can thus observe that, beyond their differences, these safety programs all centre on the same key conceptual framework and all adopt an operating method that fosters public commitment, municipal leadership and a comprehensive approach to safety.

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[26] Ministère des Affaires municipales (1993), *Les municipalités et les familles – Guide,* 42 pages.

COMPONENTS OF THE PROCESS OR CRITERIA FOR SUCCESS	CITY OF MONT-JOLI
Make a clear commitment to the safety of individuals and families	The City of Mont-Joli (La Mitis RCM) has 6 500 inhabitants. In its statement on family policy adopted on October 5, 1998, the city recognizes the family as the basic unit of our society and the initial environment in which individuals engage in general and social learning. To this end, municipal initiatives must be adapted to the needs of families in order to ensure them a safe life setting. ***Safety through partnership***
Leadership shown by the municipal council in fostering consultation, developing a climate of trust and initiating partnerships	The city's public safety service acknowledges that safety is not solely the preserve of professionals in the field. For this reason, it emphasizes partnerships and cooperation with the public and other municipal services. Elected municipal representatives who, while assuming responsibility for safety in the municipality, encourage residents to participate in realm of safety support this stance. ***A concrete example of intervention***

Diagnosis and solutions
 	
Establishment of a committee
 	
Mobilization of partners
  . obtain a mandate
  . elaborate an action plan
	Problems arose in a park-school in the city serving some 1 200 people. Elected municipal representatives were aware that the area had to be made safer and that taxing and confrontations between park users had to be curtailed. They encouraged residents to join forces and regain possession of the park instead of allowing vandals to control it. The Comité des amis du parc Norjoli was established, comprising roughly 30 volunteers, parents and young people, and a representative of the school board and the public safety service, with a view to restoring safety in the park and neighbourhood schools. It formulated an action plan aimed at preventing vandalism and drug and alcohol consumption in parks and on school grounds. It also developed a neighbourhood surveillance service.

Implementation of solutions *Evaluation of the results*	Each street in the neighbourhood organized activities in the park such as picnics, a pétanque tournament, dodge ball, concerts and outdoor film showings. Street parties moved to the park. Several park users who were causing problems joined the committee and organized new activities such as roller hockey. The result was a striking reduction in the vandalism of equipment and property. Moreover, the initiative created a dynamic among neighbourhood residents and provided them with a meeting place.
Broadening of the committee's mandate	A number of recalcitrant users moved to other public places in the city. The committee has now adopted as its objective to increase the number of volunteers and extend its prevention services to other public places in the city. Alain Turcotte Directeur Sécurité publique Ville de Mont-Joli

COMPONENTS OF THE PROCESS OR CRITERIA FOR SUCCESS	CITY OF SAINT-HYACINTHE
Develop a common understanding *Guiding principle*	The City of Saint-Hyacinthe in the Montérégie region has just over 40 000 inhabitants. In order to offer families in its territory a safe environment and climate, the city decided to adopt a unified public safety concept encompassing the police, fire protection and the 911 emergency centre. Moreover, the public safety service oversees a broadened concept of safety that encompasses partnership and cooperation with the public in the realm of safety. The components under development are included in a master plan approved by the municipal council. ***Community safety***
The city assumes leadership and residents participate	The city, through its municipal council, recognizes that safety is not solely the preserve of professionals in the field. While Saint-Hyacinthe provides leadership with respect to the safety of its residents, it advocates public participation. Community safety in Saint-Hyacinthe centres on four guidelines: • decision-making; • consultation and coordination; • cooperation and partnership; and • volunteer work.
Elected representatives are in charge of the safety issues *Establishment of a committee*	Elected municipal representatives are in charge of the safety issues in Saint-Hyacinthe. It is the municipal council that makes final decisions respecting safety. To assist it in this task, the municipal council is supported by the public safety steering committee, which encompasses a number of functional, territorial or sectoral committees that share the common goal of enhancing the safety of Saint-Hyacinthe residents. ***Public safety steering committee***
Decompartmentalization of safety	The steering committee comprises one elected representative, the director general, the director of public safety, representatives of other municipal services, residents, and representatives of community agencies and institutions. The committee, which is responsible for giving advice on key components of safety, has conducted a survey of city residents in order to guide its safety initiatives. The range of individuals concerned with safety sitting on the committee enables it to better coordinate its initiatives. ***Sectoral committees***
Working sub-committees	Sectoral committees that emphasize cooperation and partnership have already been set up in Saint-Hyacinthe. Each of the committees focuses on one, more specific component of safety. From the standpoint of drug consumption in the schools, the CAPIC committee is responsible for action plans aimed at concerted action in the schools. The committee is made up of the principals of public and private secondary schools, the assistant director of the school board, and the director of public safety. A sub-committee comprising interveners from the schools is responsible for designing the action plans.
Composition of the sectoral committees	The public safety service oversees the committee. The SÉCURIPARC committee is made up of individuals interested in safety in

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	city parks, i.e. both interveners in the parks and interveners from institutions concerned with events that disturb the use of public parks. The person responsible for community development with the city's recreational and community services oversees the committee. The PRÉVENTION DU SUICIDE committee was set up in response to an appeal launched by the director of public safety to share with others the growing problem of suicide among young people. The committee has already produced a crisis response and postvention plan in this respect. The public safety service oversees the committee, which should be transferred to public health or the CLSC in the coming months. The CIRCULATION committee focuses on safety on the city's road network. It is made up of an elected representative, a representative of the public safety service, and a traffic consultant. If need be, other individuals can lend a hand to the committee, which the director of technical services oversees. These four examples illustrate how the municipality, municipal services and city residents can take charge of community safety problems. Other sectoral committees are being organized to deal with the safety of the elderly and safety in the city centre, public housing, and industrial parks. The establishment of territorial committees will be considered later. ***City residents are involved in safety*** The fourth principle underlying community safety advocated in Saint-Hyacinthe concerns volunteer work and has led to the establishment of the Comité de prévention du crime de Saint-Hyacinthe inc., a non-profit agency made up of city residents. Its members participate actively in implementing prevention projects in the city. The committee has also set up a mobile surveillance team that helps the public safety service in various situations in order to ensure the safety of residents. Lorrain Lavoie Directeur, Sécurité publique Ville de Saint-Hyacinthe
Public involvement	

COMPONENTS OF THE PROCESS OR CRITERIA FOR SUCCESS	CITY OF SHERBROOKE
A clear commitment by the municipal council	The City of Sherbrooke has just over 75 000 inhabitants. In the wake of its family policy, the municipal council adopted on June 6, 1994 an urban safety concept. **Urban safety**
The achievement of intersectoriality through the commitment of several interveners *Two components of safety*	The concept of urban safety that was subsequently elaborated and implemented relies on synergy between different interveners. In this way, the city hopes to: • increase the feeling of safety among city residents; • foster the development of safe life settings; • broaden residents' participation and accountability with respect to issues that affect their life setting every day; • support residents and community agencies in assuming responsibility for safety; • harmonize the initiatives of municipal services and community agencies; • create a climate of trust among residents that promotes communication, more personal human relations, self-help and the realization of safety enhancement projects; • heighten the feeling of belonging to the city. Two guidelines underpin the concept of urban safety: • The predominance of residents
Role of municipal officials and partners	Residents are responsible, first and foremost, for their safety. Municipal services and community agencies are resources that contribute to creating conditions favourable to the enhancement and development of a feeling of safety among residents.
Life setting	• The neighbourhood unit is the first level of collective organization of safety It promotes encounters between individuals and the emergence of significant resources, projects and groups. It is in their immediate environment that residents have a feeling of being able to influence and indeed enhance their safety. **Fields of intervention emphasized** The city emphasizes four fields of intervention, i.e. personal safety, safety in the home and in public places, and road safety.
General safety guidelines	**Task force on safety** The municipal council has appointed a task force to: • implement the concept of urban safety and elaborate an action plan in association with community agencies; • organize with residents and community agencies meetings on safety in city neighbourhoods; and • submit to the services concerned requests arising from these meetings.

COMPONENTS OF THE PROCESS OR CRITERIA FOR SUCCESS	CITY OF SHERBROOKE
Representation of the task force	The task force assembles staff from municipal services and divisions in such services (police, fire protection, urban planning, engineering, roads and parks, and community life), and representatives of community agencies such as the Coalition sherbrookoise pour le travail de rue, the Block Parents Program, Neighbourhood Watch, and Aux Portes des cités sûres. **Neighbourhood units** The City of Sherbrooke has 23 neighbourhood units, life settings that reflect the territory served by a parish or a sector delineated by major roads, a river or other structural components. The units have a school, park, church or other infrastructure that acts as a centre of activity. In order to enhance safety, the city decided to meet with residents and families in their life settings.
Municipal councillor in charge of safety	Chaired by the municipal councillor for the district, the task force convenes residents from the neighbourhood unit to: • heighten awareness among them of the importance of achieving a safe environment and developing a feeling of safety; • enable them to prioritize initiatives aimed at enhancing personal safety, safety in the home, road safety, and safety in public places; • involve them in implementing concrete measures; and • influence the establishment of priorities for action by municipal services and specialized agencies.
Safety diagnosis	To this end, residents obtain a portrait of the physical and social environment in their neighbourhood unit, a progress report on safety, and an overview of city initiatives pertaining to personal safety, safety in public places, safety in the home, and road safety. Residents are then asked to indicate their perception of safety and to express an opinion on the measures to be adopted in order to enhance safety in their life setting.
Action plan	During the second part of the meeting, participants can round out the portrait presented, pinpoint measures that satisfy the needs identified or engage in group discussions. At the conclusion of the meeting, the mandate to carry out the initiatives selected by the residents assembled is assigned to a committee whose members are drawn from the community. A municipal councillor from the district chairs the committee and a community life advisor from the Services récréatifs et communautaires of the City supports the committee. The task force ensures that each municipal service and community agency fosters the implementation of the initiatives suggested by the follow-up committee. Paul Thibault Coordonnateur à la Vie communautaire Ville de Sherbrooke

COMPONENTS OF THE PROCESS OR CRITERIA FOR SUCCESS	CITY OF MONTRÉAL
	The City of Montréal has over 1 million inhabitants and believes that crime rates and the feeling of safety are two key indicators of a *city's health*. Thus, it is incumbent upon the city to do everything possible to guarantee the safety to which residents are entitled. The City of Montréal adheres to the principle that public safety is *a right and not a privilege*. To achieve this urban safety objective, the city has adopted several measures, including Tandem Montréal, an organization that plays a key role in promoting urban safety among Montrealers. ***The city assumes leadership***
The city provides leadership *It defines and redefines general safety guidelines*	The **Conférence sur la sécurité urbaine et la prévention de la criminalité** held in 1989 in Montréal proclaimed that a prevention policy must be carried out, above all, in the heart of the city. The City of Montréal adopted this policy direction through a city council resolution in 1981 by setting up Tandem Montréal, its crime-prevention program. At that time, Tandem Montréal focused primarily on the prevention of burglaries in the home. Beginning in 1992-1993, the program's objectives were revised and the municipal government redefined its focus. The program broadened its field of intervention to include problems that had, until then, scarcely been considered. The first outcome of this shift was the assignment to Tandem Montréal of the mandate to oversee the safety of women in public places. Tandem Montréal reflects a broader concept of public safety whereby the city carries out other programs focusing on the safety of Montrealers. Initially, Tandem Montréal served only part of the territory but its mandate was extended to the entire city starting in 1989. ***A political responsibility***
A municipal official is in charge of the safety issues	A member of the Executive Committee of the City of Montréal was made responsible for the urban safety program and its implementation. A professional from the Service des sports, des loisirs et du développement social coordinated the program. ***A partnership with the community***
Criteria for success	One conviction has grown over the years. Experience centred on a local diagnosis of problems and which involves the public in seeking and implementing solutions almost invariably enjoys the best success. The City of Montréal adopted this perspective, which relies on local solutions to local safety problems, and decided to entrust the local management of the program to community agencies. The city has signed nine safety contracts, for each of the city's administrative regions, with 10 community agencies. All told, 50 interveners work each day in the realm of urban safety. ***The general objectives of Tandem Montréal***
Ability to define policy directions and specify objectives	• Analyse Montrealers' safety needs; • Implement, in collaboration with local partners, activities adapted to residents' urban safety needs; • Encourage residents to become aware of ways of enhancing their own safety through prevention; • Encourage residents to reflect on their safety habits; • Heighten public awareness of individual and collective means of enhancing safety and encourage residents to act accordingly;

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Take into account residents' needs	• Develop measures to enhance a feeling of safety among residents; • Provide leadership with respect to urban safety; • Evaluate the preventive measures adopted. ***Targets for intervention*** The Tandem Montréal program focuses on crime prevention in the City of Montréal and centres its initiatives on six key targets: • safety in the home; • the safety of women; • the safety of the elderly; • safety in public places; • the safety of children; • street prostitution. ***Some examples of measures aimed at safety in the home*** *Awareness campaigns* *1. Acheter des biens volés, ça ne vaut pas le coût* This campaign sought to alert the public to the problem of stolen property while emphasizing that, by refusing to buy such property, they are contributing to preventing crime. *2. Déménager en toute sécurité - Pour ne pas vous faire mettre en boîte lors de votre déménagement* Too many residents are the victims of theft when they move, as officials from Tandem Montréal noted when they met with residents who had experienced such theft. Starting in 1994, Tandem Montréal elaborated a measure in this respect focusing, among other things, on a document to promote awareness containing general instructions and precautions to be taken prior to, during and after moving house. *3. Le projet Cocon - Pour tisser des liens de prévention* Le projet Cocon operates on the premise that a home burglary is often followed by one or more break-ins in the same neighbourhood and is intended to prevent repeat burglaries. The project seeks to: • prevent burglaries; • encourage victims, through on-site visits, to bolster security in the home; • organize reciprocal surveillance among the five or six immediate neighbours of the burgled dwelling. In 1998, burglaries declined in the neighbourhoods where the project was tested, i.e. by 6% in Saint-Henri and by 13% in the Saint-Paul and Émard districts. However, it should be noted that a drop in burglaries had already been recorded in the latter two districts in 1997. Overall, since the Tandem Montréal program's inception, home burglaries have fallen by roughly 20%. ***An example of a measure aimed at the safety of women***

COMPONENTS OF THE PROCESS OR CRITERIA FOR SUCCESS	CITY OF MONTRÉAL
	Awareness campaign: *Le nom des hommes contre la violence - Un engagement à refuser la violence des hommes faites aux femmes* There may be many ways of dealing with violence against women but the strategy that we regard as the most hopeful centres on the development of alliances between women and men. The time has come for men to break their silence in respect of this unacceptable situation. They must vigorously denounce violence against women. We must define a new social contract so that women feel safe wherever they may be. That was the focus of the campaign, as a result of which: • over 20 000 men adhered to the project by signing a declaration in support of the campaign's objectives; • several awareness campaigns aimed at men were carried out; • over 30 000 buttons and 45 000 brochures were distributed; • more than 200 organizations participated in the campaign. These are a few examples of initiatives taken under the Tandem Montréal program. To conclude, interveners in the Tandem Montréal program organize each year over 2 000 information sessions and heighten awareness among over 120 000 residents of urban safety and crime prevention. Serges Bruneau Responsable de la sécurité urbaine Ville de Montréal

CONCLUSION

This guide is intended to offer interveners in the realm of safety a common perspective and way of doing things that emphasize the importance of cooperation. Far from proposing formulas, the guide stresses certain basic notions.

Safety is a basic, often unexpressed need, but a condition for achieving collective well-being. The definition of safety that we propose considers real safety and the feeling of safety. Safety is approached in a comprehensive manner, which has the particular advantage of better integrating the measures to be carried out and of being more efficient and cost effective.

The guide focuses on a basic value, i.e. the involvement of residents, which in itself represents a challenge. The residents of a municipality must be mobilized without burdening them with excessive responsibility for enhancing safety in their life setting. To this end, the determination of elected representatives is essential. Residents must feel, through strong leadership, a genuine commitment by the municipality to various components of safety.

The guide proposes a safety-enhancement process that relies on measures aimed at the home, parks, schools, and neighbourhoods, and participation by interveners such as the police, community agencies, institutions, and the private sector. The process may apply differently depending on factors such as the size and type of municipality and the problems encountered. Beyond the differences specific to each municipality, it is essential to respect a number of principles, e.g. the public's contribution, municipal leadership, and the adoption of a comprehensive rather than a sectoral approach to safety.

Regardless of the orientation adopted to enhance safety in a municipality, a number of conditions seem essential to the attainment of this objective (see the box on the back cover of the guide).

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Maurice, Pierre; M. Lavoie; A. Chapdelaine; and H. Bélanger Bonneau (1997). "Sécurité et promotion de la sécurité : aspects conceptuels et opérationnels" (working paper), *Chronic Diseases in Canada,* 18(4): 199-206.

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APPENDIX 1

OTHER CONSULTATIVE DOCUMENTS

This section presents a number of documents, Web sites and agencies likely to be of interest to a municipality seeking to adopt a comprehensive safety strategy. The list is not exhaustive and is not intended to provide a critical analysis of the documents presented, although each reference is described briefly, usually in the form of a summary drawn from the document or significant excerpts taken from the introduction. The name, telephone number and Web site of a contact are indicated when available.

The documents have been classified according to 16 themes:

Concept of safety

Centre collaborateur OMS du Québec pour la promotion de la sécurité et la prévention des traumatismes, Réseau de santé publique et Ministère de la Santé et des Services sociaux du Québec, WHO Collaborating Centre on Community Safety Promotion, Karolinska Institutet, Sweden, Organisation mondiale de la Santé (1998). *Sécurité et promotion de la sécurité : Aspects conceptuels et opérationnels.* **ISBN: 2-89496-084-0, 22 pages.**

This document focuses on the conceptual and operational components of safety and safety promotion. More specifically, it proposes a frame or reference to promote the planning and implementation of initiatives with a view to enhancing safety in a community and makes it possible to broach these problems from the standpoint of health and prevention promotion. It fosters broader integration of the intervention models most widely used to enhance public safety. This frame of reference has been developed with the collaboration of numerous interveners and experts the world over engaged in safety enhancement initiatives, whose discussions have led to consensuses that make up the body of the frame of reference. The authors propose eight statements that provide a comprehensive, positive perspective of safety and safety promotion. Such a perspective is useful to better understand and integrate various safety-enhancement measures adopted in a community. It should also foster the mobilization of the public and intersectoral partners pursuing common objectives in the realm of safety, which is likely to bolster the efficiency and effectiveness of the measures adopted.

CONTACT: Centre de santé publique de Québec
Dr. Pierre Maurice
Coordinator
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2400, rue d'Estimauville
Beauport (Québec) G1E 7G9
Telephone: (418) 666-7000, ext. 345 • Fax: (418) 666-2776
E-mail: PMaurice@cspq.qc.ca

Evaluation

Centre de recherche sur les services communautaires (1997). *L'évaluation de l'action des organismes dans le cadre du programme d'action communautaire pour les enfants (PACE).* **Tome 1 :** *Manuel d'introduction;* **Tome 2 : Outils d'évaluation pour l'amélioration de la qualité des programmes;** *Tome 3 : Présentation de guides d'évaluation.* **Université Laval, Faculté des Sciences sociales.**

The PACE evaluation team produced these three manuals with the objective of providing support that reflects as much as possible the needs of its target clientele and the latter's practical ability to pursue evaluation activities. The first manual examines and clarifies the key ideas, questions or notions that come into play when evaluation is discussed. The second manual equips the reader or anyone wishing to evaluate an initiative with a view to enhancing the quality of the programs offered. It provides concrete examples that illustrate different ways of using evaluation methods and techniques. The third manual presents in fairly extensive detail the contents of certain existing evaluation guides that readers can obtain, if need be. While the manuals were designed, first and foremost, for the groups working in conjunction with PACE, they present evaluation simply and clearly and may be of use to any intervener called upon to evaluate his initiatives.

CONTACT: Centre de recherche sur les services communautaires
          Université Laval
          Faculté des Sciences sociales
          Bureau 2446, Pavillon Charles-De-Koninck
          Québec (Québec) G1K 7P4
          Telephone: (418) 656-2674
          E-mail: crsc@crsc.ulaval.ca
          Web site: http://www.fss.ulaval.ca/crsc/crsc.html

Ministère de la Santé et des Services sociaux (1998). *Cadre de pratique pour l'évaluation de programmes. Application en promotion de la santé et en toxicomanie,* **130 pages.**

This document is designed to help individuals concerned with the enhancement of programs and to structure evaluations in their communities. The development of safety enhancement programs necessarily depends on a solid knowledge of the needs to be satisfied, the formulation of realistic and, if possible, measurable objectives, and the updating of factors likely to hamper or facilitate the success of programs implemented in the community. The authors warn readers that there is no single evaluation model that can be applied indiscriminately regardless of the milieu. Moreover, the authors hope to heighten awareness among readers of the contributions, conditions and procedures pertaining to program evaluation and equip them by proposing an accessible operating framework that could facilitate the production of valid evaluations.

Department of Justice Canada (1996). *Step by Step: Evaluating your Community Crime Prevention Efforts,* **32 pages and appendices.**

This guide was prepared by the Federal-Provincial-Territorial Working Group on Community Safety and Crime Prevention in order to help officials in the field satisfy their needs with respect to the evaluation of their crime-prevention initiatives. It seeks to foster reflection on possible methods of evaluating the measures adopted. It describes the highlights of general evaluation concepts and principles, thus clarifying the jargon and various basic steps implicit in project evaluation. Chapter 7 provides additional references on evaluation.

CONTACT: Research, Statistics and Evaluation Directorate
          Department of Justice Canada
          222 Queen Street, 9th floor
          Ottawa, Ontario K1A 0H8
          Telephone: (613) 941-4191

National Crime Prevention Centre (1996). *Evaluating community-based crime prevention projects: a checklist of approaches and options,* **Ottawa.**

This guide can be used in conjunction with the *Step by Step* guide mentioned earlier. The list focuses on the key principles of evaluation, methods of selecting programs for evaluation, and the assessment of the entire range of costs, benefits, and perspectives from the standpoint of evaluation.

CONTACT: National Crime Prevention Centre (NCPC)
          284 Wellington Street
          Ottawa, Ontario K1A 0H8
          Telephone: 1 877 302-CNPC (toll free)

Women and safety

Michaud, Anne (1997). *Une ville à la mesure des femmes. Le rôle des municipalités dans l'atteinte de l'objectif d'égalité entre hommes et femmes.* **Comité Femmes et ville, Ville de Montréal, 26 pages.**

> This study paper can help municipalities to assess the impact of their decisions on the quality of life of women in all spheres of municipal life, and to act accordingly. It presents an international consensus and practical initiatives likely to contribute to the development of a safe urban environment that ensures the full participation of women in urban life for the benefit of all communities.

CONTACT: Programme Femmes et ville
Ville de Montréal
Anne Michaud
Coordinator
Telephone: (514) 872-6156
E-mail: anmicho@pe2.ville.montreal.qc.ca

Ville de Québec (1995). *Pour une meilleure qualité de vie des femmes dans la Ville de Québec.* **Rapport de la Commission consultative Femmes et Ville, 208 pages.**

> This report contains a series of recommendations to the municipal council to enable the latter to incorporate the concerns and needs of women into municipal policies and programs, with a view to enhancing the safety of women in the city. It examines several themes, i.e. housing, transportation and traffic, safety, recreational activities, and neighbourhood life.

> The first chapter reviews various information sources and numerous initiatives undertaken by municipalities in respect of the safety of women (Toronto: Metro Action Committee on Public Violence Against Woman and Children - METRAC; Montréal: Programme Femmes et ville, Aux portes des cités sûres symposium, and so on). It then turns to the consultation of women in the city. The second chapter presents a detailed portrait of the situation of women in the city and the problems they are facing. The third chapter examines each of the themes broached during the public consultation. What is striking in this chapter is the summary of the comments received concerning the problems encountered and the solutions proposed by women residents. The Commission makes recommendations to the municipal council and suggests priorities for action.

CONTACT: Commission consultative Femmes et Ville
Ville de Québec
Charlotte Maltais Munger
Chairwoman
Telephone: (418) 691-4636

Training

Violence and <u>I</u>njury <u>C</u>ontrol through <u>E</u>ducation, <u>N</u>etworking and <u>T</u>raining on the World Wide Web (VINCENT).

The University of North Carolina at Chapel Hill supports this site, which contains material from a video-conference entitled "Getting Started in Injury Control and Violence Prevention." Given the manner in which the information is provided, participants can engage in self-teaching and take advantage of dynamic, readily accessible professional staff. The course is free of charge. Moreover, this site gives access to several references in the realm of injury control (in the home, while cycling, on playgrounds, and so on).

CONTACT: Web site: http://www.sph.unc.edu/vincentweb

Guides

Lesage, Dominique (1994). *Guide sur la sécurité des appareils et aires de jeu. Un guide de sensibilisation et d'information élaboré à l'intention des municipalités.* Direction de la santé publique de la Régie régionale de la santé et des services sociaux de Montréal-Centre, multiple pages.

This guide has been designed to heighten awareness among municipal officials who purchase and maintain playground equipment of the extent of injuries stemming from such equipment. It also seeks to provide such interveners with the means of better inspecting equipment and playgrounds.

To this end, the guide examines the extent of injuries caused by playground equipment and the key risk factors in this respect. It also proposes a detailed inspection grid that reveals components of public playground equipment that must be rectified. The grid is designed to assess playground equipment to be purchased as well as equipment already installed in playgrounds. It is based on certain recommendations in the voluntary Canadian standard published by the Canadian Standards Association (CSA) and components of the voluntary American standard governing the safety of playground equipment.

CONTACT: Dominique Lesage
Direction de la santé publique de Montréal-Centre
1301, rue Sherbrooke Est, local 247.7
Montréal (Québec) H2L 1M3
Telephone: (514) 528-2400, ext. 3362 • Fax: (514) 528-2426
E-mail: dlesage@santepub-mtl.qc.ca

City of Edmonton (1995). *Design Guide for a Safer City*. **Planning and Development, 66 pages and three appendices.**

> This 66-page practical guide contains suggestions on creating and maintaining a safer urban environment. It presents information and illustrations to help the community and urban design professionals incorporate safety into urban infrastructure and engage in enlightened decision-making. One of the guide's objectives is to present the process of integrating safety into the planning, design and development phases of all public and private projects.

CONTACT: City of Edmonton
Planning and Development Department
Planning Services Branch
Telephone: (403) 496-6161

Ville de Montréal (1997). *Guide pour un environnement sécuritaire : Concepts et exemples.* **Comité Femmes et ville, Service des sports, des loisirs et du développement social, working paper, 46 pages.**

> This guide seeks to consolidate the principles of safe facilities by means of a summary of thinking in this field and through the development and application of these parameters to the main urban sites. It proposes concrete solutions concerning the design of key public sites and offers themes for reflection on ways to enhance regulations. The guide may be of use not only to urban planners but also to planners working for businesses, government departments and other public agencies that carry out projects that affect urban infrastructure or manage buildings that may display shortcomings with respect to the safety of their employees and the general public. Furthermore, it offers the public guidelines to enable it to better analyse the urban environment from the standpoint of safety. The guide is divided into seven sections. The first section reviews planning for safer urban environments from the viewpoint of women; the second section explains each of the main basic principles of planning for safer urban environments. The other five sections focus on the application of these principles to specific urban uses such as pedestrian traffic zones, the grouping of high-density buildings, interior space in buildings, commercial zones, parks, vacant lots and cycle paths, recreational facilities, and tunnels, overpasses and pedestrian bridges. Examples are given to illustrate the application of each development principle.

CONTACT: Programme Femmes et ville
Ville de Montréal
Anne Michaud
Telephone: (514) 872-6156
E-mail: anmicho@pe2.ville.montreal.qc.ca

Ministère des Affaires municipales et de la Métropole (1999). *L'aménagement et la sécurité dans les lieux publics* **(publication pending).**

In light of a cursory typology of the most common public and community places, the guide pinpoints a number of sites of interest to regular users. Each site is analysed and the diagnosis centres on its physical characteristics and specific traits from the standpoint of the safety criteria mentioned in the guide. Solutions are proposed that are aimed at upgrading and enhancing the presence of physical components, occasionally modify their arrangement, and overcome deficiencies and absences. These proposals are intended to be concrete and rely on remedial measures within reach of interveners who are accustomed to dealing with development. While the abundantly illustrated guide refers to solutions proposed and implemented in various countries, it focuses essentially on situations drawn from common environments.

The guide will be available at the MAMM documentation centre.

CONTACT: Ministère des Affaires municipales et de la Métropole
Direction de l'organisation territoriale
Christine Lajoie
Telephone: (418) 691-2003, ext. 3046
E-mail: Christine.Lajoie@mam.gouv.qc.ca

Ministère des Affaires municipales (1993). *Les municipalités et les familles : guide,* **Québec, 42 pages.**

This guide is out of date but remains a source of inspiration for elected municipal representatives seeking to implement measures aimed at enabling families in the community to participate actively in enhancing their quality of life. In addition to specifying the municipal council's powers in fields of jurisdiction that affect the family, it provides suggestions for initiatives that municipalities can undertake.

CONTACT: Direction des communications
Ministère des Affaires municipales et de la Métropole
Réjean Leroux
E-mail: RejeanLeroux@mam.gouv.qc.ca

Ministère des Affaires municipales (1994a). *L'habitation et les familles - Guide à l'usage du milieu local,* **Québec, 40 pages.**

This guide offers municipal officials a reflection on the housing needs of families. It suggests various ways of helping them to resolve the family housing issue in order to enhance the overall quality of life in the community. Each of the four chapters in the guide proposes a series of exercises designed to ascertain the profile of a typical family, assess housing conditions and the satisfaction rate of families, review municipal planning procedures from the standpoint of the family, and draw up a list of potential measures and forms of collaboration.

CONTACT: Direction des communications
Ministère des Affaires municipales et de la Métropole
Réjean Leroux
E-mail: RejeanLeroux@mam.gouv.qc.ca

Ville de Montréal (1994). *Notre sécurité en milieu urbain - Guide d'aménagement sécuritaire des ensembles résidentiels,* **Comité Femmes et ville, 18 pages.**

This guide is aimed at all interveners responsible for the planning, building and management of housing developments and is intended to heighten awareness among promoters and development professionals in the day-to-day exercising of their profession and to foster discussion with the public to allow for improvements when planning is under way. It highlights the development principles that promote a climate of safety while discouraging crime. Moreover, the guide is intended to serve as a planning tool when housing and residential development concepts are elaborated in order to bolster a feeling of safety, especially among women. The guide briefly reviews various situations: the environment and location of residential developments, dwellings and common interior space, access and openings, common rooms, internal routing, and indoor and outdoor parking.

CONTACT: Comité Femmes et ville
Service de l'habitation et du développement urbain
Module de la planification urbaine
Ville de Montréal
Telephone: (514) 872-8205

Ville de Québec, *La marche exploratoire - Pochette d'information.*

This information kit was designed to facilitate the organization of an exploratory walk. Organizers and participants will find in it practical advice and useful material pertaining to the organization of such a project. The kit includes a guide to organizing an exploratory walk that provides a broad overview of such a walk, then describes it step by step (preparation of the walk, exploration of the site, analysis of observations and implementation of solutions).

CONTACT: Service de la culture, du loisir et de la vie communautaire
Ville de Québec
Telephone: (418) 691-6463

Ministère des Affaires municipales (1994b). *Les municipalités et les personnes handicapées. Guide pour favoriser leur intégration sociale,* **Gouvernement du Québec, 67 pages.**

This guide is intended to foster the social integration of the disabled. First, it outlines the process by which a disability appears and the needs of the disabled. It shows how the municipalities can act to enhance the quality of life of the disabled. It then indicates the powers that the municipalities exercise in fields of intervention that affect the disabled and also suggests initiatives that the municipalities can undertake. The guide also lists agencies and documents that may be of use to the municipalities and their partners when they seek to satisfy the needs of the disabled.

CONTACT: Direction des communications
Ministère des Affaires municipales et de la Métropole
Réjean Leroux
E-mail: RejeanLeroux@mam.gouv.qc.ca

De Coninck, Danielle and P. Leboeuf (1993). *Guide pour un portrait de quartier,* **Ville de Montréal, 87 pages.**

The first part of this two-part guide provides general information and specifies the objectives to be attained when a neighbourhood profile is produced, the contents of such a profile, the key tools involved, the steps to be completed, and the resources required. The second part of the guide provides more detailed technical information on various tools such as maps that are useful in conducting research, qualitative research methods, population indicators, the living environment and community life.

CONTACT: Vivre Montréal en santé
Ville de Montréal
Service des loisirs et du développement communautaire
Telephone: (514) 872-7083

Ville de Montréal (1993). *Guide d'enquête sur la sécurité des femmes en ville,* **Service des loisirs, des parcs et du développement communautaire, 44 pages.**

This guide offers practical advice on mobilizing the entire community through the exploratory walk, i.e. an on-site investigation through which a critical evaluation can be made of a specific site. This process is based on the experience of women who, because of their feeling of insecurity, can more readily discern components of the urban environment that must be modified or that contribute to enhancing their perceived or real safety. The guide is divided into six chapters. More specifically, one chapter is devoted to the exploratory walk (nature of the walk, type of site on which such a walk can be organized, environmental factors to be considered, and the 12 steps in the exploratory walk). The guide also includes a questionnaire. The last chapter describes the Ville de Montréal's resources in the realm of safety.

CONTACT: Programme Femmes et ville
Ville de Montréal
Anne Michaud
Coordinator
Service des loisirs, des parcs et du développement communautaire
7400, boulevard Saint-Michel, Montréal (Québec) H2A 2Z8
Telephone: (514) 872-6156

Ville de Montréal (1994). *Notre sécurité en milieu urbain - Guide d'aménagement sécuritaire des stationnements,* **Comité Femmes et ville, Service de l'habitation et du développement urbain, 35 pages.**

This guide is intended to serve as a reference for all interveners responsible for planning, building and managing parking lots. It seeks to heighten awareness among promoters and design professionals and to foster discussions with the public in order to facilitate enhancements during the planning phase. It highlights certain design principles that promote safety while discouraging crime. Among its objectives, the guide is designed to serve as a reference for promoters and architects who design parking lots and public servants who evaluate the projects; and to encourage reflection in the day-to-day practice of interveners who design parking lots and encourage widespread public participation, since safety is a broad social concern. The guide reviews various components of design such as pedestrian walkways, lighting, signposting, street infrastructure, and safety and maintenance procedures. It then describes the design problems and criteria inherent in different types of parking lots, e.g. lots adjacent to streets, exterior lots of different sizes, underground parking, and open and closed interior lots.

CONTACT: Comité Femmes et ville
           Service de l'habitation et du développement urbain
           Module de la planification urbaine
           Ville de Montréal
           Telephone: (514) 872-8205

City of Edmonton, *Achieving a Safer City Together - Making Edmonton A Safer City.*

This information kit produced by the City of Edmonton describes various projects and lists a number of agencies set up to make Edmonton a safer city. City residents are encouraged to participate in these projects since the city regards them as key players from the standpoint of safety enhancement. The kit includes the *Initiatives* newsletter, which takes stock of measures adopted by the city and the Safer Cities Initiatives Advisory Committee.

CONTACT: Pijush Sarker
           Safer Cities Initiatives Office
           5th Floor, Revillon Building, 10320-102 Avenue
           Edmonton, Alberta T5J 2R7
           Telephone: (403) 496-5821
           Web site: http://www.gov.edmonton.ab.ca/cfs

Housing

Société d'habitation du Québec (1998). *Programme AccèsLogis - Document à l'intention des municipalités,* **25 pages.**

> This information document is intended for municipalities that have been asked by an agency to participate financially in the Programme AccèsLogis of the Fonds québécois d'habitation communautaire. It contains essential information to guide decision-making in the municipality. Experience has shown that individuals' living conditions and betterment depend on proper housing. Municipalities can derive considerable economic and social benefit from their participation in the Programme AccèsLogis. Specifically, the program could help enhance the built environment in a neighbourhood or district and engender a positive ripple effect throughout the area, thus increasing property values in the municipality, create local economic spinoff, control development in the municipality, and satisfy residents' needs, including the need for safety.

CONTACT: Société d'habitation du Québec
Telephone: 1 800 463-4315 (toll free)
E-mail: infoshq@shq.gouv.qc.ca

Indicators

Ministère de la Santé et des Services sociaux (1997a). *Indicateurs sociosanitaires. Le Québec et ses régions,* **Collection Analyses et surveillance, No. 4, Québec, 218 pages.**

> This report presents for Québec as a whole and for each of its 18 health and social service regions a description of 60 indicators covering various components of public health. It is aimed at a broad readership and is useful from the standpoint of analysis, planning, decision-making and evaluation. The report is divided into four parts. The first part reviews methodological considerations respecting the use of information sources, calculation methods, and so on. The second part focuses on 60 indicators. Each indicator is examined on two pages, including an analytical section featuring a definition of the indicator, the calculation method, data sources and the interpretation of findings, and graphic illustrations. The third part is devoted to regional summaries of the 60 indicators. A brief, two-page description of each region includes highlights and a table indicating the most recent values for the region and for Québec as a whole. The fourth and final part comprises a trend chart through which the most recent values of the 60 indicators can be compared for Québec and each of the 18 regions.

CONTACT: Ministère de la Santé et des Services sociaux
Desmond Dufour
1075, chemin Sainte-Foy, 3e étage
Québec (Québec) G1S 2M1
Telephone: 646-9504 • Fax: 646-1680
E-mail: desmond.dufour@msss.gouv.qc.ca

Organization for Economic Co-operation and Development (1997). *Mieux comprendre nos villes. Le rôle des indicateurs urbains,* **Service des publications de l'OCDE, France, 106 pages.**

> Urban indicators are crucial to an understanding of social, economic and environmental change in cities. This report takes stock of the conception and use of urban indicators and advocates the development of certain types of indicators, especially intersectoral indicators. It acknowledges that there is a consensus on the responsibility of the municipalities to create urban indicators. Moreover, it recognizes the role to be played by central governments in disseminating the best practices and promoting coordinated approaches in the cities. The report also emphasizes the need to encourage initiatives undertaken in collaboration with local authorities, communities and the private sector.

CONTACT: Web site: http://www.oecd.org

Planning

Pineault, Raynald and C. Daveluy (1986). *La planification de la santé. Concepts, méthodes, stratégies,* **Les éditions Agence d'Arc inc., 480 pages.**

> Planning is a management process that is fairly well documented. While this study focuses specifically on health planning, this perspective in no way limits the usefulness of the information presented to this field alone. The authors highlight the notion of a program, which offers an analytical framework through which can be assembled in a coherent, orderly manner the three components of any initiative, i.e. objectives, activities and resources. The study introduces the reader to the different stages in the planning process, which makes it a valuable planning reference and tool. It examines problem determination, methods for setting priorities, the implementation of program measures, and evaluation.

Community-based policing

Sûreté du Québec

> The Sûreté du Québec has established numerous prevention programs and participates in many other programs. It is responsible for the Block Parents Program, Opération Chalet and anti-drug programs in the schools, bicycle safety and road safety in the schools. Moreover, the SQ Web site offers relevant information on community-based policing.

CONTACT: Web site: http://www.suretequebec.gouv.qc.ca

Normandeau, André (editor) (1998). *Une police professionnelle de type communautaire,* **Éditions du Méridien, 2 volumes.**

> This compendium of Québec texts on community-based policing describes the latest working philosophies of major Québec police forces pertaining to public safety from the perspective of community-based policing. All of the models presented emphasize consultation with the clientele and public participation in the day-to-day management of the community.

Suggested reference:

Wilson, James and G. Kelling. *La police et la sécurité du voisinage : les vitres cassées. Si l'environnement appelle à la délinquance, il y a plus de probabilité qu'il y en ait,* **pages 83-110.**

Intersection, **Bulletin d'information et de liaison sur la police professionnelle de type communautaire.**

This newsletter provides information, fosters discussion and heightens awareness with respect to the community-based policing model. *Intersection* seeks to encourage the creation and maintenance of links between interveners concerned by and interested in the topic. Each issue of the newsletter contains case histories and numerous examples focusing on the resolution of safety problems, e.g. the Situation, Analyse, Réponse, Appréciation (SARA) model.

CONTACT: Web site: http://www.secpub.gouv.qc.ca/francais/publicat/intersec

Crime prevention

Department of Justice Canada (1996). *Building a Safer Canada: A Community-based Crime Prevention Manual,* **47 pages.**

This guide is intended to provide communities with the information they need to play a leading role in protecting society. It focuses on the concept of safer communities, i.e. such communities are the crux of effective crime prevention, they must ascertain their needs and take the necessary steps to satisfy them, and must also assemble interveners from a broad range of sectors. It should be noted that this guide was prepared with a view to facilitating the implementation of the National Strategy on Community Safety and Crime Prevention. It provides step-by-step instructions on drawing up detailed plans for the elaboration of crime prevention and community safety programs. Communities can implement these plans directly or submit them to the National Crime Prevention Centre in order to obtain funding under a federal-provincial-territorial agreement.

The planning model pertaining to a program aimed at solving community problems comprises four phases, i.e. the determination and description of community problems, the elaboration of an action plan, implementation of the action plan, and monitoring and evaluation of the program, and 13 steps, each of which is described in detail and explained.

CONTACT: Web site: http://www.crime-prevention.org/cnpc/index-fr.htm

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Department of Justice Canada (1996). *Step by Step: Evaluating Your Community Crime Prevention Efforts,* **32 pages and appendices.**

This guide, which was mentioned under the heading "Evaluation" in Chapter 7, presents a number of documents that describe crime prevention measures that have already been evaluated. Readers would be well advised to consult this section when evaluating an initiative.

CONTACT: Research, Statistics and Evaluation Directorate
Department of Justice Canada
222 Queen Street, 9th floor
Ottawa, Ontario K1A 0H8
Telephone: (613) 941-4191

International Centre for the Prevention of Crime

The International Centre for the Prevention of Crime was established to serve cities and countries with a view to reducing delinquency, violent crime and insecurity. In order to help solve local delinquency and crime problems, the ICPC advocates recourse to the best prevention practices from Europe, North America and other regions of the world. It collaborates with associations of cities, prevention agencies, private-sector firms, government agencies and regional and international organizations. The governments of South Africa, Canada, France, the Netherlands, Portugal, the United Kingdom and Québec support its initiatives.

The site proposes an exhaustive list of documents available to readers. "100 Programmes" offers concise descriptions of 100 model practices designed to give access to a maximum amount of information in a minimum amount of time. "The Case for Prevention" section presents a rigorous, convincing analysis of successes in the realm of prevention. City officials will find conclusive arguments in favour of prevention. The "Annotated Bibliography" section organizes by theme and region of the world summaries of key documents on prevention at the international level.

CONTACT: ICPC
507, Place d'Armes, bureau 2100
Montréal (Québec) H3Y 2W8
Fax: (514) 288-8763
Web site: http://www.crime-prevention-intl.org/

Table ronde sur la prévention de la criminalité (1993). *Pour un Québec plus sécuritaire : partenaires en prévention*, report produced for the ministère de la Sécurité publique, 255 pages.

This report is intended to foster reflection and provide concrete suggestions concerning the elaboration of a departmental crime prevention policy. To this end, the roundtable analysed trends in and the causes and consequences of crime, pinpointed the needs that crime engenders in society and, in light of Québec and foreign initiatives, proposed measures and structures likely to foster effective crime prevention.

The first seven chapters in the report cover crime trends in Québec, the social and economic costs of crime, crime-related factors, public perceptions and expectations, crime prevention, a review of crime prevention measures adopted in Québec, and what can be learned from foreign experience. The last chapter presents the strategies that the roundtable deems necessary to ensure the success of crime prevention. It contains specific recommendations on the initiatives that the roundtable regards as essential.

CONTACT: The report is available from:
Centre de documentation
Ministère de la Sécurité publique
Direction des affaires policières et de la prévention de la criminalité
2525, boul. Laurier, 5e étage
Sainte-Foy (Québec) G1V 2L2
Telephone: (418) 646-6620

Prevention of violence

Fondation Docteur Philippe-Pinel

Established in 1982, the Fondation Docteur Philippe-Pinel seeks to prevent violence in Québec. It disseminates information in order to broaden understanding of different types of violence and promote prevention of them. It helps to fund community intervention projects and makes available to Quebecers the means of reducing the feeling of powerlessness in respect of violence. The foundation also provides financial support for research and skills upgrading among interveners in the realm of the evaluation and treatment of violent behaviour.

The foundation's activities include the distribution of a newsletter that is sent 10 times a year to some 400 agencies, government departments and institutions concerned with preventing violence. The most recent issues of the newsletter are available on the Internet. The foundation also offers various means of preventing violence, including a play and a violence prevention kit for secondary schools. It has initiated the "Agir ensemble pour éviter la violence" program, aimed at reducing violence in urban neighbourhoods and the regions and small cities of Québec. The program also seeks to bolster public safety and develop citizenship in these urban environments.

CONTACT: Fondation Docteur Philippe-Pinel
Dominique Richard
Director General
10905, boulevard Henri-Bourassa Est
Montréal (Québec) H1C 1H1
Telephone: (514) 648-5599
E-mail: fondpin@microtec.net
Web site: http://brise.ere.umontreal.ca/~beaudetn/fondatio2.htm

Accident and injury prevention

Health Canada, Health Protection Branch, Laboratory Centre for Disease Control.

The Laboratory Centre for Disease Control is a source of information on injury-related mortality and morbidity.

Suggested reference:

CHIRPP newsletters

The Canadian Hospital Injury Reporting and Prevention Program is a computerized system used to collect and analyse data on the causes of and circumstances surrounding injuries and poisoning, drawn from the emergency services of 16 Canadian hospitals. General hospitals collect data on adults, but the program focuses above all on young people 19 years of age and under. A newsletter is published regularly and examines various injury-related topics ranging from the presentation of statistics to proposals for intervention.

CONTACT: Newsletter Web address: http://hwcweb.hwc.ca/hpb/lcdc/publicat/chirpp

For The Safety of Canadian Children and Youth, **311 pages.**

This report presents relevant data drawn from various sources concerning fatal accidents among young people and hospitalizations and emergency-room consultations resulting from injury or

poisoning. Sixteen of the 18 chapters deal with specific injuries such as drowning, burns and choking written by one or more experts in the field. The other chapters present a broad overview. Data are presented and analysed, risk factors are indicated, and recommended preventive strategies are suggested. Much of the information is drawn from Statistics Canada and CHIRPP data. The report is available, upon request, on diskette and in large-print, audiotape and Braille versions.

CONTACT: Canadian Government Publishing
PWGSC
Ottawa, Ontario K1A 0S9
Telephone: (819) 956- 4800 • Fax: (819) 994-1498
Web site: http://hwcweb.hwc.ca/hpb/lcdc/brch/chirrpbk/index2_f.html

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Beaulne, Ginette (editor) (1991). *Les traumatismes au Québec. Comprendre pour prévenir,* **Les Publications du Québec, 372 pages.**

In addition to taking stock of traumas in Québec, this study initiates reflection on the measures to be adopted in order to prevent or reduce the seriousness of traumas. While the data are nearly 10 years old, the abundance of statistical presentations and the relevance of the analysis make the study a useful reference, which focuses, by and large, on the main traumas that lead to death and hospitalization and possible ways of reducing the number and seriousness of traumas.

Questionnaires

Statistics Canada (1995) *National Longitudinal Survey of Children and Youth,* **documentation and data files, cycle 1, 1994-1995***,* **Human Resources Development Canada, catalogue No. 89M0015XCB95001.**

This questionnaire examines a broad range of characteristics and factors that affect the growth and development of children, including parents and family members, characteristics of the family and neighbourhood, and experience in day care and at school. From the standpoint of the neighbourhood, the questionnaire makes it possible to collect information on the respondents' level of satisfaction with the neighbourhood as a place to raise children, including their perceptions of the extent of threats and problems, social cohesiveness and community spirit. The interviewer's observations of the neighbourhood in respect of the volume of traffic, the presence of garbage, the presence of loiterers, the condition of buildings, and so on, rounds out the questionnaire.

CONTACT: Web site: http://www.statcan.ca

Sûreté du Québec (1994). *Outils de consultation - Comités exécutifs - Sûreté du Québec.*

The members of the Sûreté du Québec's Comité consultatif des postes régionaux use this questionnaire, which makes it possible to obtain residents' impressions of the state of public safety in the community. It also seeks to ascertain residents' level of satisfaction with the services provided by staff in regional police stations and their expectations and needs as regards public safety.

CONTACT: Web site: http://www.suretequebec.gouv.qc.ca

Department of Justice Canada (1996). *Building a Safer Canada: A Community-based Crime Prevention Manual,* **47 pages.**

Appendix 2 of this manual presents a questionnaire based on a survey conducted by the Winnipeg police force on victimization and fear of crime. The authors maintain that the survey can be adapted readily to satisfy other needs. The 23 questions make it possible to take stock of a community with respect to its residents' experience as victims and the fear that crime engenders in them.

CONTACT: Web site: http://www.crime-prevention.org/cnpc/index-fr.htm

Directories

Lachance, Roger and M. Morissette (1998). *L'obsession du citoyen. Vade-mecum pour des Villes et Villages où il fait bon vivre,* **published by the Réseau québécois de Villes et Villages en santé, 2nd printing, 192 pages.**

This newly reprinted reference tool assembles an array of management attitudes, methods and techniques adapted to the needs and expectations of contemporary citizens. The authors have inventoried everything they feel can help facilitate the maintenance or development of life settings in which everyone can develop and enjoy life to the utmost. Through popularization, the reference seeks to integrate a management philosophy that makes the resident the focal point of a municipal government's concerns. It provides numerous concrete examples of what can be done to enhance the safety of families and the public in general.

CONTACT: Réseau québécois des Villes et Villages en santé
2400, rue d'Estimauville
Beauport (Québec) G1E 7G9
Telephone: (418) 666-7000, ext. 461 • E-mail: vvs@cspq.qc.ca

Réseau québécois des Villes et Villages en santé (1997). *Villes et Villages en santé - Annuaire 1997,* **369 pages.**

In addition to projects carried out, this directory briefly outlines the characteristics and organizational structure of each of the member municipalities of the Réseau québécois de Villes et Villages en santé. The directory is divided into two sections. The first section describes each municipality and the second part classifies projects by field of intervention. A computerized version of the directory accompanied by a search utility is accessible on the network's Web site.

NOTE: The network's information centre has over 600 documents, videos and brochures listed in *La boîte à outils.* Some of these documents are presented in this appendix. *La boîte à outils* is available on the Internet (http://www.cspq.qc.ca/vvs) or in a ring binder available from VVS at the address indicated below.

CONTACT: Réseau québécois des Villes et Villages en santé
2400, rue d'Estimauville
Beauport (Québec) G1E 7G9
Telephone: (418) 666-7000, ext. 461 • E-mail: vvs@cspq.qc.ca

Statistics

Ministère de la Santé et des Services sociaux (1998). *Profil des traumatismes au Québec : de 1991 à 1995,* **Direction générale de la santé publique, 327 pages.**

This statistical study examines for the period 1991 to 1995 trauma-related deaths and hospitalizations for Québec as a whole and for the province's health and social services regions. It examines all traumas or injuries, both unintentional (occupants of motor vehicles, motorcyclists, cyclists, pedestrians, drowning, poisoning, falls, fires and burns), and intentional (suicides, homicides and attacks). For each category of injury, absolute numbers, real and adjusted rates, the number of days of hospitalization, average length of hospital stay and comparative indices between regions are broken down by age, sex and health and social services region. Statistical appendices indicate for the years 1994 and 1995 the number of deaths and hospitalizations by age, sex and health and social services region in respect of external trauma-related cause, according to the ninth International Classification of Diseases. The document is updated every two years.

CONTACT: Ministère de la Santé et des Services sociaux
Desmond Dufour
E-mail: desmond.dufour@msss.gouv.qc.ca
Web site: http://www.msss.gouv.qc.ca

Statistics Canada

Statistics Canada collects and processes extensive data on Canadians. Whether readers are seeking information in a specific field or need the findings of a recent survey, they can obtain such information on the Statistics Canada Web site, which provides numerous tables and statistics focusing on crime, victims and criminals in Canada as a whole and in the provinces and territories.

CONTACT: Web site: http://www.statcan.ca

Ministère de la Sécurité publique

The department's Web site provides Québec data on crime, fires, disasters, and so on.

CONTACT: Web site: http://www.secpub.gouv.qc.ca/francais/publicat/

Safe cities

First World Conference on Accident and Injury Prevention (1989). *MANIFESTO for Safe Communities. Safety - A Universal Concern and Responsibility for All,* **adopted in Stockholm on September 20, 1989, 12 pages.**

The Manifesto is the outcome of the deliberations of the First World Conference on Accident and Injury Prevention, held in Stockholm in 1989, and centres on the fundamental notion that every human being is entitled to health and safety. The declaration is a cornerstone of the World Health

Organization's Health for All strategy, a position that led to community mobilization and the establishment of the Safe Communities Network.

CONTACT: World Health Organization (WHO)
Dr. Claude Romer
Chief
Safety Promotion and Injury Control
20, avenue Appia
CH-1211, Geneva 27, Switzerland
Web site: http://www.who.int/

Karolinska Institutet, WHO Collaborating Centre on Community Safety Promotion

The Karolinska Institutet is a WHO Collaborating Centre on Community Safety Promotion. In the wake of the success achieved by the community-based program in the county of Skaraborg, the Swedish National Board of Health and Welfare decided to implement the Health for All injury control program. The institute oversees the international Safe Communities program, an initiative that stands out from other injury control programs in that the community plays the leading role in it. The expression "safe communities" implies that the community aspires to safety in a structured framework, i.e. the community is not safe *a priori*. The program does not favour a specific approach although, the process is the same regardless of the method adopted. The institute's Web site provides other relevant information such as the key factors that ensure the success of a Safe Communities program.

Suggested references:

Karolinska Institutet (1989). *Formulating Guidelines for Safe Communities,* **KI Red Report 322, 31 pages.**

Karolinska Institutet (1993). *What is a Safe Community and How Can We Plan a Community Safety Programme?,* **KI VIT Report 298, 25 pages.**

Karolinska Institutet (1995). *Criteria for the Safe Community Network,* **KI White Report 318, 13 pages.**

Klang, Marie; R. Andersson and K. Lindqvist (1992). *Safe Communities - The Application to Industrialized Countries,* **Linköping Collaborating Centre, Paper 5, Special Issue, 39 pages.**

CONTACT: Karolinska Institutet
Dr. Leif Svanström
WHO Collaborating Centre on Community Safety Promotion
Department of Public Health Science
Division of Social Medicine
Norrbacka
SE-171 76 Stockholm SWEDEN
Telephone: 011 46 8-517 779 42 • Fax: 011 46 8 33 46 93
E-mail: leif.svanstrom@phs.ki.se
Web site: http://www.ki.se/phs/wcc-csp/main.html

APPENDIX 2

*SAFETY RESOLUTION IN FAVOUR OF
INDIVIDUALS AND FAMILIES*

APPENDIX 2

SAFETY RESOLUTION
IN FAVOUR OF INDIVIDUALS AND FAMILIES

Meeting date: _____

Moved by: _____

Seconded by: _____

WHEREAS THE MUNICIPAL COUNCIL BELIEVES:

> that safety is a **basic right**, a **prerequisite for the well-being of residents** and an **important value** for residents;

> that it is important **to enhance the feeling of safety** of the municipality's residents;

> that a safe life setting contributes to making residents' lives more pleasant and to attracting new families and residents to the municipality, while an unsafe life setting engenders **significant human, social and economic losses**;

> that **prevention is a profitable investment** and that it is possible to achieve economies of scale by adopting a **comprehensive safety strategy**;

> that it is important to **consult** the public and foster a strong **partnership** and a climate of **cooperation** among the interveners concerned with safety;

WHEREAS THE MUNICIPALITY:

> has a **duty to offer a safe life setting** that satisfies its residents' needs;

> **has at its disposal, through the powers conferred on it, the means necessary** to prevent many safety-related problems;

> must **provide strong leadership in the realm of safety** in order to make its territory as safe as possible for its residents within the limits of its fields of jurisdiction and, consequently, municipal officials must also be concerned with safety in all municipal operations (the elaboration of policies or by-laws, the establishment of the planning program, the organization of various activities in the municipality, and so on);

CONSEQUENTLY, A MOTION IS HEREBY MADE THAT THE MUNICIPALITY:

> **appoint** ____(municipal councillor)____ to be responsible for safety in the municipality and that the appointee:

> > - oversee the establishment of a safety enhancement committee;
> > - ensure synergy between the municipal council, municipal services, residents and partners in order to develop a climate of collaboration in respect of safety;
> > - regularly inform the municipal council and the public of safety-related initiatives;
> > - (and any other facets of the mandate, depending on the municipality's needs).

10 CONDITIONS FOR THE SUCCESS OF A
MUNICIPAL SAFETY ENHANCEMENT PROCESS

1. The municipality must make a clear commitment to the safety of individuals and families.

2. Elected municipal representatives must support the safety enhancement process and the procedures adopted in this respect.

3. A municipal councillor who is accountable to the municipal council should be appointed to be responsible for safety.

4. A safety enhancement committee must be appointed, comprising all of the services directly or indirectly concerned with safety, residents, representatives of families, and external partners.

5. The committee must take into account residents' needs and, above all, recognize the diversity of interests in question. Moreover, it must define clear guidelines and realistic objectives.

6. A broad perspective of the municipality's safety problems must underpin the committee's initiatives.

7. The committee must regularly inform the municipal council, partners and residents of progress in its deliberations.

8. The committee must carry out concrete initiatives of which the public is aware.

9. As soon as an initiative is planned, the committee must adopt an evaluation procedure covering the entire safety enhancement process.

10. The committee must inform the public of the results of the safety enhancement measures that it adopts.