

MAYOR'S TASK FORCE ON GANG VIOLENCE PREVENTION

Findings and Action Steps



PUBLIC SAFETY STRATEGY
TAKING ACTION TOGETHER



The City of Surrey wishes to thank all the participants in the Mayor's Task Force on Gang Violence Prevention and all the individuals and community members that provided information and advice to support the work of the Task Force. This report was prepared based on information gathered through Task Force meetings, interviews with program staff, academics, and members of the Surrey community, including those with lived experience of gang violence, and additional research and discussions. Best efforts have been made to faithfully represent the information presented to the Task Force, while preserving the anonymity of individuals where appropriate.

Report prepared by
Ference & Company Consulting
www.ferenceandco.com

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Executive Summary

The Mayor's Task Force on Gang Violence Prevention (the "Task Force") was established in October 2017 as a way to identify gaps and solutions that address gang violence in the region. The Task Force was composed of elected officials from the City of Surrey, a Member of Parliament, staff from the City of Surrey, local service agencies, the Surrey School District, law enforcement agencies, community members (including businesses, youth, and other citizens), and local media. The Task Force met a total of six times over the course of six months and was supported by additional research, interviews, and discussions outside of Task Force meetings. This report presents the findings and action steps from this work.

The Task Force has analyzed the BC landscape and risk factors that make individuals vulnerable to gang involvement. A key finding is that the situation in BC is regional in nature and more serious than in the rest of Canada. Many different groups are vulnerable to gang involvement for a number of reasons. The Task Force determined that further research is required to better understand the gang landscape in our region as much of what we know is based on assumptions, observations and stories and not on data. Addressing these issues requires involvement of the entire community with support from all three levels of government.

The Task Force reviewed the current prevention programs available in Surrey. There are many programs of various types. At the same time there are gaps - programs must be adequately resourced and evaluated. Further work needs to be done to make sure programs adequately target to areas of need. Additional emphasis on culturally and gender appropriate programs and supports are required.

Once the Task Force reviewed the available research, reviewed existing programs and conducted an analysis, a series of action steps were determined. These actions require the commitment of all three levels of government and partners across our community if they are to be fully implemented. The City of Surrey and our partners are committed to doing just that. The Action Steps highlighted by the Task Force include:

1. Implement a Middle Years Table to refer at-risk children and families for appropriate inter-agency interventions and services.
2. Strengthen prevention program coordination, access and evaluation.
3. Partner with the Federal and Provincial Governments to develop a comprehensive neighbourhood specific prevention program.
4. Support CFSEU-BC and the Surrey RCMP in informing citizens of the risks related to gang life.
5. Expand and integrate the CFSEU-BC Gang Intervention, Exiting and Outreach services and widen the target population to support youth and adults to exit the gang lifestyle.
6. Support the Surrey RCMP in developing and implementing an Inadmissible Patron Program.

1. Introduction

1.1 The Mayor’s Task Force on Gang Violence Prevention

The Mayor’s Task Force on Gang Violence Prevention (the “Task Force”) was established in October 2017 to bring together a diverse group of citizens and stakeholders to identify gaps and solutions to address gang violence in the region. The mandate of the Task Force was to:

- (1) review existing gang violence prevention programs and services;
- (2) identify gaps, challenges and issues with existing programs and services; and
- (3) prepare a report outlining actionable recommendations for combatting gang violence.

The Task Force was composed of a variety of stakeholders, including elected officials from the City of Surrey, a Member of Parliament, representatives from the City of Surrey, local service agencies, the Surrey School District, law enforcement agencies, the community (including businesses, youth, and other citizens), and the media. The Task Force met a total of six times over the course of six months. The meetings featured presentations and discussions on various topics ranging from the BC gang landscape and profile, risk factors influencing gang involvement, promising practices in gang prevention programming, and programs delivered in Surrey to address gang violence. The Task Force also conducted a Strengths, Weaknesses, Opportunities, and Threats (SWOT) Workshop to synthesize the information and identify possible gaps and solutions. Additional activities supported the work of the Task Force including a literature review and gap analysis, 18 interviews with Task Force members, academics, and leads of programs in Surrey and other regions, and a SWOT Analysis Working Group composed of various City, RCMP, school and non-profit stakeholders. This report presents the findings and action steps from this work.

This Task Force has been convened to ensure that we continue to build on our successful anti-gang programs like WRAP, Yo Bro | Yo Girl and the Gang Exiting Program and assess what more we can do, in our City and in our region. By bringing together a diverse cross section of our community, I am confident that the Task Force will be integral in identifying programs and service gaps that will help our youth remain out of the downward spiral of gang life and its inherent dangers.

– Mayor Linda Hepner

1.3 Report Structure

This report is structured as follows:

- Chapter 2 describes the BC gang landscape and risk factors for gang involvement;
- Chapter 3 highlights current gang prevention and related programs offered in Surrey;
- Chapter 4 presents promising programs in other regions;
- Chapter 5 identifies the main gaps in programming and services; and
- Chapter 6 presents the major action steps from the Task Force.

The appendices provide additional information on the Task Force Terms of Reference, membership, organizations engaged, research questions, and promising programs in other regions.

2. Gang Landscape and Risk Factors

The following chapter details major trends with respect to gang violence in BC, risk factors that make youth vulnerable to gang involvement, and reasons why youth choose to join gangs. The findings draw from the most recent available data, research, and trends identified during interviews and discussions. A key finding from this review is that there is limited publicly available data on gang-violence and risk factors in BC and Surrey, specifically. The available evidence suggests that the gang landscape in BC and Surrey is very different from other regions in Canada and internationally, and more data, analysis and research is required to better understand these differences to better tailor programs to the needs.

2.1 Trends

Prevalence and Type of Gang Violence

There is a need to prevent gang violence as it continues to threaten the safety and wellbeing of communities across Canada, particularly in British Columbia (BC). According to Statistics Canada, in 2016, police reported 141 gang-related homicides across Canada, an increase of 45 homicides from the 96 reported in 2015.¹ The rate increased 45% from 0.27 to 0.39 per 100,000 population. This was the second year in a row that the number and rate of gang-related homicides increased after decreasing between 2011 and 2014, inching closer to the peak of gang-related homicides, which occurred in 2008 (Figure 1). BC accounted for almost a quarter of the national increase in gang-related homicides from 2015 to 2016 and has a consistently higher rate of gang-related homicides than the Canadian average. Approximately one third of all homicides in BC in 2016 were gang-related (29 in total).²

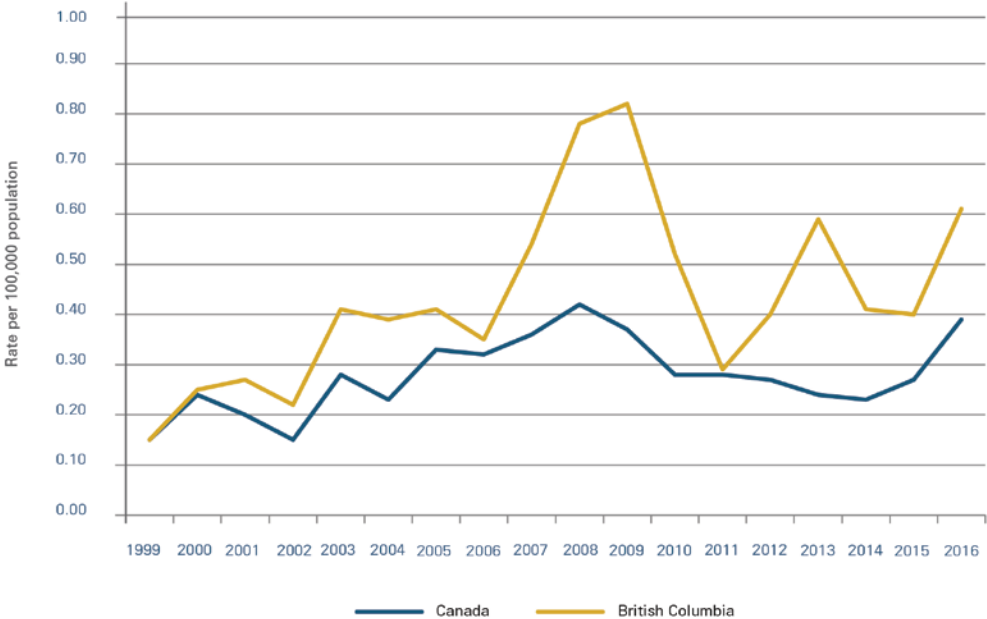


Figure 1: Gang-related Homicides, Canada and British Columbia, 1999 to 2016 rate per 100,000 population

Source: Statistics Canada. Table 253-0008 - Homicide survey, gang-related homicide, by region, annual. Indicator: Rate of homicides (number of victims per 100,000 population) where the homicide was linked or suspected to be linked to organized crime or a street gang. Original source: Statistics Canada, Homicide Survey, Canadian Centre for Justice Statistics. A homicide is classified as linked to organized crime or a street gang when police confirm or suspect that the accused person and/or the victim was either a member, or a prospective member, of an organized crime group or street gang, or if either individual was somehow associated with an organized crime group or a street gang, and the homicide was carried out as a result of this association. Prior to 2005, police were asked if the homicide was "gang-related". As of 2005, the question was amended to give police the option of specifying whether the homicide was: (a) confirmed as being related to organized crime or a street gang or (b) suspected of being related to organized crime or a street gang. As such, the number of incidents linked to organized crime or a street gang reported prior to 2005 may be underestimated.

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... gang violence can occur in any area of the province regardless of the size of the community or its location.
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Gang Homicides occur in many cities in the region. According to CFSEU – BC, which plays a key role in targeting, investigating, disrupting, and dismantling organized crime in BC, in 2017 there were a total of 46 homicides across the province which have a nexus to organized crime (Figure 2). This analysis reveals that gang violence can occur in any area of the province regardless of the size of the community or its location; some with a population as small as 6,000 inhabitants.

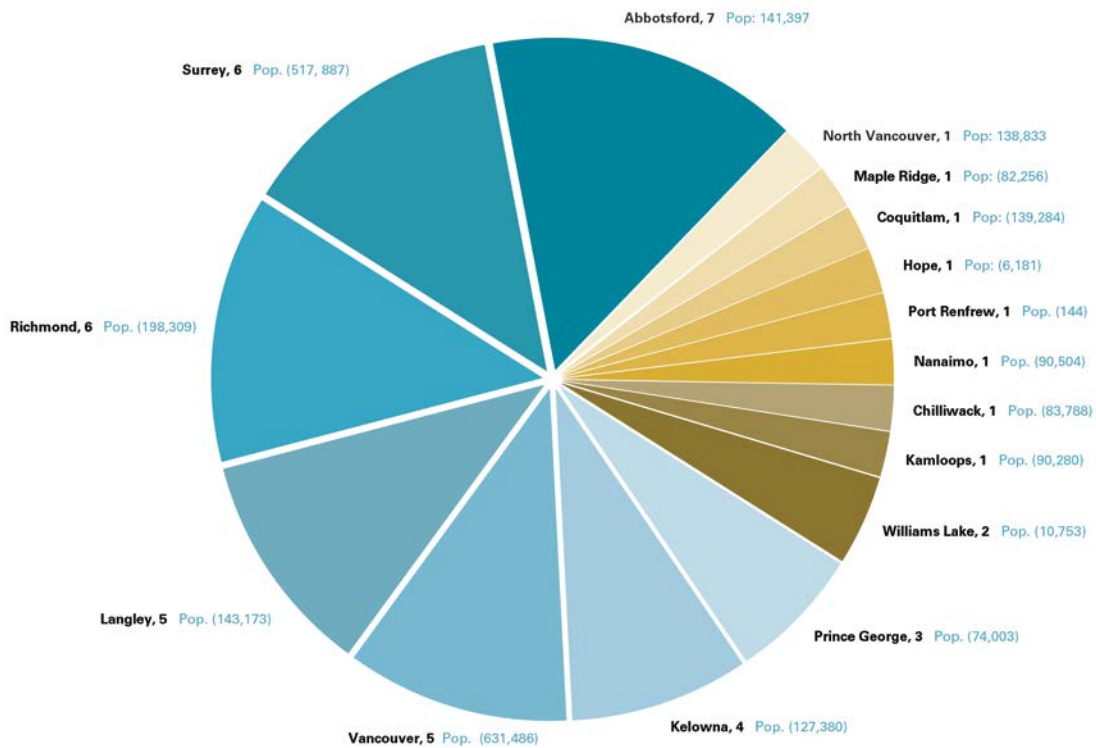


Figure 2: 2017 Gang-Related Homicides by Jurisdiction

Shots fired incidents create fear in all regions of BC. One aspect of the gang crime issue in our province that causes a great deal of alarm is the random and frightening nature of gun shots in public places. According to CFSEU, there were a total of 983 shots fired incidents reported to police in BC in 2017.³ An analysis of this data demonstrates that while almost half (48%) of the confirmed shots fired incidents take place in the densely populated Lower Mainland Division (LMD) of the RCMP, the rest of the province also experiences these types of occurrences (Figure 3). In the Lower Mainland, the Upper Fraser Valley Regional District of the RCMP had the most shots fired incidents followed by Richmond and Surrey. The North District reported 20% of the shots fired incidents, followed by the South East District with 17% and the Island with 15%.

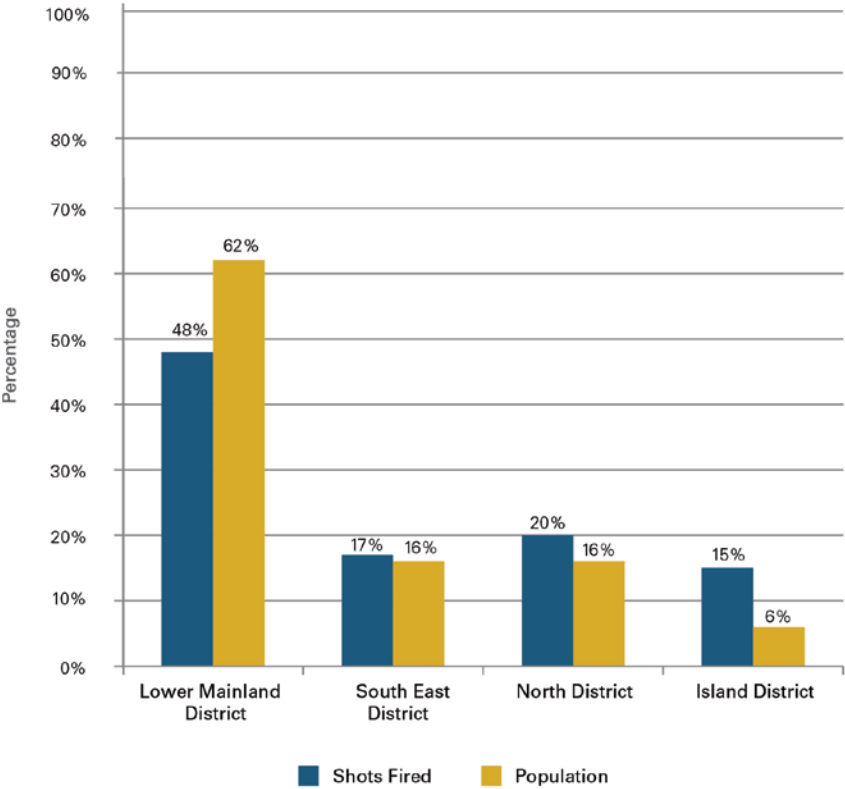


Figure 3: Shots Fired and Population in British Columbia by Policing Region, 2017

Shots fired (UCR 8190-91, Summary 1-4) data was collected using the VPD Consolidated Records Intelligence Mining Environment (CRIME), which captures data from the LMR, VIR, and NSE PRIME-BC servers. Incidents with Unfounded; Unsubstantiated; Assistance (use with ZZZ-code only); Information (use with ZZZ-code only); or Prevention (use with ZZZ-code only) CCJS Status are excluded. A Family Violence — “Not Applicable” and Family Violence— “is blank” rule has also been applied. Shots fired incidents are assumed to be confirmed by way of the investigating members through reliable eye witness information and/or physical evidence. Physical evidence of a shots fired/shooting incident includes shell casings, spent bullets, or bullet holes in persons or structures. It is acknowledged, however, that these figures are not an all-inclusive account of shooting incidents due to Invisible and Private files in the RMS, holdback, as well as varied and evolving criteria used to code shots fired/shooting incidents between RCMP and non-RCMP police agencies in the province. It is also recognized that these incidents will include circumstances concerning: police involved shootings; air/paintball guns, flare/starter pistols; hunting or recreational, wildlife; accidental/self-inflicted; and some domestic violence.

“
...the large population base and geographically central location of Surrey makes it vulnerable to drug trade and gang activity.
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There are high rates of firearm use and gang-related homicides are occurring in public places, which impacts public safety and is bad for business. According to Statistics Canada, in 2016, 44.3% of all homicides in BC were firearm related,¹ an increase from 29.5% in 2015.⁴ Canada-wide, police-reported crime involving firearms has increased each year since 2013 (e.g., there were 33% more victims of firearm related crimes in 2016 than 3 years prior) and that the majority of gang-related homicides involve guns.⁵ Firearm use has become such a concern that an Illegal Firearms Task Force was convened in 2017 by the Ministry of Public Safety and Solicitor General to examine the issue. The Illegal Firearms Task Force identified some concerning trends such as the use of firearms in execution-style homicides by lower-level drug traffickers ('dial-a-dopers') that in some cases caused harm to uninvolved members of the public.⁶ Sophisticated firearms are readily available and routinely used by BC gang members, multiple shots are typically fired, and location, collateral damage, and risk to the public are not considerations.^{7, 8} CFSEU-BC analysis of gang-related homicides and attempted homicides found that 68% of victims in the Surrey gang conflict from January 1, 2015 to June 30, 2015 were recipients of gunshot wounds. According to the CFSEU-BC, on average, one firearm was seized every two days in BC from January 1, 2012 to December 31, 2014.⁹ The CFSEU-BC and Illegal Firearms Task Force report that most firearms seized (60%-80%) are obtained legally in Canada and some are modified with illegal components.

The economic and social development of any community relies upon our ability to have a reputation as a safe, viable region and city in which to locate and do business in. When there is this ... gang violence that's taking place within our region, it doesn't enhance business investment.
– Business Stakeholder

BC's Unique Gang Landscape

BC appears to possess a unique and evolving gang landscape. BC's gang landscape is always changing and possesses characteristics which appear to be unlike any other region experiencing gang violence. The following section outlines the key features of BC gangs and gang members and trends with respect to how gang member demographics are changing. Identifying these features is critical to ensure prevention supports are targeted and tailored appropriately to the unique aspects of the BC gang landscape.

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The constant change in allegiances and aggressive pursuit of profits are key components of BC gang violence.
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¹ Includes fully automatic firearms, handguns (semi-automatic guns and revolvers), rifles, shotguns and sawed-off rifles/sawed-off shotguns and other firearm-like weapons (e.g., zip guns, flare guns, nail guns, pellet rifles/pistols, etc.).

Some evidence suggests that BC gang members come from diverse socio-economic and ethnic backgrounds. Unlike gangs in other regions, such as the United States or other parts of Canada, youth in BC gangs appear to come from a mix of affluent, middle-class, and low-income households. According to research by McConnell (2015) on the nature of BC gangs, traditional factors leading to gang involvement in other regions tend to stem from issues related to poverty, lack of a stable home (e.g., single parent or foster care), and racism while, gangs in BC are considered ‘non-traditional’ because they are multi-ethnic and from diverse economic backgrounds.¹⁰ Interviews revealed that some youth in BC join gangs because of a choice to pursue the gang lifestyle, instead of a necessity due to a lack of opportunities. According to CFSEU-BC analysis of 344 gang-related homicides and attempted homicides in BC between January 1, 2006 and June 30, 2015, some ethnic groups are over-represented in BC gangs (the highest proportion of victims were Caucasian and 25% were South Asian, while South Asian individuals represented only 8% of BC’s population in 2016).^{11, 12}

BC has a large number of youth who engage in gang activity who don’t come from the stereotypical gang profile you would see in the States or other parts of Canada. A lot of middle class, upper middle class, two parents at home, good income, food on the table... we call them non-traditional youth, and they’re quite prevalent in BC as opposed to other areas... BC was really ground zero for that phenomenon.
– Youth Worker

Enforcement stakeholders report that BC gangs are profit-driven, opportunistic, and regionally mobile. Gangs in BC operate like a business and focus on a variety of illegal activities such as drug trafficking, firearm sales, and prostitution.¹³ The CFSEU-BC and Surrey RCMP report that these gangs are driven by profit and use violence to control their market.¹⁴ BC gangs are more sophisticated than in other parts of Canada. According to interviews conducted as part of the Task Force, some gangs require new gang members to pay for training. Contrary to misinformation and sensationalism in the media that gang violence is a ‘Surrey problem,’ BC gang members move frequently between regions of the Lower Mainland and BC – seeking to expand their network and business.

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While the young, diverse, and growing population in Surrey presents a potential challenge in addressing gang involvement, it also is a key strength.

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However, the large population base and geographically central location of Surrey makes it vulnerable to drug trade and gang activity. The CFSEU-BC reports that gangs are becoming more opportunistic, frequently change allegiances and regularly move between jurisdictions at provincial, inter-provincial and international levels.¹⁵ It is common for gang members to live in one city and conduct business or violence in another community. The constant change in allegiances and aggressive pursuit of profits are key components of BC gang violence,¹⁶ which is also driven by personal grievances related to pride, honour, and hyper-masculine posturing.

Very visible, low-level drug trafficking is causing the violence. It's a select group of individuals who are consistently switching sides. But they know everything about each other. Some of the stuff is personal stuff. Big egos. They can't handle a personal slight.
– Youth Worker

An initial review suggests that gang members are exhibiting criminal and anti-social behaviours at young ages. The Surrey RCMP reports that the average age of gang members involved in the 2014-2016 gang conflict was 23 years, while the average age of their first criminal offense was 16 years old and age of first suspension from school was 13 years old.¹⁷ According to interviews and Task Force discussions, older, more entrenched gang members may be directing orders to kill. However, they are using younger gang members to carry out these orders on their behalf, to reduce their level of risk of retaliation or criminal charges. Youth are having to carry out violence to prove themselves but are more likely to face criminal charges, being victims of gang violence, and money problems (e.g., owing debts to other gang members).¹⁸ Sixteen-year-old youth are particularly valuable since they have driver's licences.¹⁹ According to the CFSEU-BC and interviews, the extreme, sporadic violence is in large part connected to retaliatory gunfire between young people running dial-a-dope operations.²⁰

Gang members are moving away but staying connected to their original neighbourhoods. For example, a known gang member just recently died who had moved away from Abbotsford to North Vancouver. However, even when some of the higher up gang members move away, they stay connected to people in Abbotsford. He was brought back to Abbotsford to be buried. I have seen some of the young people who have been involved with gang activity in Abbotsford go away but it follows them. It is possible that some have come into Abbotsford from other jurisdictions. It speaks to the regionality of the problem.
– Community Stakeholder

Females are not immune from gang-related homicides and attempted homicides and possess different risk factors, according to law enforcement stakeholders. According to CFSEU-BC analysis of 417 gang-related homicides and attempted homicides in BC between January 1, 2006 and December 31, 2017, 17 victims were female.²¹ In some cases, females are killed due to retaliation or are caught in the crossfire due to their association with a gang member. According to research and interviews, females are involved in gangs as girlfriends and increasingly as active participants.^{22, 23} Because females are less likely to be targeted by enforcement, they are being used by gang members to carry guns and drugs, and to provide their names for houses, cars, credit cards, and cell phones. Females are also becoming more involved in drug trafficking, recruiting, and committing gang violence.²⁴ Females are sometimes extorted into prostitution by gangs (e.g., they develop a drug addiction or debts to the gang and are forced to pay through prostitution).²⁵

She was 22 years old and sitting in the driver's seat of her boyfriend's truck when she was shot. She was dating a high-level drug trafficker. She told her mom, 'They don't murder girls.'
– Community Stakeholder

2.2 Risk Factors

The following section outlines the major risk factors which make youth in BC and Surrey vulnerable to gang involvement. As stated earlier, there is limited data on risk factors specific to BC and Surrey. The following summary provides an overview of the key themes that emerged from the data, discussions, and interviews. However, further analysis is required to better understand the prevalence of each of these risk factors and how they are interrelated in the BC and Surrey gang context.

Initial findings suggest that youth from a variety of backgrounds are vulnerable to gang involvement due to Surrey's diverse, young and growing population. According to analysis from the Children's Partnership Surrey-White Rock,² Surrey is increasingly seen as an attractive place for young families to raise their children.²⁶ The city is expected to become the largest city in BC by 2030. The City of Surrey is growing twice as fast as the rest of BC. According to Statistics Canada, Surrey had a population of 517,887 in 2016, representing an 11% increase since 2011, compared to the average 6% increase for BC.²⁷ Surrey's birth rate was 480 births per month in 2016 (equivalent to adding 16 seats to a kindergarten classroom per day).²⁸ The city possesses the largest school district in BC, with 71,350 students from Kindergarten to grade 12 in 2016/17.²⁹ Surrey is also home to a diverse mix of cultural and ethnic communities with visible minorities representing 58% of the population in 2016, the majority of which are South Asian (33% of the population).³⁰ A total of 43% of residents are immigrants.³¹ Individuals who identify as Aboriginal³ represent 3% of the population.³²

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Trauma was identified as a major factor for gang involvement.

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Families living in Surrey live in a variety of socio-economic circumstances, with a median income of \$68,060 for 2016 (higher than the provincial average of \$61,280). Furthermore, while some young people in Surrey are involved in gangs, many are contributing positively to the community by

² The Children's Partnership Surrey-White Rock is a cross-sector coalition of public and non-profit organizations who work together to support the health, well-being and learning potential of children ages 0-12 and their families in Surrey and White Rock.

³ 'Aboriginal identity' includes persons who are First Nations (North American Indian), Métis or Inuk (Inuit) and/or those who are Registered or Treaty Indians (that is, registered under the Indian Act of Canada) and/or those who have membership in a First Nation or Indian band.

volunteering, working, and furthering their education. For example, over 20,000 students were enrolled at Simon Fraser University and Kwantlen Polytechnic University Surrey campuses in 2017.³³ While the young, diverse, and growing population in Surrey presents a potential challenge in addressing gang involvement, it also is a key strength that, if adequately supported, could be leveraged to help the city achieve its economic, social, and public safety goals.

We have had knowledge gathering events where we bring people from the community to share how program implementation is going. What always emerges is how complex the lives of these kids are. Nothing is simple in their lives. There is a lot of layering of risk factors. Protective factors are hard to pull out. For example, if a person has a really good relationship with a good adult. It is hard to find things to build on.

– Community Stakeholder

Factors influencing gang involvement are complex, varied, and interrelated. According to a 2017 study by Public Safety Canada, there are no risk factors that uniquely predict a high probability of gang membership; no one variable can account for such a complex phenomenon.³⁴ Risk factors can include individual (internal) and social (external) risk factors, which make youth more vulnerable to gang involvement, and protective factors, which reduce the likelihood that a youth will become involved in a gang. It is often the combination and layering of risk factors that can lead a youth to gang involvement. The following table outlines commonly identified risk factors and protective factors for gang involvement highlighted by the CFSEU-BC in their End Gang Life Facilitator’s Guide, which aims to raise awareness about the myths and realities of gang life.³⁵

POTENTIAL PROTECTIVE FACTORS	
<p>Individual Level (Internal)</p> <ul style="list-style-type: none"> • Low level of belief in violence • Optimism and hope • Balanced self-esteem • Gratitude • Forgiveness • Humility • Authenticity (“being true to self”) • School success 	<p>Social Level (External)</p> <ul style="list-style-type: none"> • Positive relations with family and peers • Pro-social peers • Strong commitment to school • Positive connections with the community • Involvement in pro-social activities • Parental/Adult involvement in school and leisure activities • High expectations from teachers
POTENTIAL RISK FACTORS	
<p>Individual Level (Internal)</p> <ul style="list-style-type: none"> • Antisocial beliefs • Impulsivity • Unemotional/callous personality traits • Early history of violence/delinquency • Weapons use • Substance abuse • School absenteeism/failure 	<p>Social Level (External)</p> <ul style="list-style-type: none"> • Family violence • Substance abuse in the family • Limited parental monitoring • Inconsistent/inappropriate disciplinary practices • Low socio-economic status • High-crime neighbourhood • Delinquent peers • Peer rejection • Sense of alienation

Table 1: Protective Factors and Risk Factors for Gang Involvement

Source: The Combined Forces Special Enforcement Unit-BC. End Gang Life-Myths and Realities, A Facilitator’s Guide to the Video Modules.

The major risk factors identified by the Task Force include:

Family risk factors. Family risk factors can make youth vulnerable to gang involvement if the home does not offer a stable, nurturing environment. Some common themes identified include:

- **Trauma/domestic violence.** Trauma was identified as a major factor for gang involvement and could be due to several reasons ranging from experiencing or witnessing domestic violence to experiencing a negative life event (e.g., serious illness or death in the family, school suspension, or relationship disruption).³⁶ According to the Network to Eliminate Violence in Relationships, the Surrey RCMP report that one third of the calls they receive are related to violence in relationships.^{37, 38} The Surrey RCMP also report that 40% of the individuals involved in the 2014-2016 gang conflict had been involved in some type of domestic violence in their upbringing either as victims or witnessing it in the home.³⁹ Attitudes that normalize violence inside and outside the home shape a youth’s view on violence. Child abuse and neglect, including emotional and sexual abuse are also risk factors for gang involvement.⁴⁰ Interviews with gang experts identified that it is particularly common for females involved in gangs to have a history of victimization.

“B’s Story” – B lost his dad when he was 8 years old. His mother had chronic depression. His uncles also moved away to America. At the age of 17-18 his involvement in gangs was revealed to the family. His paternal grandparents were in denial. The family felt his behaviour was delinquent. Once he was confronted, he left home. At this point he changed his lifestyle to that of a gangster. He wanted to expand his “drug business” to Prince George and Kelowna. He was shot and killed by a rival gang member at the age of 29.

- **Substance abuse in the family.** Substance abuse, including drug or alcohol abuse, in the family is another major risk factor for gang involvement.^{41, 42} Parents engaging in substance abuse are more prone to violence and neglect, and contribute to a disorganized and unstable home environment for youth.⁴³ There is also a strong correlation between substance abuse and domestic violence. Research studies have found that more than 50% of men going through batterer programs were also substance abusers and more than 50% of men in substance abuse treatment had committed intimate partner violence in the year prior to their treatment.⁴⁴ Drug abuse in the family is also increasingly becoming a risk in Surrey. The BC Coroners Service reported a 600% increase in illicit overdose deaths in Surrey from 2007 to 2017 (22 versus 148).⁴⁵
- **Lack of parental supervision.** Lack of parental supervision was also commonly cited as a family risk factor. According to the previously mentioned study of incarcerated youth in BC between 1998 and 2012, a higher percentage of youth involved in gangs reported that their crime was motivated by a lack of parental supervision compared to other incarcerated youth (55% versus 36%).⁴⁶ Many parents are working long hours, are not home very often, and may have limited awareness of how their children spend their time. The critical hours after school from 3 pm to 6 pm are particularly vulnerable times when youth may become involved in gangs or other delinquent behaviour.⁴⁷ A lack of access to pro-social activities or mentors compounds this problem.^{48,49} Grandparents, who are tasked with taking care of the child while the parent is working, may also have difficulty supervising the child on social media because they are not familiar with the latest technology.⁵⁰ As a result, youth may not receive the required guidance or discipline and think that there are no consequences for their involvement in gangs or other socially unacceptable behaviour.

Social risk factors. Social risk factors play a major role in influencing youth involvement in gangs. Youth are often driven by a desire to be accepted among their peers and establish an identity for themselves among their peer groups. Some common themes identified include:

- **Delinquent peers/family members.** Gang involvement can stem from social and familial connections to other individuals involved in gangs or delinquent behaviours. Gang members are often groups of friends, who grew up together in the same neighbourhoods and attended the same schools, sharing connections through common community links.⁵¹ According to the study of incarcerated youth in BC between 1998 and 2012, a significant percentage of youth involved in gangs reported that their crime was motivated by friends (91% versus 69% for incarcerated youth not involved in gangs) and status (69% versus 19%) and a smaller percentage indicated that the crime was motivated by a sibling (35% versus

12%) or parent (22% versus 5%).⁵² Peer groups developed when an individual is incarcerated can also lead to gang involvement. Research from Public Safety Canada reports that incarceration can further criminalize individuals and lead to cycles of release and imprisonment.⁵³ Furthermore, generational involvement in gang activity, such as older siblings or cousins, can influence other family members to become involved in gangs. Sometimes the extended family is involved in gangs and youth are pressured to continue the tradition.^{54, 55, 56}

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Youth may join gangs due to a lack of attachment and success in school.

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- **Social alienation and peer rejection.** Interviews and research identified that a lack of attachment and success in school or to activities is a significant reason why youth are joining gangs. Youth who are not seen as the star athletes or academics often struggle to define their social identity and may become involved in gangs to meet that need for peer acceptance. The transition from elementary school to secondary school is particularly sensitive as youth go from being the oldest in the school to the youngest/smallest and they may feel the need to redefine their role among this new peer group. Peer rejection and bullying can also create a strong sense of alienation in youth causing them to look to gangs to either protect them or offer a sense of belonging and empowerment.^{57, 58}

Kids are joining gangs for protection because of bullying. I was mentoring a kid who was being bullied at school. There was an embarrassing video of him being sent around. Everyone was making fun of him. Then I hear he's hanging out with a gang. I ask him why and he says, "Nobody makes fun of me when I'm with those guys."

– Youth Worker

- **Lack of attachment to a positive adult role model.** Lack of attachment to a positive adult role model was also frequently cited during the Task Force. If youth do not have a positive role model, then they are more vulnerable to attaching to gang members and other negative peer influences as a source of guidance and support.⁵⁹

Cultural Factors. The following discussion is intended to shed light on some of the cultural factors contributing to youth involvement in gangs. However, it should be noted that this is not a definitive analysis. Some common themes identified include:

- **Cultural identity issues.** In some cultural communities, particularly among first- and second-generation immigrants, youth may experience cultural identity issues. Youth may struggle to

balance both their connection to their ancestral cultural identity and their connection to their host community (i.e., Surrey or Canada).⁶⁰ A study by Tweed and Bhatt (2018) of these issues – referred to as “acculturation” – found that those who report a disconnect from both their cultural identity and their host country were more likely to be marginalized and engage in fighting.⁶¹ However, those who are able to maintain a connection to both their cultural identity and their host country were found to be better integrated and report higher life satisfaction, self-esteem, and authentic living and lower fighting and beliefs supporting aggression. The cultural disconnect may also be present between different generations of a family, particularly between grandparents and children. Youth may become involved in a gang as a way of regaining or redefining their social and cultural identity as they struggle to meet the expectations of both worlds.^{62, 63}

New immigrants are vulnerable. Parents have no idea how things work. They are trying to put food on the table. They don't know what is happening with their kids. When they do know, it is too late. They don't want to accept it. There is stigma involved because it brings shame on the family and extended family.
– Community Stakeholder

- **Individual risk factors (behavioural and mental health issues).** Youth may be vulnerable to gang involvement due to risk factors related to their behaviour. Individual risk factors that have been commonly identified in the research include aggression, impulsivity, anti-social attitudes, substance use, early sexual activity, poor school attendance/performance, early history of violence/delinquency, and weapons use.^{64, 65} The study by McCuish, et al. (2012) of 1,400 incarcerated youth in BC between 1998 and 2012, similarly identified that these behaviours are particularly prevalent among gang-involved youth. The study found that gang involved incarcerated youth in BC have an earlier age of contact with police, report more violent behaviour, report more teenage delinquency behaviour, and report more general offending behaviour compared to other incarcerated youth.⁶⁶ The study found that a higher percentage of gang involved youth reported engaging in weekly fighting compared to other incarcerated youth (44% versus 22%) and crime motivated by anger (56% versus 35%). More gang involved youth also engaged in risky behaviour at early ages such as alcohol use (72% versus 49%), drug use (60% versus 34%), and sex (44% versus 19%) before the age of 12. School attachment was also a key factor with more gang involved youth expelled from school (83% versus 56%) and indicating their crime was motivated by dropping out of school (51% versus 32%).⁶⁷ Other research suggests that gang members are more likely to suffer from mental health challenges such as antisocial personality disorder (57 times), psychosis (4 times), anxiety disorder (2 times) and depression, compared to non-gang members.⁶⁸ Some youth dealing with aggression do not know how to channel their emotions and engage in fighting, and experience higher levels of stress, anxiety, and learning disabilities.⁶⁹

One of the most prominent gang members today, 7-8 years ago, I got a call from the school because a 10-year-old was beating up his mom in the parking lot. He was chasing his mom around the minivan and she was allowing this to happen. We tried to work with this kid. He needed boundaries, consequences, discipline. We couldn't do it. The parents were terrified.
– School Stakeholder

Poverty and socio-economic challenges. Even though the BC gang landscape is unique and includes youth from an economically diverse range of households, research and interviews with Task Force members indicate that poverty is still a risk factor for gang involvement in Surrey, particularly amongst some groups. Youth experiencing poverty may feel that they cannot escape through legitimate means, which makes them susceptible to gang or other criminal involvement.^{70, 71} Families may not be able to afford to pay for after school activities or related expenses, limiting a young person's opportunities for pro-social engagement. Other factors associated with socio-economic challenges, such as lack of a stable home, can make youth vulnerable to gang involvement. According to a study by McCuish, et al. (2012) of 1,400 incarcerated youth in BC between 1998 and 2012, 40.9% of major gang involved youth had left home before the age of 12 and 23.2% were kicked out before the age of 12.⁷² The lack of a family or multiple changes in guardianship (e.g., in the foster system), creates disorder in a youth's life and the gang becomes like a surrogate family.^{73, 74}

Like all cities, particular demographic groups and places are more vulnerable than others and youth may therefore be at greater risk for involvement in gangs. A total of 15% of households in Surrey lived in low-income after tax in 2016.⁷⁵ In 2011 alone, approximately 35,000 government-assisted refugees settled in Surrey.⁷⁶ Refugees face various language, employment, and other barriers to integration which make them vulnerable to poverty. Their limited awareness about gangs also poses a risk.⁷⁷ In a report prepared for Public Safety Canada, interviews with Somali Canadian youth and young adults identified that they face language barriers, challenges acquiring citizenship, mental health issues (often related to traumatic experiences), and low levels of community cohesion.⁷⁸

Other groups, such as Aboriginal youth are also vulnerable to poverty and potential gang involvement. Surrey is home to the largest population of Aboriginal children and youth in Metro Vancouver. Aboriginal children 18 and under make up 38% of Surrey's Aboriginal population.⁷⁹ Over half of Aboriginal children ages 0-6 in Canada live in poverty.⁸⁰

Comprehensive Strategies at the Neighbourhood Level

Children in certain neighbourhoods can face higher levels of risk and vulnerability. This is supported by UBC data through the Early Development Instrument (EDI), which maps vulnerability of children ages 0-6 in terms of five levels of vulnerability (e.g., physical, social, emotional, language and communication) and identifies regions in Surrey with particularly high rates of vulnerability (e.g., Guildford West and Newton East) (Figure 4).⁸¹ Additionally, the Middle Years Development Instrument (MDI) recently developed for older children (Grades 4 and 7),⁸² shows that children in the middle years in the area report lower social and emotional development and are less likely to be involved in a variety of organized activities such as youth organizations, sports and music or arts programming. In some schools, children were also less likely than peers in other areas to have dinner with adults at home.

As part of a new initiative, we engaged with youth ages 15 to 24 and received over 250 responses to a poll about the issues that were most important to them. The top three included: 1) Affordability, 2) Mental Health, and 3) Public Safety. One brilliant youth said “Aren’t they all connected? It is expensive to live here, parents are working two jobs which creates stress, substance abuse, and mental health issues, and that all results in feelings of not being safe, being at risk and on edge, affecting public safety.”
 – Government Stakeholder

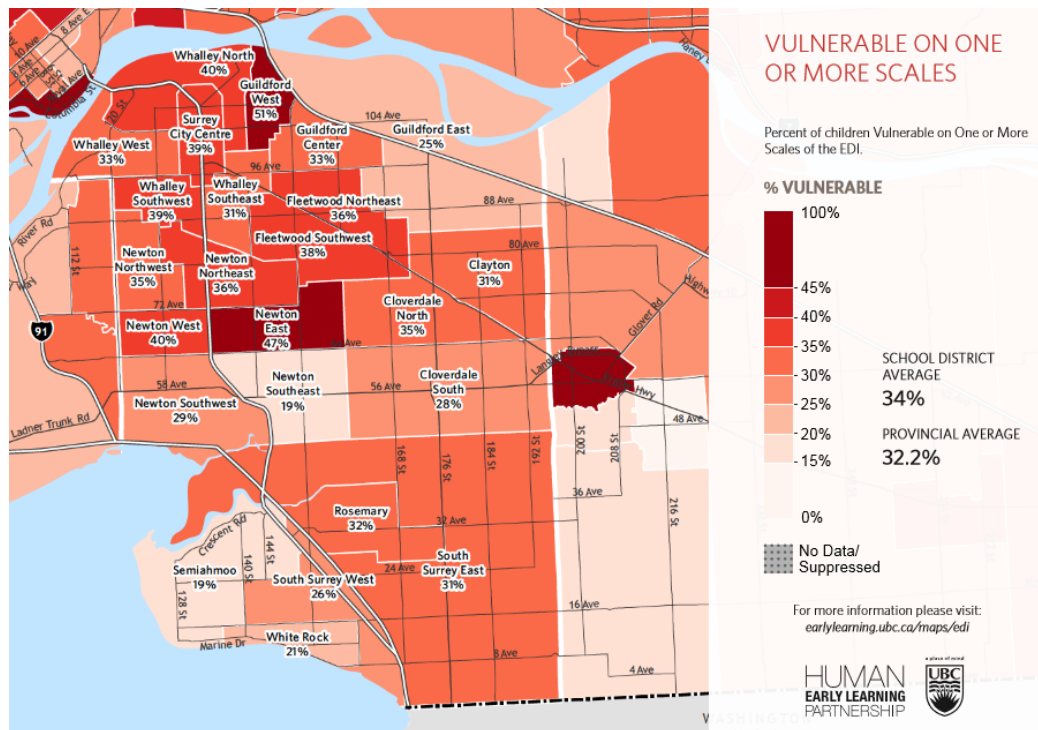


Figure 4: Vulnerability of Children in Surrey Neighbourhoods, 2016

As a result of the above, a number of programs have already been developed including the Next 100 Years program, the Yo Bro | Yo Girl Youth Initiative, and the Surrey WRAParound program, for example. These programs largely provide targeted support to children and youth from the Newton area of Surrey. Further, significant targeted resources have been assigned to schools in the neighbourhood. In addition to requiring more school-based resources, communities facing elevated vulnerability require enhanced recreation and community services that address risk factors and strengthen community and family resilience. Comprehensively and collaboratively addressing these community level needs has been shown to enhance relationships and social cohesion as well as reduce crime.

2.3 Motivations for Joining, Remaining in, and Exiting Gangs

In this section, reasons why youth decide to join gangs and what motivates them to leave the gang and exit the gang lifestyle are also explored.

Reasons for Joining/Remaining in a Gang

The Task Force identified a variety of reasons why youth decide to join gangs. More research is required to better understand these motivations and their prevalence within the Surrey and BC gang landscape. Some of the most commonly mentioned reasons include:

Perceived glamour and status and desire for money. Youth may join a gang to feel a sense of belonging and power. The perceived notoriety that is associated with being involved in a gang – often glamorized in popular culture (e.g. music videos) – provides youth with a sense of identity and status. Youth are also attracted to gang involvement as a way to make money. According to the study of incarcerated youth in BC between 1998 and 2012, most youth involved in gangs reported joining because they were introduced by a friend, for the money, and to deal drugs.⁸³ Females may join gangs for similar reasons, seeking to be loved and acknowledged, and see the glamour and lavish spending associated with the gang lifestyle as a symbol of this acceptance.^{84, 85} Interviews with stakeholders reveal that gang involvement has become normalized amongst some youth. Youth report having friends who sell drugs and insist that it is normal. According to the Surrey RCMP, social media is sometimes used to recruit youth into gangs and perpetuate myths about the gang lifestyle.⁸⁶ A youth's access to the internet, social media, and an unlimited data plan, make them easy targets for gang involvement.

What really helps these kids is engaging with them and helping them find success in other areas other than selling drugs.
– Youth Worker

Lack of fear of consequences. According to interviews, youth are also becoming involved in gangs because they do not fear consequences or enforcement. For youth who are not yet entrenched in the realities of gang life, this makes it difficult to entice individuals to leave the gang lifestyle before it is too late. Without adequate resources for intervention and enforcement approaches, combined

with other prevention and gang exiting supports, youth risk becoming more entrenched and even less likely to change their lives in a positive manner. Stakeholder interviews also revealed some evidence that part of the issue stems from enforcement challenges such as limited resources (leading to prioritization of higher risk targets instead of low-level drug traffickers and/or youth offenders) and legislative challenges making it difficult to conduct searches/seizures or press charges.⁸⁷ A study by McConnell (2015) on the construction of gangs in BC similarly identified that there is a lack of fear of enforcement among some BC gang members, but that programs such as the Vancouver Police Department’s Bar Watch and Restaurant Watch have helped to curb some of the bravado and status gang members previously enjoyed.⁸⁸

We work with youth who have had 55 police contacts before they ever see a courtroom. By the age of 15, they have been diverted from court so many times, they are already entrenched. They are involved in very serious offenses which are investigated but there are no charges. Youth look to other youth and if the charges never stick, kids are not scared of the police.
– Community Stakeholder

Being indebted to the gang. Interviews and anecdotal evidence from the CFSEU-BC Gang Exiting client profiles, indicate that some individuals are being forced to remain in gangs because they have become indebted to the gang and are threatened with violence if they do not repay the debt. In some cases, a gang may recruit youth to traffic drugs then the same gang members will rob that individual and hold them accountable for the lost revenue – trapping them in debt to the gang. In another instance, it was reported that a gang may use a similar tactic on females, by luring them with extravagant parties and trips then forcing them to pay back debts by performing illegal activities on behalf of the gang such as transporting drugs or guns or engaging in prostitution.

“

There is limited data on gang-violence and risk factors specific to BC and Surrey.

”

Reasons for Exiting a Gang

Though this list is not exhaustive, some of the reasons identified in the research and interviews about why individuals exited the gang lifestyle included:

Death of a friend or family member/stress. According to the study of incarcerated youth in BC

between 1998 and 2012, a common reason why individuals left the gang lifestyle is because the life had become too stressful or risky (e.g., they were constantly in fear for their and their family's lives) or they had experienced the death of a loved one.⁸⁹ The CFSEU-BC reports that common reasons their Gang Exiting clients decide to leave the gang lifestyle include safety, housing, detachment from family, detachment from positive peers, detachment from pro-social activities, addiction, and self-identity reasons.⁹⁰

Pursuing other illegal opportunities. Some youth in the study of incarcerated youth indicated that they chose to leave the gang because they thought they could make more money by not being in a gang but continuing to sell drugs independently.⁹¹

Maturity (aging out). The research also found that individuals decide to leave because they grow older and are less willing to engage in risky behaviours (e.g., start a family, etc.).⁹² According to the study of incarcerated youth, female youth were more likely to stop offending into adulthood compared to male youth, while female youth tended to possess a higher risk factor profile.⁹³ Further research is required to better understand these differences.

Death/overdose. Approximately 1 in 15 youth from the study of incarcerated youth in BC between 1998 and 2012 were deceased by the age of 30. It is suspected that the number is higher for gang members. The two main causes of death were substance use overdose and homicide.⁹⁴ Interviews with law enforcement stakeholders identified that there has been a trend in recent years with some gang-involved individuals overdosing on their own product laced with fentanyl.

Arrest/incarceration. According to the literature review and interviews, enforcement interventions (e.g., arrests, incarceration, cooperation with the police, pressuring them to flee to another province or country, promoting their departure due to threats revealed by way of Duty to Warns etc.) can be effective in stopping or preventing an individual from becoming involved in gangs. These approaches are even more effective if combined with outreach and exiting supports such as providing information and support to the individual and their family members to help them make a sustainable change.⁹⁵

Family/peer/program intervention. Interviews also identified that intervention by a family member, social worker or peer could assist an individual to exit the gang lifestyle. Similarly, program interventions such as the Surrey WRAParound Program or CFSEU-BC's Gang Intervention and Exiting program could lead an individual to choose to exit a gang and prevent them from becoming more entrenched.

“

Positive youth development is based on resiliency.

”

3. Program Overview

The first section of this chapter (Section 3.1) outlines a selection of current programs offered in Surrey that target gang involvement including an analysis of these programs and potential service gaps. The second section (Section 3.2) reviews examples of broader programs aimed at addressing risk factors among children, families, and youth. Programs included in this profile are delivered by a range of stakeholders including the City of Surrey, Surrey School District, RCMP, and non-profit sector. The programs presented are not comprehensive but represent a selection of programs that were most commonly identified during the Task Force as addressing key risk factors related to gang involvement.

Program development is guided by the three-tiered prevention framework shown in Figure 5. Tertiary prevention involves responding after a problem has occurred. The goal is to create conditions which will minimize harm to the victim and decrease the likelihood of a recurrence of the behaviour by the offender. Secondary prevention involves identifying individuals and situations most at risk then taking the necessary actions to reduce and eliminate that risk. Secondary prevention is specifically targeted to individuals identified as needing intervention by the social services or justice sectors. The goal is to identify the problem and prevent it from continuing or worsening. Primary prevention involves programs or initiatives aimed at intervening early, before the problem occurs, with a goal of addressing and preventing the development of risk factors that can be problematic later and are usually aimed at the general population.

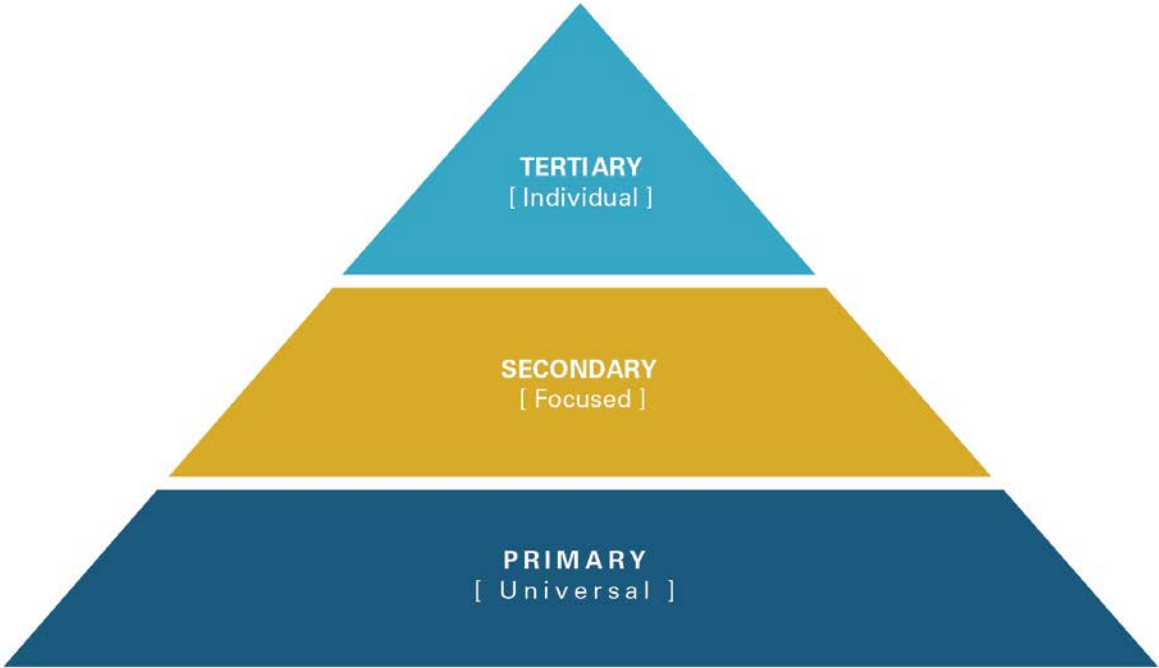


Figure 5: Three-Tiered Prevention Program Framework

As well as determining where programs fall in the three-tier model, it is important to understand services targeting children, youth, and families in terms of the outcomes sought for these groups. Figure 6 shows the model used for the City of Surrey’s Parks, Recreation, and Culture community programming. Though Parks, Recreation, and Culture does not work directly in gang prevention, this is an example of an excellent framework that could perhaps be used in the development of other gang-prevention programs. The framework also guides how the City partners with other stakeholders in the community.

City of Surrey Parks, Recreation, and Culture programming focuses on approaches that enable all children and youth to be supported, healthy, connected, and engaged. This framework provides a lens that shapes how services are planned and implemented and how the work is evaluated and reported to the broader community. These investments create the conditions for healthy development and greater levels of resiliency, personal engagement, and connection to community among target groups. Programs strive for evidence-based services that are sustainable, guide professional growth and are collaborative partnerships.

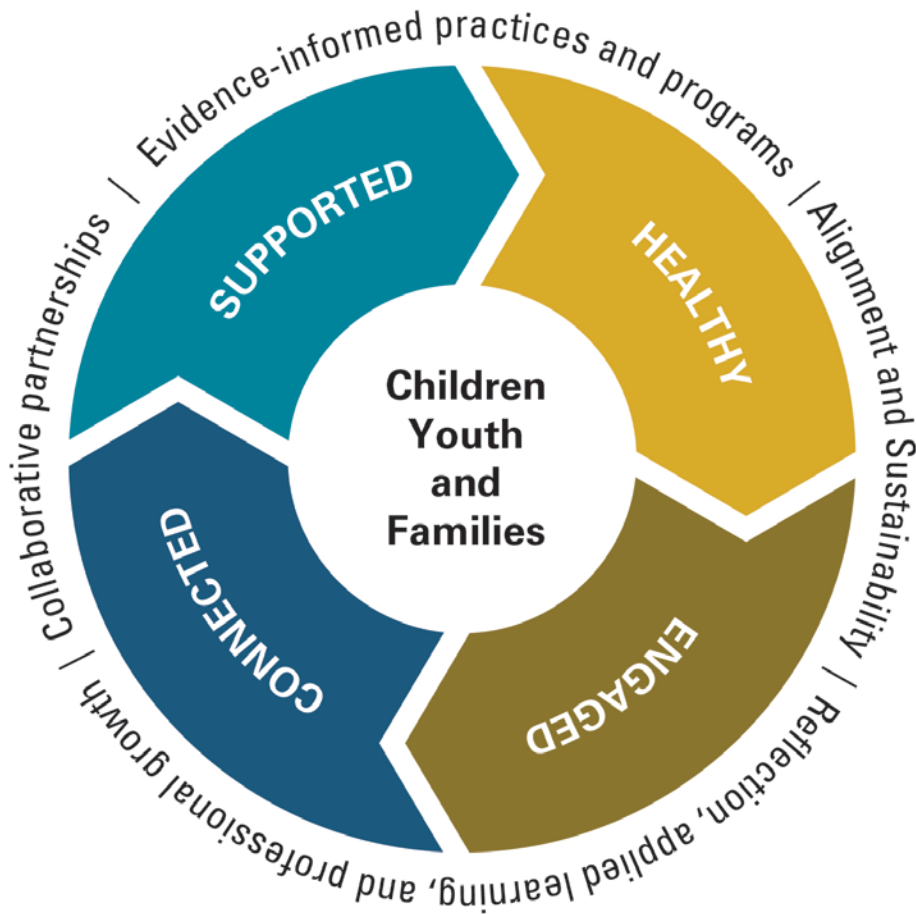


Figure 6: Healthy Development Framework for 0-18 years

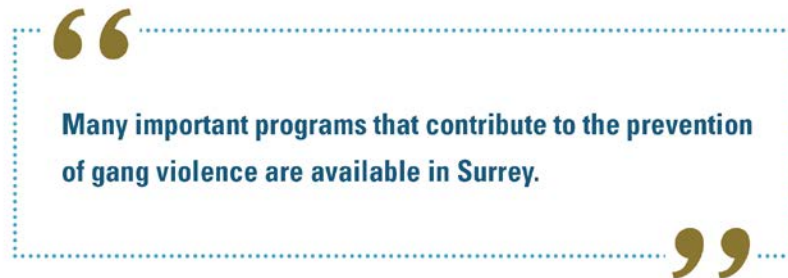
It is evident that many important programs that contribute to the prevention of gang violence are available in Surrey – both directly in targeting at-risk population groups and indirectly in addressing risk factors in the broader population. Figure 7 highlights a sample of programs that were identified during the Task Force. It should be noted that the programs presented here are not comprehensive.



Figure 7: Key Prevention and Intervention Programs in Surrey

3.1 Gang Prevention Programs

The following section presents a sample of gang prevention programs that were identified during the Task Force. While the list is not complete, these programs were selected for a more in-depth review because they directly target gang prevention and/or population groups that are at-risk of gang involvement. The programs are organized by their level of prevention: tertiary, secondary, and primary prevention.⁹⁶



Tertiary Prevention Programs

School/RCMP wraparound and intervention programs. Some gang prevention programs are offered directly by the Surrey School District, in partnership with the RCMP. The RCMP also offers direct programming for at-risk and criminally-involved youth.

- **Surrey WRAParound Program** – (*targets children (6-12), youth (13-18), adults, and parents/caregivers, in school*) The Surrey WRAParound Program (WRAP) is a multiagency partnership between Safe Schools (SD36), the City of Surrey and the RCMP Youth Section. In 2016, it was included as a key strategic initiative under the City’s Public Safety Strategy. The program’s mission is to foster a genuine and trusting relationship with both the youth and caregiver(s) resulting in a collaborative care plan for the family that aims to greatly reduce the youth’s risk level. WRAP has access to immediate interventions that include clinical counselling, athletic/creative outlets, transportation support, one-to-one schooling when necessary and a variety of outreach opportunities. WRAP builds its care plan with the youth and targets some of the 5 domains (Individual, School, Community, Peers and Family). Workers form trusting bonds with participants and their family members through an understanding of relevant family history. The initial interview takes place in the home where staff are able to identify who can be a positive influence.⁹⁷ Eligible youth must either be criminally entrenched; involved or demonstrating a clear trajectory towards criminal, gang, or anti-social behaviour; or have family members who have been involved in crime or are at-risk but do not yet have a high baseline of anti-social behaviour. Youth who participate in WRAP are referred by the Ministry of Children & Family Development, probation officers, social workers, school staff, and other outside agency managers. The program was adapted to ensure ethnic diversity and is respectful of cultural differences, including a unique Youth Level of Service/Case Management Inventory (YSL-CMI) model that takes into account ‘non-traditional’ risk factors unique to Surrey. Support is also provided to at-risk children (ages 6-12) before they are formally enrolled in WRAP (often referred to as ‘Mini-WRAP’). A total of 7 school district staff and 2 dedicated RCMP members work collaboratively with youth and their families as part of WRAP.

An evaluation by Public Safety Canada in 2012 determined that WRAP was successful in reaching its target population. Evaluations also show a significant decline (67%) in negative police contacts of the participant group relative to the comparison group. The use of specialized software has been instrumental in tracking and reporting on the progress being made at individual and collective levels. Many successful youth graduate high school and come back as leaders to the community.^{98, 99} The program has experienced some challenges such as limited time for administrative tasks and limited capacity, resulting in a waitlist for participation, and limited ability to work with very high-risk participants who are actively trafficking drugs or are targets of gang homicide attempts.

A youth came to the attention of WRAP as a result of his arrest on the scene of a large-scale drug deal involving firearms at a hotel in the Surrey area. The youth spent three months in custody at a youth detention centre and a WRAP constable as well as a WRAP outreach worker began to work with him immediately following his arrest. In spite of his high profile within the community and entrenched ideal surrounding gang/drug trade involvement, over the course of the next three months, the program was able to significantly decrease his negative police contacts within the community. His compliance with his court ordered conditions improved and the youth was able to be placed back into a secure school setting which caters to high risk young people. In addition to the school placement, the youth has attended multiple recreation opportunities including a 10-day camping/canoeing trip to Desolation Sound, a trip he described as "the best time of my life."

– Youth Worker

- **Youth Intervention Program** – (targets youth (12-18) and parents/caregivers, in community) Delivered by the Surrey RCMP, the Youth Intervention Program has been diverting young people away from a life of crime and redirecting them out of the criminal justice system to make healthier decisions since 1995. The program works with an average of 300 at-risk youth per year. It has three full time counsellors who work within the city's five District Offices and provide counselling, family support, and referrals to youth who have been involved in conflict or crime. Referrals to the program are made by police officers who encounter youth during their calls for service. Youth Intervention Program counsellors speak to many teens who are at a crossroads in their lives. The goal of the program is to provide early intervention services to reduce criminal behaviour among young people in Surrey. Frequent recidivism checks are done on those youth who complete the program, which has a high rate of success deterring participants from future criminality. Almost 97% of youth who complete the Youth Intervention Program are not charged with any criminal acts within the first 12 months of completion.¹⁰⁰
- **Restorative Justice Program** – (targets youth (12-25) and adults, in community) The Surrey RCMP delivers the Restorative Justice Program for youth and young adults who have caused harm to another person, property or community through their behaviour; acknowledge their involvement in a crime or conflict; consent to participate in a restorative justice process; and have no previous convictions or charges. Restorative Justice is a philosophy

that views crime as a violation of relationships and recognizes that crime hurts individuals and communities. It creates opportunities for accountability, understanding, problem solving and healing. Restorative Justice seeks to repair the harm caused by crime through the facilitation of respectful dialogues between victims and those responsible for harm. The program is volunteer based and provides services such as community justice circles, restorative resolution meetings, mentorship, and RCMP consultations.¹⁰¹

CFSEU-BC gang intervention and exiting programs. The CFSEU-BC delivers gang intervention and exiting as part of an integrated continuum of gang prevention and intervention services, including 'End Gang Life', an anti-gang awareness campaign described under the primary prevention subsection.

- **Gang Intervention Program** – (*targets youth (12+), adults, and parents/caregivers, in community*) The CFSEU-BC Gang Intervention Team provides a combination of community engagement and gang prevention through outreach and proactive intervention. This team works with high-risk individuals (ages 12+) living in BC who are either engaged in gang activity or are at risk of leading such a lifestyle. The team offers education, prevention, enforcement and various other tools to intervene in cases where parents are seeking help for their children who are involved in the gang lifestyle. The team has the unique ability to identify and intervene in gang-related conflicts before they amplify. The Gang Intervention Team also works with operational and investigative units within the CFSEU-BC and other police agencies, to participate in community engagement, focused deterrence, targeted enforcement and investigative strategies. Parents that require assistance are encouraged to call the CFSEU-BC's dedicated Gang Intervention Parent Help Line.¹⁰² As of March 2018, CFSEU-BC Gang Intervention and Exiting staff have received 138 Intervention and Exiting referrals, 40 of which have led to successful interventions. Gang Intervention and Exiting clients reside in communities across BC, most commonly in Surrey (52%), Abbotsford (15%), Delta (6%), Vancouver (6%), Burnaby (5%), Richmond (3%), as well as other communities such as New Westminster, Aldergrove, Kelowna, Port Moody, Vancouver Island, Kamloops, and Langley. Three percent of individuals assisted were incarcerated at the time.¹⁰³
- **Gang Exiting & Outreach Program** – (*targets adults (18+), in community*) The CFSEU-BC also delivers the Gang Exiting and Outreach Program, which provides adults (ages 18+) living in the Lower Mainland with the support they need to successfully redirect their life in a positive manner. In 2016, this pilot program was included as a key strategic initiative under the City's Public Safety Strategy. The pilot program will run for two years with funding from the Ministry of Public Safety and Solicitor General Civil Forfeiture Office, contracted through the City of Surrey and funding and in-kind support from the CFSEU-BC and is scheduled to be completed in December 2018. An Interim Report has been prepared describing the progress of the pilot and an evaluation is planned. Using a case management approach, the program provides exiting support such as counselling, employment skills training, education and mental health and addictions support programming to participants and their family members.¹⁰⁴ The Gang Exiting and Outreach Program also has a dedicated telephone contact. Of the 40 successful interventions, 16 individuals were over the age of 18 and thus met the eligibility criteria for the gang exiting pilot program. One Gang Exiting client has already successfully transitioned out of the program and is self-sufficient. Gang Exiting clients are on average 26 years of age (slightly older than Gang Intervention clients who are on average 20 years of age) and tend to be male, live in Surrey or Abbotsford and come

from different cultural backgrounds (e.g., languages spoken at home included English (38%), Punjabi (31%), Hindi (15%), Punjabi/Hindi (8%), and Dari (8%)).¹⁰⁵

A critical success factor for the program has been the approach of having both a police officer and outreach worker meet with clients and coordinate effective exiting and intervention strategies. Each professional brings unique skills and tools that can assist clients to exit the gang lifestyle. For instance, police officers ensure the meetings are safe and can work with other enforcement teams to apply enforcement pressure to clients that may be good candidates for Gang Exiting but are resistant. Outreach workers bring a broader understanding of risk factors and reasons why clients may be involved in the gang lifestyle, helping to tailor case management plans and draw from service network partnerships where supports are needed. Outreach workers also have the capacity to provide ongoing emotional and practical support to clients as they transition out of the gang lifestyle.

The program is the first of its kind in BC and offers a promising approach for assisting individuals who want to exit the gang lifestyle and may be disconnected from school and other supports. The following two case studies (names have been changed) highlight how the Gang Exiting & Outreach Pilot Program has helped individuals receive the support they need to exit the gang lifestyle.¹⁰⁶

“John” – John was 26-years-old and operating a drug line in the Lower Mainland. His wife and two children lived on the Island. He had anxiety and bi-polar disorder (diagnosed). His wife contacted the CFSEU-BC to see if they could help him exit the lifestyle and shared that he was looking for legitimate work but instead was “forced” to work a drug line. The CFSEU-BC engaged policing partners who interviewed John. Other actions taken included search warrants and seizure of guns. Once engaged with the Gang Exiting program, John was reunited with his family (hotel stay, transit), and assistance to the Integrated Homicide Investigation Team. John successfully exited gang life and is no longer involved in drug trafficking.

“Joe” – Joe was 20-years-old, operating a drug line and associated with individuals heavily involved in Lower Mainland drug gangs. He was raised in a home with an alcoholic father, had witnessed domestic violence, and had extended family members involved in gang activities. He also had a learning disability and was a victim of bullying in high school. Policing partners reached out to the CFSEU-BC for support to develop an intervention plan. CFSEU-BC staff met with Joe and he shared his involvement in the drug trade and willingness to exit. Gang Exiting program staff linked Joe to a variety of different services including clinical counselling, employment support, drug education, family mediation and ongoing practical support. Today, Joe is accessing services to address his mental health needs and is working with an employment agency to find meaningful work. He has started to build positive connections with family members who denounced him due to his involvement in the drug trade. Most importantly, Joe is no longer involved in drug trafficking and has limited his associations with anti-social peers.

Ministry of Children and Family Development (MCFD) youth justice programs. A variety of programs are funded through MCFD focused on youth who are involved in the Youth Criminal Justice System. Some of these programs are delivered by non-profit community organizations such as Options Community Services Society or Pacific Community Resources Society (PCRS).

- **Intensive Support and Supervision Program (ISSP)** – (*targets youth (12-18), adults, parents/caregivers, in community*) The Intensive Support and Supervision Program provides one-to-one support and supervision to high risk youth as part of a court order or condition of supervision in the community or probation order. The goal is to support rehabilitation and reduce recidivism in youth. MCFD funds these youth justice services directly and via contract (Burnaby Youth Custody Services or Options Community Services Society in Surrey).¹⁰⁷ Staff work with youth to develop educational, vocational, interpersonal, and social skills. Youth are supported in planned activities and are monitored for compliance with the conditions of their court orders. For example, ISSP workers provide information and referrals to parents, help youth attend school, apply for work, and participate in pro-social and cultural activities (e.g., attending a sweat lodge), and can report a breach of conditions to youth probation offices. The program compliments but does not replace the case management and supervision provided by the youth probation officer. Youth referred to ISSP must have an ISSP condition on their probation order. Referrals come from Youth Probation Officers. Options Community Services Society has been working in partnership with the CFSEU-BC to support youth that are particularly high-risk or gang-entrenched.¹⁰⁸
- **Curfew Monitoring** – (*targets youth (12-18), adults, parents/caregivers, in community*) Curfew Monitoring is intended to monitor court ordered curfews of youth on bail, probation, and supervision orders in the community. Service is provided by Options Community Services Society via an Integrated Youth Services contract with MCFD. The program contacts youth in person and via telephone to confirm compliance with their court ordered curfew.¹⁰⁹ Curfew workers also provide youth with mentorship and pro-social activities (e.g., invite them to join a hip hop class) and work with parents to encourage added supervision of their children. According to Options Community Services Society, 57 youth (88%) completed the program in 2017 with no youth refusing the service. Eight youth (12%) did not complete the service due to other reasons than refusal (e.g., moved to another community, charges dropped, or incarcerated).¹¹⁰
- **Youth Transitioning Services** – (*targets youth (16-18) and adults, in community*) – Youth Transitioning Services is delivered by Options Community Services and targets youth who are requiring support in their transition. The transition could include transitioning out of the Youth Justice System, entering into adulthood, securing housing, returning to school, or accessing the mental health system. Probation officers often refer young people to this program if they require further support in the community after the successful completion of their court orders or if they have been transferred to the adult Justice System.¹¹¹
- **Youth Probation Officers** – (*targets youth (12-18), adults, parents/caregivers, in community*) When youth are required to serve part of or their entire sentence in the community, they receive a community supervision order from the court. Youth are supervised by a youth probation officer and required to obey certain conditions and orders of the court. These could include reporting to the youth probation officer regularly,

attending rehabilitation programs and staying out of trouble with the law and community. The youth probation officer may also require youth to have no contact with specific people, attend counselling, complete a full time residential treatment program, and not use any drugs or alcohol during their sentence, among other optional conditions.¹¹² Probation officers provide various supports such as referring parents and/or youth to different services (e.g., counselling, pro-social, and life skills programs), connecting Aboriginal probation officers with Aboriginal youth, and teaching youth who do not attend school.

- **Immediate Response Program** – (*targets early years, children, youth, and parents/caregivers, in community*) Delivered by PCRS, the Immediate Response Program provides brief intervention counselling for children, youth, and families to improve family function and enable families to live together harmoniously. Families who are experiencing crisis as a result of parent-teen conflict, who are referred by a social worker or probation officer. The program’s objective is to support everyone in the family by dealing with concerns promptly and in a way that encourages the family to be connected to their community. Services include supporting school attendance, enhancing parenting skills, promoting healthy behaviours, providing integrated case management, and offering referrals to services (e.g., to address poverty or other vulnerability).¹¹³ PCRS has capabilities to offer services to parents in different languages such as Punjabi.
- **Honour Secondary School** – (*targets youth (13-18) and parents/caregivers, in school*) Delivered by PCRS, Honour Secondary School is a unique independent school for young people that combines an education program with on-site and community-based activities, one-on-one support, family support, and individual development activities. The program is funded by the MCFD and the Ministry of Education. Youth participants are typically subject to a court order and are not able to attend a school within the Surrey School District due to their behaviour risk.¹¹⁴ There may be capacity issues for Honour Secondary School as there is only one servicing the entire Lower Mainland at this stage.
- **Youth Outreach and Empowerment Support Services Program** – (*targets youth (13-18)*) The program is a partnership between PCRS, Encompass and Alexandria Neighbourhood House. Funded by MCFD the program works with the most vulnerable youth across the entire service delivery area. Youth referred to this program are typically refusing main stream services, are living in unsafe conditions and may be involved with gangs. The goal is connect these youth to services to keep them safe, housed and connected.
- **Teen Recreation & Enhancement Services (TREES) Alternate School** – (*targets youth (13-18), in school*) TREES Alternate School is a partnership between PCRS and the Surrey School District. PCRS’s two school programs work with vulnerable and justice involved youth to help provide them with the opportunity for educational advancement. TREES is an alternate school in the Surrey School District that combines academic programming and recreational activities with individual and group counselling services. TREES offers both High School Graduation and optional Adult Dogwood certification. The program team is made up of 3 district teachers, 2 district inner city support workers, 2 youth counsellors, a cook, and a program supervisor.¹¹⁵

Secondary Prevention Programs

School and non-profit programs promoting healthy behaviours. The Surrey School District and non-profit organizations also offer programs that promote healthy behaviours among children and youth to help them address risk factors that could lead to gang involvement.

- **Yo Bro | Yo Girl Youth Initiative** – (*targets children (6-12), youth (12-18), in school*) The Yo Bro | Yo Girl Youth Initiative runs a series of strength-based programs in Surrey and other parts of the Lower Mainland. In 2016, it was included as a key strategic initiative under the City’s Public Safety Strategy. The Initiative cultivates resiliency in at-risk youth and empowers them with tools to avoid the perils of drugs, gangs, crime and violence.¹¹⁶ Former Hells Angels member Joe Calendino started the program and his lived experience allows him to connect to the kids on a different level. The programs offered include: Keep It Real (drug and gang awareness), Team Yo Bro | Yo Girl (after-school activity program focused on physical fitness, personal safety, and building confidence to make safe and healthy choices), Know Means No (helping girls to understand more about healthy relationships), Respectful Relationships (violence prevention and emotional self-control), Foundations for Leadership (workshops on personal vision, values and mindfulness), and spring, summer and winter break programs (activities to develop physical and mental strength, flexibility and relaxation). Yo Bro | Yo Girl Youth Initiative mentors have been personally impacted by the Initiative as participants and then go on to lead programs and connect with at-risk youth. As of 2018, the Initiative is being delivered in 12 elementary and 12 secondary schools in Surrey and has approximately 5 employees as youth mentors. The programs are free to participants.

Politicians should see the positive effect these programs have on kids. You can actually see how it changes lives. With only 7 WRAP workers and 5 Yo Bro | Yo Girl employees there is no way these programs will reach the 72,000 students in Surrey. These kids need regular interaction to show we are proud of you and here for you.
– Youth Worker

- **Respectful Futures** – (*targets youth (12-18), in school or community*) – Respectful Futures: Shaping Healthy Relationships was developed by Stroh Health Care in collaboration with the Ministry of Public Safety and Solicitor General and the Ministry of Education.¹¹⁷ The resources were modelled on a program called Respectful Relationships developed by BC Corrections, Ministry of Public Safety and Solicitor General, which has been used with great success in the education of men who have been convicted of domestic abuse, and has demonstrated reductions in violent recidivism.¹¹⁸ The resources consist of six modules, which may be used in schools and the community. The modules are presented in a manner of progression that allows younger children to address relationships in a more global way, while giving older youth opportunities for a more specific and focused examination of relationships. The curriculum is being piloted in select Surrey schools.
- **Attendance Matters** – (*targets children (5-12), youth (13-18), and parents/caregivers, in school*) Attendance Matters is delivered by the Surrey School District and works with at-risk

and vulnerable students in grades K-3 with a goal of identifying and monitoring instances of chronic absenteeism, and to support students and families in attaining prompt and consistent attendance. Attendance Matters includes three core components: 1) Breakfast club, which provides students with a consistent and nutritious breakfast every day; 2) Intentional targeted outreach interventions, which supports students and families through parent engagement, transportation solutions, and referrals; 3) Engagement and enrichment through literacy, recreation and social/emotional activities, which allows students to develop academic and social competencies to enhance confidence and connection to school, setting the foundation for success. Attendance matters is delivered across 15 inner city elementary and 6 inner city secondary schools.¹¹⁹ Since this program is only delivered in 15% of Surrey elementary schools and 22% of Surrey secondary schools, it has a limited reach in terms of addressing truancy and disconnection from school city-wide.

RCMP programs providing positive peers/mentors and strengthening cultural identity. The Surrey RCMP, in partnership with the Surrey School District and other community partners, offers a variety of programs that provide positive peers and mentors, and strengthen cultural identity among at-risk youth.

- **Next 100 Years** – (*targets children (11-13) and youth (13-18), in school*) The Surrey RCMP Diversity Unit, in collaboration with the Surrey School District Safe Schools, is implementing the Next 100 Years youth peer mentorship program as an early intervention program to prevent gang involvement by supporting elementary school students in building a stronger sense of cultural identity and pride. The program builds on the “100 Year Journey” project which aimed to highlight South Asian contributions to Canadian society. The resulting book, electronic edition, and teaching materials chronicle the narratives of 100 South Asian pioneers to Canada.¹²⁰ The Next 100 Years program is being piloted in two Surrey elementary schools that have been identified as schools where prolific gang offenders attended as children. As of November 2017, the program had been delivered to 116 grade 6 and 126 grade 7 students with expansions being explored in adapting the program for Aboriginal students.
- **CASTLE** – (*targets boys (8-13), in school*) CASTLE is an RCMP-led after-school program that equips boys, aged 8-13, to become model citizens and use their voices for positive purposes. Surrey RCMP Youth Unit officers are working with Surrey RCMP Gang Enforcement Team (SGET) to expand the Surrey Schools’ CASTLE program to additional schools.¹²¹
- **Game On!** (*targets boys (8-13), in school*) Game On! Is a mentoring program between Big Brothers of Greater Vancouver, the Surrey School District, and the Surrey RCMP Youth Unit to support boys who exhibit signs of gang associated behaviour, prior to their entry to the WRAP program.¹²² Game On! teaches boys about physical, mental, and emotional health. This after-school program incorporates sports, a healthy snack, and weekly discussions on topics like self-esteem and video games to encourage healthy lifestyle choices.¹²³

Community-based programs addressing vulnerability/poverty and providing positive peers/mentors. Non-profit community organizations offer a variety of outreach programs and services for vulnerable and hard-to-reach youth who may be at risk of gang involvement. Funding for these programs comes from a variety of sources such as the MCFD. Examples of select programs targeting vulnerable youth include:

- **PCRS Surrey Youth Resource Centres** – (*targets youth (13-24), adults, and parents/caregivers, in community*) Since 2004, the Surrey Youth Resource Centres have been offering a wide range of services for youth ages 13 through 24 at two locations: Newton and Guildford. At each location, there are cutting-edge alternative education programs, alcohol and drug programs, youth justice services, family support programs, and youth support programs. PCRS is the lead administrator of both of the sites and collaborates on a number of service programs with partnership organizations such as Options Community Services Society, DIVERSEcity, and School District #36.¹²⁴
- **Inter-Regional At-Risk Youth Link (IRAYL)** – (*targets youth and adults, in community*) Delivered by PCRS, IRAYL is a unique partnership/youth outreach program providing support and resources to youth who gather together on and around the SkyTrain stations in the Lower Mainland. Youth outreach workers identify and connect with youth to provide support and build relationships, as well as offer resources, food, and other items. Service is provided along the Expo, Millennium, and Canada Lines Monday to Friday from 12 p.m. to 11 p.m.¹²⁵
- **Reconnect Street Outreach Services** – (*targets youth and adults, in community*) Delivered by PCRS, the Reconnect program is a service that assists street-involved youth and youth who are at risk of being on the streets by offering information, providing referrals to longer term resources, and supporting youth in making positive and healthy choices.¹²⁶
- **Stop Exploiting Youth (SEY) program** – (*targets youth (13-18), in community*) Delivered by PCRS, the SEY program provides case management and referral services to support youth to exit a situation or lifestyle in which they are being, or are at risk of being, sexually exploited. In 2013, the majority of youth involved responded that they had a greater connectedness to services, community, school and/or family at the time of discharge.¹²⁷
- **REACH Program for Youth** – (*targets youth and young adults (13-21), in community*) Delivered by PCRS, REACH Program for Youth offers individualized services to empower and support newcomer youth who are experiencing settlement and integration difficulties due to their cultural and background differences. The program hosts a variety of peer-support groups, employment groups and workshops (e.g., self-esteem, health and wellness and Canadian culture workshops and outings such as biking along the seawall or attending cultural celebrations).¹²⁸
- **Pathways to Education** – (*targets youth (13-18), in community*) Pathways to Education is delivered by PCRS, in partnership with SFU Surrey and targets youth in low-income communities to help them graduate from secondary school and successfully transition on to post-secondary education, training, or employment. Pathways addresses systemic barriers to education by providing leadership, expertise, and a community-based program proven to improve graduation rates by an average of up to 85% in participating communities across Canada.¹²⁹ The program is being offered for the first time in Surrey in 2018 and will provide a range of supports for youth including free tutoring, social and mentoring activities, one-to-one educational support, bus passes, grocery cards, scholarships and positive relationships with adult role models.¹³⁰

- **Jr. Civic Ambassador’s Program** – (*targets children (5-12), in school*) Options Community Services Society’s Jr. Civic Ambassador’s program is a prevention program that supports children who are identified by school staff as at-risk. The program curriculum focuses on the development of trusting adult relationships, engagement in pro-social activities in the community, safety enhancement, and the fostering of civic responsibility. This program incorporates presentations from community partners such as the CFSEU-BC, the City of Surrey, and is also supported by Simon Fraser University for evidence-based research. The program has two delivery models: 1) in a camp setting during school breaks (i.e., winter, spring, and summer) and 2) during after-school programming.¹³¹
- **Community Safety Youth Leadership and Mentorship Program** – (*targets youth (12-18), in community*) – The Surrey Crime Prevention Society (SCPS) offers the Community Safety Youth Leadership and Mentorship program, which was introduced in 2013 to support the needs of youth-at-risk and leadership students through community partnerships. The twelve-week program focuses on the delivery of leadership and mentorship training between SCPS Mentors and Mentees in the community. At-risk youth Mentees are referred by Ministry of Children and Family Services and other partners. Mentors tend to be university students and act as a positive peer influence on the Mentees, helping to lead them on the right track. The purpose of this initiative is to foster a positive Mentor-Mentee relationship as the youth pairs engage in various community enhancement volunteering activities (e.g., graffiti clean-up, community safety tours, etc.). Mentees contributed a total of 582 hours to volunteer activities in 2016.¹³²

Since being in the program, I look at life differently. I am a more positive person who makes better choices. My mentor wants me to do good in life. I have learned not to hang out with the wrong people. I loved coming in because I had an awesome mentor, who understands me, and we had the best conversations.
– Youth Mentee

- **Red Fox Youth Leadership** – (*targets children (5-13), pre-teens (10-14), youth and young adults (15-30), and parents/caregivers (all ages), in community*) Red Fox Healthy Living Society is a registered non-profit Society and Charity that serves Aboriginal and inner-city children, youth and families. Its recreation, food and cultural programs foster healthy, active living, leadership and employment training. Its Youth Leadership program gives Aboriginal and inner-city youth a unique opportunity to develop practical skills that help them to succeed in employment and in life. Red Fox creates a supportive environment that empowers youth to build confidence, cultural pride and real responsibility and leadership, despite the challenges they face in their everyday lives. It was noted during Task Force interviews that this program is significant since a high proportion of referrals to WRAP are Aboriginal youth.¹³³
- **Fraser Region Aboriginal Friendship Centre Association** – (*targets children, youth, parents/caregivers, and adults, in community*) The Fraser Region Aboriginal Friendship Centre Association (FRAFCA) is British Columbia’s newest Friendship Center, receiving its designation on November 12, 2012. The FRAFCA offers various programs for families such as My Urban Elder, 0-6 years Cultural Night, and the Little Eaglets Early Learning StrongStart, as well as programs for youth such as the Indigenous Youth Group, Indigenous Youth Urgent

Needs, Youth Cultural Night, and All Nations Youth Safe House (described in more detail below).¹³⁴

- **All Nations Youth Safe House (ANYSH)** – (*targets youth (16-18), in community*) The Safe House has six beds and provides meals for at-risk youth ages 16 to 18 of all nations. The safe house provides homeless youth with a place to stay for up to 30 days, while exploring options and resources for more safe and stable housing. The House is open 24/7 with overnight staffing, though youth have a curfew. Staff assist youth with locating job opportunities, training, housing, and schooling. Youth are encouraged to be goal oriented and are supported with individualized case planning when appropriate.¹³⁵

Primary Prevention Programs

CFSEU-BC primary prevention programs. The CFSEU-BC offers a variety of primary prevention services and materials aimed primarily at increasing awareness about gangs among parents and youth in the community.

- **End Gang Life** – (*targets youth, adults, and parents/caregivers, in community and schools*) Launched in 2013, the End Gang Life initiative was developed by the CFSEU-BC in collaboration with other partners to provide a unique, thought-provoking look into the main myths surrounding gangs.¹³⁶ The posters (Figure 8), videos and facilitator’s guide expose the truths and perils of gang life with the aim of promoting conversations about gangs and the effects gangs have on communities, with the goal of preventing and deterring youth and young adults from entering gang life.¹³⁷ Through a partnership with the Kwantlen Polytechnic University (KPU) Acting Together – Community University Research Alliance (AT-CURA), the CFSEU-BC also offers a booklet for parents: “Understanding Youth & Gangs – A Parent Resource.” The booklet, available in eight different languages, aims to help parents recognize the signs of potential gang involvement in their children, how to prevent them from getting involved with gangs and to guide them back on a positive path and create resiliency.¹³⁸ The CFSEU-BC uses these materials to undertake extensive communication and outreach activities, including 13 presentations to schools and community/cultural organizations, presence at over 25 community events reaching more than 425,500 community members, 29 meetings with community stakeholder organizations, 16 media interviews and extensive social media outreach from December 1st, 2016 to September 1st, 2017.

A key success factor of these efforts has been the culturally tailored messaging and personalized outreach focus, which has strengthened cooperation and trust with the community. This approach has resulted in floods of contacts from concerned parents, neighbours, siblings and referrals from other community-based organizations to the CFSEU-BC. For example, on Jan 18, 2017, Sgt. Jag Khosa did a TV interview with Prime TV Asia. Sgt. Khosa worked with Prime TV Asia to produce a 4-minute video addressing concerned parents to call the CFSEU-BC parent help line if they are worried that their child may be involved in gangs or drug trafficking. The video was posted on social media and received over 100,000 views in two weeks. As a result of this exposure, 3 Gang Intervention clients were referred.¹³⁹

Thank you for all your efforts in reaching out to the community to tell the parents and youth that yes there is help. One step at a time and lives will start to change for the better!

– Parent Stakeholder

- **CFSEU-BC Parent Helpline** – (*targets parents/caregivers, in community*) The CFSEU-BC offers a helpline for parents who are seeking help for their children (12+) who are either engaged in gang activity or are at risk of leading such a lifestyle. The CFSEU-BC Gang Intervention Team offers parents and children assistance in the form of education, prevention, enforcement and various other tools of intervention.

RCMP primary prevention programs. The Surrey RCMP also offers primary prevention services, tailored to the specific circumstances and identified target group needs in Surrey.

- **Shattering the Image** – (*targets children (11-13), youth (13-18), adults, and parents/caregivers, in schools*) The Surrey RCMP has also developed an anti-gang presentation, adapted from the CFSEU-BC End Gang Life messages and tailored to the Surrey context. Launched in the fall of 2017, Shattering the Image shares the true story of gang life in Surrey and its consequences.¹⁴⁰ While the Shattering the Image presentation initially targeted children in the 11-13 range, it has developed over the last year to have three distinct target audiences: elementary school children, high school youth, and educators. A target specific presentation has been developed for each group. The presentations cover topics ranging from the use of social media in recruitment and normalization of gangs to how youth can be drawn into the gang lifestyle. Surrey RCMP SGET officers facilitate 2-4 presentations per week. Requests come from partner agencies including the Surrey School District, the Justice Education Society, and local community groups, including newcomer groups.

There is definitely a need for these safe, open discussions with youth prior to them entering secondary school. Building these connections early and often has a real impact on students and can start to turn the tide and prevent the next generation from entering this lifestyle altogether. The Surrey RCMP is shedding light on the realities of drugs and gangs and instilling confidence in our students to make positive life choices.

– School Stakeholder

- **Bridging the Gap** – (*targets youth and parents, in school*) The Surrey RCMP, City of Surrey, and Surrey School District offer an innovative way to educate parents/guardians about youth culture through the new Bridging the Gap events. Bridging the Gap are evening events where youth from one Surrey community gather in a circle with parents/guardians from another Surrey community to explain what it means to be a youth today, what pressures youth face, and how parents can best help their teens cope with these pressures. These events are held at Surrey secondary schools and moderated by a Surrey RCMP police officer and intervention program staff member. The youth participants will respond to pre-set questions on topics such as stress, substance use, relationships, and social media. Facilitators will also provide the adult participants with information on what drives teen behaviour. Bridging the Gap events are intended to bring a greater understanding of youth issues to parents/guardians and help them feel more confident in addressing concerns with their children. These events also empower the youth participants and give them a voice.¹⁴¹
- **Surrey RCMP Parent Helpline** – (*targets parents, in community*) The Surrey RCMP Parent Helpline puts parents in touch with Surrey RCMP's specialized youth officers and youth counsellors who can assist them with resources, police information, and intervention services. Parents who call the helpline and leave a message stating their name, phone number, and concern will have their call returned within 24 hours between Monday and Friday. English, Punjabi and French speaking staff are available.¹⁴²

In the following section various diagrams provide an overview of four key elements representing a high-level analysis of these gang prevention programs in terms of their level of intervention, target group, service location (i.e., whether individuals access the services from a connection to schools or in the community), and intervention types. These are provided to assist with the identification of potential gaps in services.

Level of Intervention

While the programs reviewed are not an exhaustive list, the review shows that gang prevention programs in Surrey tend to focus more on secondary and tertiary prevention, rather than primary prevention, since they typically target youth who are most at risk of gang involvement (Figure 9). As noted earlier, tertiary prevention involves responding after a problem has occurred, secondary prevention focuses on individuals who are most at risk, while primary prevention is usually aimed at the general population.

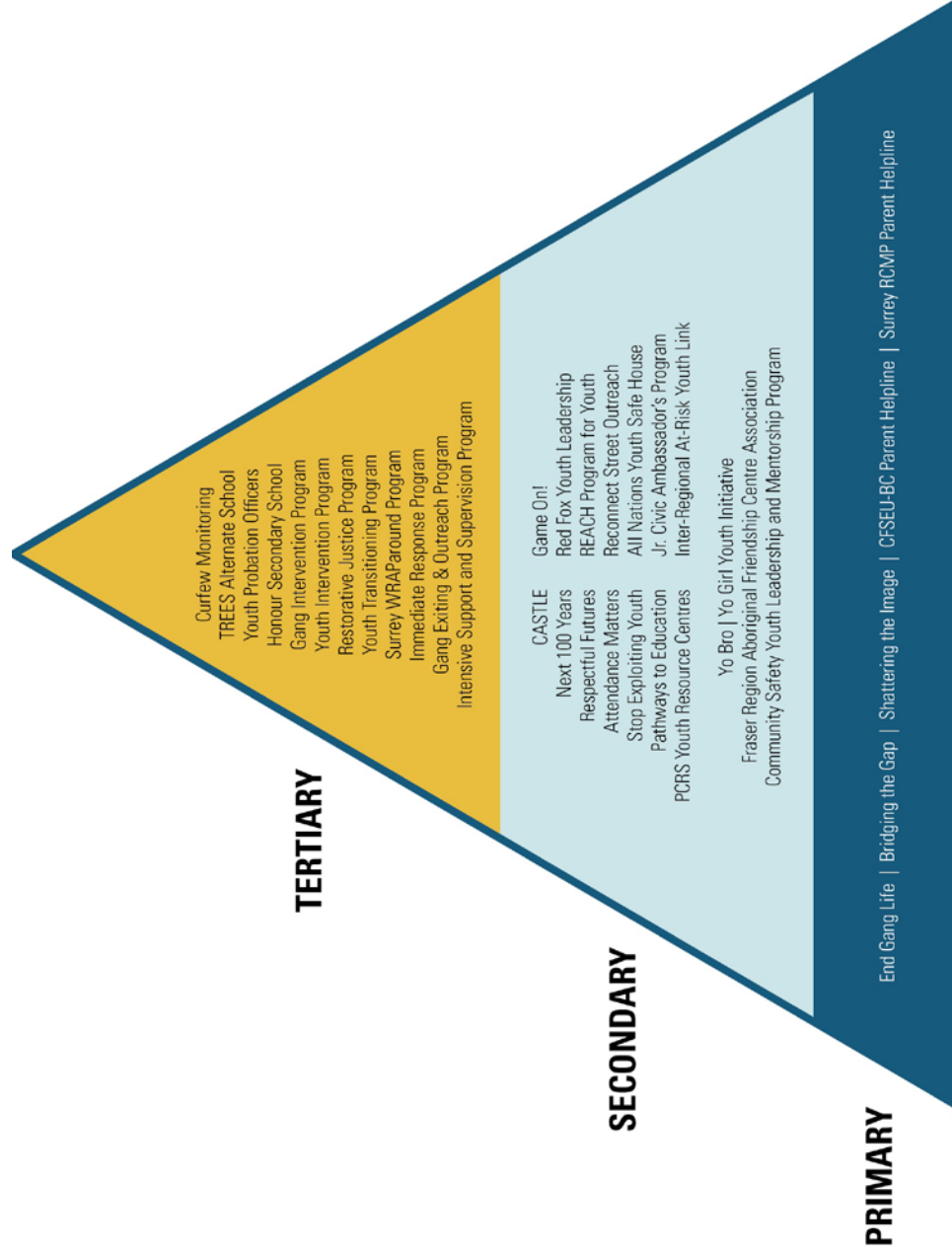


Figure 9: Levels of Intervention in Gang Prevention Programs

Target Group

Among the sample of programs reviewed, most programs target youth (ages 13-18), which could indicate there is a gap in program and service delivery for children exhibiting anti-social and problematic behaviours and parents or caregivers of children at-risk of gang involvement (Figure 10).

However, there is a trend of some newer programs and programs starting to address the need for programming aimed at children (ages 6-12) such as Surrey RCMP's Shattering the Image presentations as well as the 100 Years pilot program in various elementary schools.

Surrey RCMP also recently introduced the Mini-Blue pilot program targeting children (grades 5-7), which builds on Code Blue program (grades 6-7). Further analysis is required to better understand these gaps and program areas of focus.

	Early Years (0-6)	Children (6-12)	Youth (13-18)	Adults (18+)	Parents/Caregivers
End Gang Life					
Youth Intervention Program					
Shattering the Image					
Surrey RCMP Parent Helpline					
CFSEU-BC Parent Helpline					
Bridging the Gap					
Restorative Justice Program					
Yo Bro Yo Girl Youth Initiative					
Respectful Futures					
Next 100 Years					
Attendance Matters					
Youth Transitioning Services					
PCRS Youth Resource Centres					
Inter-Regional At-Risk Youth Link					
Reconnect Street Outreach Services					
CASTLE					
Fraser Region Aboriginal Friendship Centre Association					
All Nations Youth Safe House					
Stop Exploiting Youth					
REACH Program for Youth					
Pathways to Education					
Community Safety Youth Leadership & Mentorship Program					
Surrey WRAParound Program					
Immediate Response Program					
Game On!					
Gang Intervention Program					
Gang Exiting & Outreach Program					
Intensive Support and Supervision Program					
Curfew Monitoring					
Youth Probation Officers					
Honour Secondary School					
TREES Alternate School					
Red Fox Youth Leadership					
Jr. Civic Ambassador's Program					

Figure 10: Program Target Groups

Service Location

The location of service delivery (Figure 11), among the select programs reviewed, is spread between schools and the community. There appears to be slightly more programs offered in the community. However, many of these programs tend to target issues related to poverty and vulnerability and may not be reaching youth who are not in school and already entrenched in gang activities. In addition, youth who are not in school due to their involvement in gangs may be less likely to voluntarily access community-based programs unless they are directed by a court order.

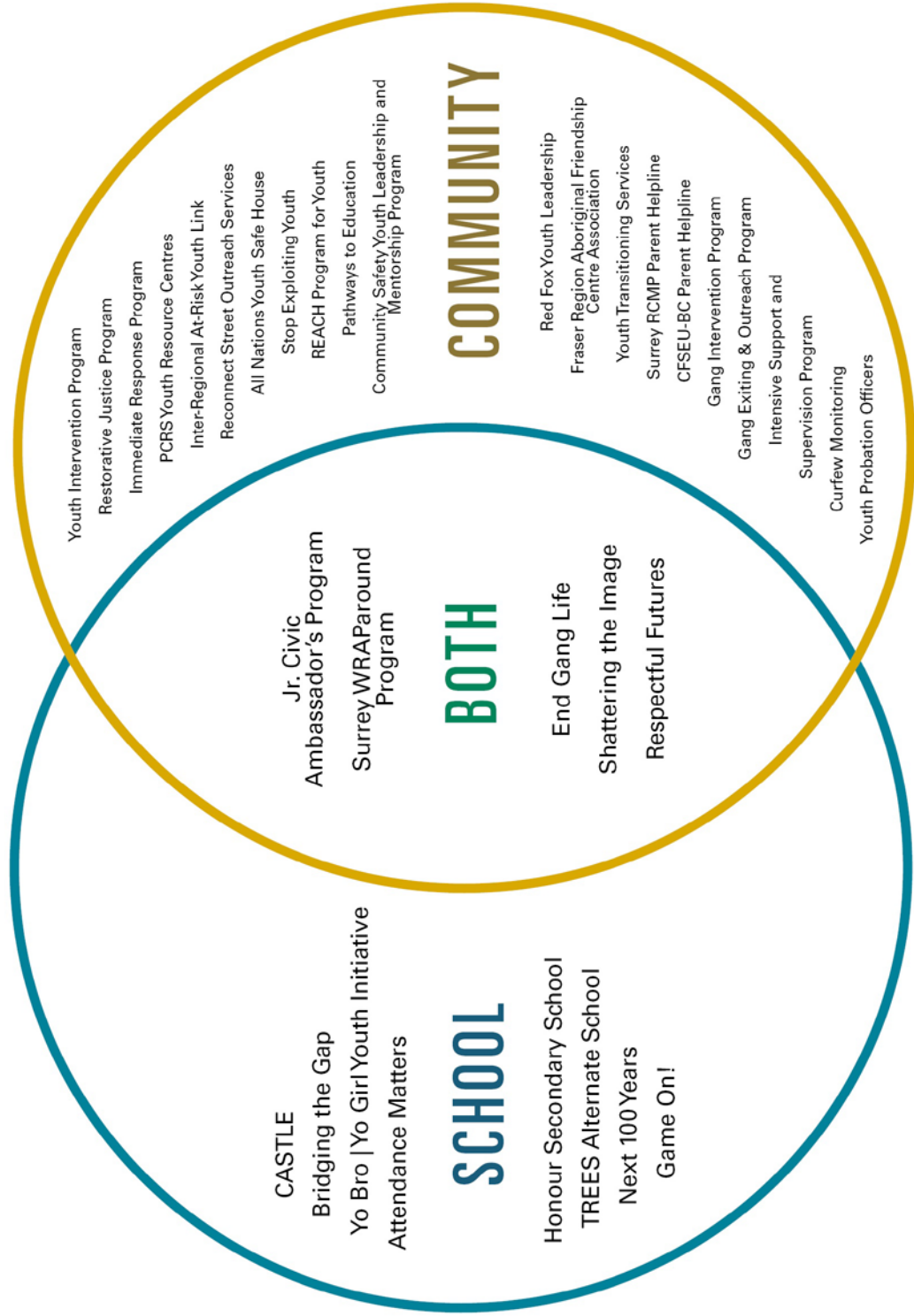


Figure 11. Primary Location of Delivery Service

Intervention Types

The programs reviewed also target a variety of interventions to address identified risk factors for gang involvement (Figure 12). The areas of intervention have been grouped in terms of programs that target increased awareness, addressing poverty/vulnerability (e.g., youth homelessness), supporting school attendance, enhancing parenting skills, promoting healthy behaviours (e.g., improving social and emotional wellbeing), providing positive peers/mentors, offering pro-social activities (e.g., keeping youth safe through offering positive, supervised activities), strengthening cultural identity, providing integrated case management and support (e.g., direct provision of or funding for services such as counselling), offering referrals to services, and undertaking targeted enforcement (e.g., through the CFSEU-BC Gang Intervention Program and the Surrey Gang Enforcement Team).

At first glance it appears that many programs overlap in terms of their areas of focus. For example, a high proportion of programs promote healthy behaviours (e.g. Respectful Futures), provide positive peers/mentors (e.g., Yo Bro | Yo Girl Youth Initiative and Surrey WRAParound Program), offer pro-social activities (e.g., REACH Program for Youth), and offer referrals to services (e.g., Intensive Support and Supervision Program and the CFSEU-BC Gang Exiting & Outreach Program). However, the extent that these programs are reaching intended target groups is not clear and there may be gaps in access to services. Due to Surrey's young, large, and growing population, and program resource constraints, many promising programs only touch a small fraction of the school-aged population. For example, the Next 100 Years pilot program is delivered in only 2 out of 102 elementary schools in Surrey.¹⁴³ Interviews with program leads also identified that programs are often subject to time-limited funding and struggle to sustain operations beyond the pilot phase. In addition, the level of overlap indicates that there is a lack of coordination and targeting of resources to areas where there is the greatest need for support. Families and youth may also struggle to navigate and learn about the variety of programs that are available.

Some interventions that are needed based on the identified risk factors and BC gang landscape are touched by a smaller number of programs. There appear to be some gaps related to strengthening cultural identity, providing integrated case management, enhancing parenting skills (though other non-gang related programs are available for parents and are discussed in Section 3.2), supporting school attendance, and undertaking targeted enforcement. Additional research is required to better understand areas of overlap and gaps and identify the full scope of programs available.

	Increase Awareness	Addressing Poverty/Vulnerability	Supporting School Attendance	Enhancing Parenting Skills	Promoting Healthy Behaviours
END GANG LIFE	●				
CASTLE					●
SHATTERING THE IMAGE	●				
SURREY RCMP PARENT HELPLINE	●				
CFSEU-BC PARENT HELPLINE	●				
BRIDGING THE GAP					
YOUTH INTERVENTION PROGRAM					●
YO BRO YO GIRL YOUTH INITIATIVE	●		●		●
RESPECTFUL FUTURES					●
NEXT 100 YEARS	●	●	●	●	●
ATTENDANCE MATTERS		●	●	●	●
RESTORATIVE JUSTICE PROGRAM					●
PCRS YOUTH RESOURCE CENTRES		●		●	●
INTER-REGIONAL AT-RISK YOUTH LINK		●			●
RECONNECT STREET OUTREACH SERVICES		●			●
ALL NATIONS YOUTH SAFE HOUSE		●			●
STOP EXPLOITING YOUTH		●			●
REACH PROGRAM FOR YOUTH					●
PATHWAYS TO EDUCATION		●	●		●
COMMUNITY SAFETY YOUTH LEADERSHIP AND MENTORSHIP PROGRAM					●
SURREY WRAPAROUND PROGRAM	●	●	●	●	●
IMMEDIATE RESPONSE PROGRAM		●	●	●	●
YOUTH TRANSITIONING SERVICES					●
GANG INTERVENTION PROGRAM	●				●
GANG EXITING & OUTREACH PROGRAM	●	●			●
INTENSIVE SUPPORT AND SUPERVISION PROGRAM	●	●	●		●
CUREW MONITORING	●			●	●
YOUTH PROBATION OFFICERS	●	●	●	●	●
HONOUR SECONDARY SCHOOL			●	●	●
TREES ALTERNATE SCHOOL			●		●
GAME ON!					●
RED FOX YOUTH LEADERSHIP					●
FRASER REGION ABORIGINAL FRIENDSHIP CENTRE ASSOCIATION					●
JR. CIVIC AMBASSADOR'S PROGRAM					●

Figure 12: Programs by Intervention Type

	Providing Positive Peers/Mentors	Offering Pro-Social Activities	Strengthening Cultural Identity	Providing Integrated Case Management and Support	Offering Referrals to Services	Undertaking Targeted Enforcement
END GANG LIFE						
CASTLE	●	●				
SHATTERING THE IMAGE						
SURREY RCMP PARENT HELPLINE						
CFSEU-BC PARENT HELPLINE						
BRIDGING THE GAP						
YOUTH INTERVENTION PROGRAM				●	●	
YO BRO YO GIRL YOUTH INITIATIVE	●	●				
RESPECTFUL FUTURES						
NEXT 100 YEARS	●	●	●			
ATTENDANCE MATTERS	●	●				
RESTORATIVE JUSTICE PROGRAM	●			●	●	
PCRS YOUTH RESOURCE CENTRES	●	●				
INTER-REGIONAL AT-RISK YOUTH LINK	●				●	
RECONNECT STREET OUTREACH SERVICES	●				●	
ALL NATIONS YOUTH SAFE HOUSE					●	
STOP EXPLOITING YOUTH					●	
REACH PROGRAM FOR YOUTH	●	●	●			
PATHWAYS TO EDUCATION	●					
COMMUNITY SAFETY YOUTH LEADERSHIP AND MENTORSHIP PROGRAM	●	●				
SURREY WRAPAROUND PROGRAM	●	●	●	●	●	
IMMEDIATE RESPONSE PROGRAM				●	●	
YOUTH TRANSITIONING SERVICES	●	●		●		
GANG INTERVENTION PROGRAM					●	●
GANG EXITING & OUTREACH PROGRAM	●	●		●	●	
INTENSIVE SUPPORT AND SUPERVISION PROGRAM	●	●	●	●	●	●
CURFEW MONITORING		●		●		●
YOUTH PROBATION OFFICERS			●	●	●	
HONOUR SECONDARY SCHOOL		●		●	●	
TREES ALTERNATE SCHOOL		●		●	●	
GAME ON!	●	●				
RED FOX YOUTH LEADERSHIP	●	●	●			
FRASER REGION ABORIGINAL FRIENDSHIP CENTRE ASSOCIATION	●	●	●			
JR. CIVIC AMBASSADOR'S PROGRAM	●	●				

3.2 Other Relevant Program

The City of Surrey and its partners offer various other programs, services, and strategies aimed at addressing the risk factors that can make youth vulnerable to gang involvement. The following section provides an overview of some of these other relevant programs and supports, and groups them by their targeted interventions, which correspond to the major risk factors identified in Chapter 2. These programs are also subject to similar gaps with respect to limited resources and capacity given the growing and young population in Surrey, and associated social, economic, and public safety challenges that come with such rapid growth.

Enhancing Parenting Skills/Promoting Healthy Behaviours

Investments in the development of healthy behaviours and parenting skills have been shown to be effective approaches in ensuring children and youth develop to become healthy, active and resilient to negative influences such as gang involvement. Brain science suggests that early childhood (ages 0-6) is the most optimal developmental period to provide young children with consistent and enriching opportunities that influence and shape their life trajectories.¹⁴⁴ Other studies have argued that targeted investments in early interventions are also cost-effective for society when compared to the upwards of \$1.4 million in social, health, and criminal justice costs that can accrue over a criminally or gang involved individual's lifetime.¹⁴⁵ Programs targeting parents and early childhood are delivered by the City of Surrey Parks, Recreation and Culture, Surrey Schools, and non-profit organizations. City programs range from parent and tot programs, to licensed preschool and childcare programs, to programs that focus on literacy, parent education, and early learning development. For example, StrongStarts are free drop-in programs for parents/caregivers and children (ages 0-5).¹⁴⁶ The City and its partners also offer the Positive Parenting Series to support parents to understand the key developmental, social, and emotional challenges for school-aged children. Some programs promote healthy behaviours among children. For instance, Surrey Schools participate in the Ministry of Education's ERASE (Expect Respect and A Safe Education) Bullying Strategy.¹⁴⁷ Options Community Services Society also offers anti-bullying programming as well as programs to support vulnerable, younger parents (e.g., Growing Together Young Parent Program).¹⁴⁸

Offering Pro-social After-school Activities

Middle childhood is when children are 6 to 12 years old and in school. During this time, children become more independent, peer-oriented and are interested in leadership and meaningful opportunities to engage in their communities. It is also a time when children can be vulnerable after-school – the critical hours (3 pm to 6 pm) – when there is a mismatch between the children's school day and family work day. Research indicates that involvement with children during that time can improve academic outcomes, increase their confidence, develop important life skills, decrease their stress and reduce criminal engagement, victimization and injuries.^{149, 150} The City of Surrey, in collaboration with various partners, offers many after-school, weekend, and drop-in opportunities for children and youth. For example, MYzone (Middle Years zone) is a drop-in program for children ages 8-12 during the critical hours that is inclusive, safe, nurturing, and supports the principles of healthy child development. The City has also recently launched an After-School for All Strategy, which has set a goal that "all school-age children in Surrey have the opportunity to participate in after-

school activities by 2030.”¹⁵¹ One-in-two school-aged children and youth currently access recreation services, which means there is room to grow. Non-profit organizations also offer various pro-social programs and activities for children and youth. For example, Options Community Services Society implements a variety of programs based on best practices that promote an increased connection to the community, such as REC squad, which is open to all youth in Surrey.¹⁵² PCRS similarly focuses its programming on connecting with youth and providing them with support, opportunities, and a sense of belonging focusing on strengths and relationships.¹⁵³

As a working parent, I was thrilled to find out about MYzone. The program has been so beneficial to my child and to me. It is such a relief knowing that my son has a safe and supportive place to go when school is out. The leaders are fantastic. They make sure the kids are constantly engaged and having fun.
– Parent Stakeholder

Providing Leadership/Mentorship Opportunities

During adolescence, youth need safe places to be with positive peers and have access to adult allies and opportunities to express their creativity and leadership. Research informs that positive youth development is based on working with youth as assets and developing their resiliency, which helps reduce risk factors and risky behaviours.¹⁵⁴ Some programs focus on developing youth confidence, competence, and connection to positive peers, adults, and the broader community. When youth are engaged, they are more likely to be productive contributing members of society. The City and its partners provide a wide range of opportunities and spaces that enable youth to have positive and safe peer interactions.¹⁵⁵ For example, the Surrey Fire Fighters Girls Empowerment Program, ‘Girls Group,’ is operating in four Surrey schools through a partnership between Surrey Safe Schools, City of Surrey and The Surrey Firefighters Charitable Association and targets girls in grade 8 to 10 who struggle to make and maintain healthy relationships, have school/community based behavioral issues, and are not attached to pro-social activities at home or in the community. The purpose of the program is to engage youth in positive pro-social activities, connect them to positive adult allies, and bridge them to positive networks in Surrey.¹⁵⁶ The recently announced Mayor’s Award for Fostering Civic Responsibility will offer an opportunity to highlight programming that is helping youth to build leadership skills.¹⁵⁷ The Surrey RCMP offers programs aimed at developing leadership and resiliency among children and youth through positive engagement with RCMP Officers such as the Code Blue (grades 8-12) and Mini-Blue (grades 5-7) programs. The significance of Mini-Blue is engaging youth in this critical age bracket prior to their entry into Grade 8.¹⁵⁸ Mini-Blue has recently been expanded in the Surrey School District. Non-profit organizations also offer opportunities for youth to connect with mentors or build their leadership skills. Some examples include the Options Community Services Society STARR (ages 5-12), a voluntary program to foster engagement, learning, leadership and mentorship and PCRS’s L2L Leadership and Resiliency program which engages youth once per week in adventure and community volunteer experiences (e.g., clean-ups and animal rescue).¹⁵⁹ In addition to programs, the City and its partners provide a wide range of events for youth to showcase their positive contributions in the Surrey community.

A grade 8 student joined Girls Group at the beginning of the school year. In the beginning she would rarely engage in conversation, lacked self-confidence, and would often sit by herself or with the leaders. Most recently she has developed a higher level of confidence and self-awareness. She is now contributing to group discussions, talking to girls inside and outside of group time, and demonstrates a high level of confidence.
-Youth Worker

Targeting Cultural Communities/Recent Immigrants

With a community as diversely rich as Surrey, the City and its partners offer a range of focused supports to the various groups in the community. Some examples include programs targeting parents and early childhood (ages 0-6) such as the First Steps Refugee Program; the South Asian Early Childhood Development Task Group; and Immigrant Parents as Literacy Supporters (IPALS), a School District initiative. Examples of programs aimed at older children and youth includes Girls Got Game, which aims to improve overall health and wellbeing of immigrant and refugee girls (ages 9-13) and the Next 100 Years (described earlier).¹⁶⁰ Non-profit organizations play a key role in engaging cultural communities and recent immigrants in programming since they also tend to deliver other cultural or settlement programs to these groups. For instance, the Progressive Intercultural Community Services Society (PICS) is exploring a new program that will help to address gang violence and involvement in the drug trade, specifically for South Asian youth.¹⁶¹ Options Community Services Society offers newcomer youth support groups as well as Indigenous cultural programming.¹⁶² As indicated earlier, PCRS delivers the REACH Program for Youth which supports very vulnerable newcomer youth with integration.¹⁶³ In addition, a pilot project was implemented which involved a partnership between Two Sikh Gurdwaras and Police in Surrey & Richmond/New Westminster. An 8-weekly program syllabus was developed which included topics such as effective parenting, internet safety, bullying, kindness, equality of women, higher education, and role models.¹⁶⁴

Addressing Poverty/Vulnerability

Several programs aim to address vulnerable groups and families living in low-income. These programs often target population groups or neighbourhoods that have been identified as experiencing higher levels of vulnerability. Programs provide a range of supports from free access to recreation services, to early childhood and parenting support, to assistance with building life and employment skills, or obtaining secure and stable housing. For instance, the City of Surrey, in partnership with United Way and other partners, offers Avenues of Change, a multi-stakeholder network in Guildford West to address early childhood vulnerability.¹⁶⁵ The Community-Schools Partnership is an initiative of Surrey Schools in collaboration with municipal, funding and community partners to work alongside schools in addressing vulnerabilities creating opportunities for all children to flourish.¹⁶⁶ Non-profits offer various housing and employment programs for vulnerable youth. Options Community Services Society offers the Youth Supported Independent Housing program (SYIH) for young people (ages 16-27) who are at risk of being homeless and the Life Skills training program (ages 16-18) and other employment readiness programs.¹⁶⁷ PCRS similarly offers housing programming such as the Surrey Youth Housing & Homelessness Prevention Program and employment programs for

youth.¹⁶⁸

Approximately 60% of the Surrey RCMP's calls for service deal with social issues such as poverty, substance abuse, homelessness, and mental health.
– Law Enforcement Stakeholder

Addressing Other Underlying Issues and Needs

Some programs aim to address other underlying issues such as substance abuse, trauma, and domestic violence. This support could be in the form of increasing awareness (e.g., Network to Eliminate Violence in Relationships and Substance Use Awareness Team), providing referrals to services (e.g., counselling or treatment), or providing direct integrated case management services. For example, the Surrey Mobilization and Resiliency Table (SMART) seeks to lower acutely elevated risk among vulnerable individuals and families through an integrated, multi-partner approach (e.g., law enforcement, corrections, housing, health, social services, income assistance, and education).¹⁶⁹ Similarly, the Inter-agency Case Assessment Team (ICAT) mobilizes community partners and service agencies to help the Surrey RCMP Domestic Violence Unit identify highest risk offenders of domestic violence, conduct risk assessments, and create action plans to address these risks.¹⁷⁰ PCRS and Options Community Services Society also offer programming that targets mental health, addictions, and abuse. PCRS offers the Stop Exploiting Youth (SEY) program (ages 13-18) and alcohol and drug programming such as the Prevention & Health Promotion Program. PCRS also offers family support and counselling, including a Community Counselling Clinic.¹⁷¹

4. Promising Programs in Other Regions

The following chapter presents the major findings from selected promising gang prevention models and programs delivered in other regions, including other parts of the Lower Mainland, other regions in Canada, and other countries. The review demonstrated that the different regions have adopted a variety of different approaches and mechanisms to address gangs, each of which is unique to the region's specific circumstances and needs (e.g., gang landscape, risk factors, and program delivery environment). As a result, it is not possible to draw exact comparisons between these regions and BC or Surrey specifically and devise an alternative model that could be directly transferred to Surrey without any modifications to address the regional context. Nevertheless, the review identified several promising practices from other regions, some of which could be successfully applied to Surrey. Major overarching themes from the review of promising programs included:

- Comprehensive, multi-disciplinary, integrated approaches
- Cooperation and integration amongst organizations, agencies, cities, and schools
- Interventions that include a combined police and social worker approach
- Individual case management focused on targeted groups
- High-fidelity with intended design features of promising programs
- Culturally adapted as well as context specific programming
- Targeting various risk factors and challenges
- Focused on mentoring and building relationships with targeted groups

Various models and approaches have been used to address gang violence in different regions. The programs reviewed were selected based on referrals from academic and program experts and based on promising evaluation results identified during the literature review. Other factors such as how their gang landscape, risk factors, and program gaps aligned with BC and Surrey were considered. Table 2 presents an overview of the programs that were reviewed. A detailed summary of each program is provided in Appendix 5. The programs have been classified by their main intervention approach including 1) Early intervention or behavioural focused programs; 2) Wraparound or integrated case management programs, which focus on the individual; 3) Spergel Model programs, which have a systems-focus; 4) Multi-Systemic programs, which focus on parents; 5) Health-based approaches, which addresses gang issues in a way that is similar to addressing an epidemic outbreak; and 6) Gang Intervention and Exiting programs. Many of these programs were highlighted by Cohen and McCormick (2018)¹⁷² during their presentation to the Task Force. Key takeaways from this review are as follows:

- **Early Intervention Models** – Early intervention models tend to target at-risk children (6-12) who are exhibiting anti-social or problematic behaviours and their parents or families. The rationale is by addressing behaviours early, programs can prevent an individual from becoming criminally or gang-involved before an incident occurs. These approaches have shown to be effective in evaluations and very cost-effective in reducing financial costs to the justice system. Examples:
 - The Stop Now and Plan (SNAP) Program is delivered in communities in BC, Canada, and Europe and helps participants to learn to calm down and reflect before reacting, and to seek out positive solutions to their problems. SNAP is usually administered by a community organization in partnership with schools, police, and social services.

- The Multi-Agency School Support Team (MASST) is a partnership between the City of Calgary, the Calgary Police Service, Alberta Health Services, the Calgary Board of Education, and the Calgary Catholic School District. Each MASST team consists of a police officer and a registered social worker working closely with school boards as well as registered psychologists from Alberta Health Services. MASST develops tailored plans for children and families and works to address underlying issues such as exposure to domestic violence. A key benefit of this program is that families can receive assistance from a social worker without having to meet the MCFD threshold for social services assistance (i.e., not related to an investigation or child removal).
- The Positive Psychology or Strengths-Based Model focuses on individual strengths such as stable families, character strengths, and protective beliefs (e.g., reasons not to commit crimes).

Relevance to Surrey/BC? Programs such as SNAP and MASST could help to address gaps with respect to limited gang prevention programming targeting at-risk children (ages 6-12) and their parents or guardians. Such programming is needed in Surrey since trends have shown individuals are becoming involved in gangs at younger ages than ever before. These approaches have shown to be effective at reducing problematic behaviours and resulting in significant criminal justice cost savings. Surrey could also benefit from strengths-based programs that focus on pro-social skills and cultural identity. New programs, specifically targeting children and families could complement existing programs such as Surrey WRAParound by offering comprehensive and behavioural supports at younger ages.

- **Wraparound Programs** – Wraparound programs tend to focus on addressing youth (ages 13-18) and family needs through a comprehensive continuum of services and supports. Wraparound can take many forms from a more simplified case management approach to the high-fidelity model which is team-based and driven by family and youth participants. A key challenge with this model is that it is difficult to sustain at the high-fidelity level due to the level of intensity and funding required. The Surrey Wraparound program is a modified version of the CM and HFW approaches since it is delivered by a team of RCMP and School District staff but focuses more on individual services and referrals. Examples:
 - The Youth At Risk Development (YARD) program, delivered by the Calgary Police Service and the City of Calgary, Children and Youth Services, targets gang-involved youth and their parents and aims to address needs through case management and referrals. Similar to MASST, the program uses a combined police and social worker intervention approach.
 - The Positive Alternatives to Youth Gangs (PAYG) targets youth (ages 11-14) living in the low-income area of Jane and Finch in Toronto. The program is delivered through four streams: an intensive stream, contact stream, students from the community, and parents.
 - The Regina Anti-Gang Services Project (RAGS) focused on Aboriginal gang-involved individuals and incorporated culturally and gender appropriate elements in its model. However, this program experienced challenges sustaining funding.
 - The Regina Intersectoral Partnership (TRiP) arose out of a lack of service coordination, disjointed case management, fragmented information sharing and an absence of multi-sector collaboration targeting at-risk children, youth, and families in Regina. It is a multi-stakeholder and government Ministry partnership that leverages existing

resources through case management, referrals, and staff and financial support from each of the partners.

Relevance to Surrey/BC? Applying a high-fidelity Wraparound model to Surrey could be difficult to sustain due to the large number of partners and programs involved. However, a modified model which enhances coordination, similar to TRiP, could help to leverage existing programs and resources by bringing key funders to the table (e.g., city, police, probation, education, social, health, housing, etc.) particularly for those most at-risk and/or not connected to school.

- **Spergel Model** – The Irving Spergel Comprehensive Gang Prevention Model focuses on community-wide change through five levels of intervention: primary (targeting the population), secondary (targeting at-risk children), intervention (targeting active gang members), suppression (targeting the most dangerous offenders), and re-entry (targeting offenders returning to the community). Similar to Wraparound, high-fidelity to the model’s intended design is key to its success. Examples:
 - The Little Village Gang Violence Reduction Project (GVRP) was a comprehensive, community-wide program designed to reduce serious violence in Chicago’s gang-ridden Little Village neighbourhood implemented by the Chicago Police Department from 1993 to 1998. The project experienced challenges mobilizing community and organizational change and evaluations found mixed results in terms of its effectiveness.
 - “In It Together” was formed through a partnership between the Abbotsford Police Department, the John Howard Society and the Abbotsford School District and is delivered by Abbotsford Community Services. The program follows the Spergel Model and has shown promising practices in culturally appropriate programming (e.g., services are delivered in Punjabi and English). However, the program is experiencing funding challenges.
 - The Ottawa Gang Strategy similarly incorporated four elements based on the Spergel Model including neighbourhood cohesion, prevention, intervention, and enforcement/suppression which have seen promising results in evaluations. However, gangs in Ottawa are neighbourhood based, so implementation would be different in the Surrey/BC context.
 - The Community Initiative to Reduce Violence (CIRV), in Glasgow, Scotland, was a very effective comprehensive model in 2008. Led by the Strathclyde Police, this multi-agency initiative included prevention, intervention, and data-driven, zero tolerance suppression combined with gang exiting supports.

Relevance to Surrey/BC? Elements from particular programs such as CIRV which facilitated improved coordination through data-driven targeting could be used to strengthen the effectiveness and efficiency of existing programs.

- **Multi-Systemic** – The Multi-Systemic model focuses on addressing systems that impact gang-involvement such as homes, families, schools, teachers, neighbourhoods, and friends. This model targets primarily the family or parents of at-risk youth. Example:
 - Multisystemic Therapy was a short term, evidence-based intensive prevention program delivered in Scarborough, Toronto. Interventions included assigning families

a case worker and providing counselling and other intensive support. It showed mixed results in evaluations and was difficult to sustain due to the high cost and staff burnout.

Relevance to Surrey/BC? Multi-Systemic models offer some guidance on types of supports that could address gaps with respect to programs targeting parents and underlying issues (e.g., domestic violence and substance abuse). However, the model appears to be difficult to sustain due to the intensity of support.

- **Health-Based Approach** – Health-Based Approaches focus on gang prevention through a health-lens, similar to addressing an epidemic. The objective is to diagnose the violence and stop the spread. Example:
 - CeaseFire Chicago was implemented in 2000 by the Cure Violence Organization in Illinois. The program targeted high crime areas such as West Garfield Park. A key feature of the program was its “Violence Interrupters,” former gang members who would mediate conflicts between rival gangs and encourage gang members to exit the lifestyle at key critical points (e.g., at a hospital following an injury). The program was very effective and has been replicated in other regions.

Relevance to Surrey/BC? Although gangs in BC are not geographically based, delinquent peers and family members play a key role in initial gang involvement. Therefore, it could be worth exploring the application of this model in Surrey with some modifications. Some aspects could be useful such as the use of data and collaborations with hospitals and other stakeholders to target individuals at key decision points. Individuals could be identified through various means (e.g., police and school records, peer groups, and social network analysis).

- **Gang Intervention and Exiting Programs** – These programs tend to focus on gang-involved youth and include outreach and recruitment components as well as exiting supports (e.g., tattoo removal, referrals, employment skills training, etc.). Examples:
 - Roca Inc. targets high-risk and gang-involved young people in the Chelsea, Massachusetts area. It is a four-year intervention that includes relentless recruitment by outreach workers (to build relationships and trust with participants), intensive case management, and life skills and employment skills opportunities. It is effective and replicated in other regions.
 - Homeboy Industries is delivered in Los Angeles, California and provides case management, exiting services, and employment certification and opportunities (through in-house social enterprises) to former gang-involved youth. A key feature is its on-site services in a “one-stop-shop” model.
 - STR8 UP is delivered in Saskatoon, Saskatchewan and assists individuals in mastering their own destiny in liberating themselves from gangs and criminal street lifestyles. STR8 UP works in the core community in Saskatoon with ex-gang members and their families, to help support individuals as they embark on a healthier path. STR8 UP is a grassroots organization that is driven by its members. For instance, the organization has former gang members on its Board of Governance.
 - Bar and Restaurant Watch is a gang prevention and intervention program that is delivered by the Vancouver Police Department, with similar programs delivered in

other regions (e.g., Abbotsford). This program is aimed at keeping organized criminals out of Vancouver bars and restaurants.

Relevance to Surrey/BC? There are promising elements in the Roca Inc. model such as a focus on long-term relationship building and targeted recruitment of at-risk and gang-involved individuals to convince them to exit the lifestyle. Homeboy Industries offers some promising practices through its integrated service delivery model. However, there may be confidentiality issues if it becomes known as a gang exiting service location. Surrey could also benefit from a program similar to Bar and Restaurant Watch to help address the perceived glamour and status associated with gang involvement.

Table 2: Overview of Promising Practices in Other Regions

PROGRAM	LOCATION	LANDSCAPE/RISK FACTORS	TARGET GROUP	INTERVENTION	LESSONS/IMPACTS	RELEVANT TO SURREY?
EARLY INTERVENTION PROGRAMS						
Early Intervention Model	N/A	N/A	Children, Parents	Focus on addressing behaviours before problems arise	Effective in evaluations; cost-effective	Yes - contributes to long-term goals
Stop Now and Plan (SNAP)	Various BC, Canada, Europe	Same as BC landscape/risk factors	At-risk children (6-11), Parents	Case management; education and programming	Effective in evaluations; high benefit to cost	YES – Surrey has a network of partners; contributes to long-term goals
Multi-Agency School Support Team (MASSST)	Calgary, AB	Multi-ethnic gangs; not geographically based; domestic violence	At-risk children (5-12), Parents	Police officer and social worker; education and programming	Effective in evaluation; leverages funding from partners	YES – leverages funding; contributes to long-term goals
Positive Psychology/Strengths-Based Approach	N/A	N/A	Children, Youth, Parents	Focus on strengths instead of risk factors	Studies support rationale	YES – programs that focus on pro-social skills and cultural identity
WRAPAROUND PROGRAMS						
Wraparound Model (High-Fidelity)	N/A	N/A	Youth, Parents	Addressing individual youth and family needs through team-based case management approach; driven by participants	Difficult to sustain high-fidelity to program design; results mixed if not high-fidelity	MAYBE – difficult to sustain high-fidelity (Surrey WRAP is a modified version)
Youth At Risk Development (YARD)	Calgary, AB	Multi-ethnic gangs; not geographically based; domestic violence; peers/family in gangs	High-risk and gang-involved youth (10-17); Parents	Police officer and social worker; case management and referrals	Effective in evaluation; recommended replicating in other regions	YES – offers evidence that police and social worker model is effective (similar to CFSEU-BC Gang Exiting)
Positive Alternatives to Youth Gangs (PAYG)	Jane & Finch, Toronto, ON	Poverty/vulnerability, socio-economic challenges	Youth (11-14) living in Jane & Finch area, Parents	Levels of support segmented by stream (intensive, contact, students, parents)	Improvements identified in evaluation; challenges with awareness and funding	MAYBE – relevant to support for vulnerable groups but would need to be modified to Surrey/BC context
Regina Anti-Gang Services (RAGS)	Regina, SK	Poverty/vulnerability; socio-economic challenges; sexual exploitation	Gang-involved Aboriginal young adults (16-30)	Life skills and wellness programming; case management and referrals; 24/7 counselling	Gender responsive; culturally appropriate; high intensity of support per client; operational and funding challenges	MAYBE – relevant to support for at-risk Aboriginal youth but would need to be modified to Surrey/BC context
The Regina Intersectoral Partnership (TRIP)	Regina, SK	Poverty/vulnerability, socio-economic challenges	At-risk children & youth (6-18), Families	Multi-stakeholder and government Ministry partnership; case management, referrals, and staff/financial support for services	Effective in evaluation; Ministry of Justice looking to expand model province-wide	YES (VERY) – TRIP arose from a lack of coordination and disjointed case management; similar issue faced by Surrey; would need to be modified/tested

PROGRAM	LOCATION	LANDSCAPE/RISK FACTORS	TARGET GROUP	INTERVENTION	LESSONS/IMPACTS	RELEVANT TO SURREY?
SPERGEL MODEL PROGRAMS						
Spergel Model	N/A	N/A	Whole Community	Five levels: primary, secondary, intervention, suppression, re-entry	Implemented in various regions; more success if high-fidelity	MAYBE – requires a high level of coordination and resources; difficult to sustain with many partners and programs in Surrey
The Little Village Project	Chicago, IL	Poverty/vulnerability; socio-economic challenges (1993-1998)	Gang-involved youth (12-27), Community	Police, youth workers (former gang-members); five levels of intervention (e.g., employment focus)	Difficulties mobilizing community/org. change; mixed results	NO – cautionary tale that not achieving community-wide change for this model can lead to mixed results
In It Together Program	Abbotsford, BC	Same as BC landscape/risk factors but smaller community than Surrey	At-risk and gang-involved young adults (12-30), Families	Five levels of intervention (case management, outreach, parent/youth groups, essential skills, counselling, etc.)	Culturally appropriate (services in English and Punjabi); promising early results; funding sustainability challenge	MAYBE – requires a high level of coordination; but could benefit from elements (culturally appropriate approaches)
Ottawa Gang Strategy	Ottawa, ON	Poverty/vulnerability; socio-economic challenges; geographically-based; peers/family in gangs	Youth, Families, General Public	Four pillars: neighbourhood cohesion, prevention, intervention, enforcement/suppression	Effective in evaluations; difficult to secure buy-in from business sector and employment for youth; challenges with some outreach	MAYBE – requires a high level of coordination; and gang landscape different in Surrey/BC so would need to be modified
Community Initiative to Reduce Violence (CIRV)	Glasgow, Scotland	Poverty/vulnerability; socio-economic challenges; substance abuse (2008)	Gang-involved youth and young adults	Multi-agency initiative; prevention, intervention, suppression; data-driven targeting; zero-tolerance suppression approach with gang exiting support	Very effective in reducing violent crime city-wide; replicated in other regions	YES – targeted, data-driven, and multi-faceted approach could be replicated in Surrey but would need to be modified to Surrey/BC context
MULTI-SYSTEMIC						
Multi-Systemic Model	N/A	N/A	Primarily parents of at-risk youth	Systems-level change through interventions with parents	Mixed results; difficult to sustain	MAYBE – difficult to sustain but Surrey needs more support for parents
Multisystemic Therapy (MST)	Scarborough, Toronto, Ontario	Poverty/vulnerability; socio-economic challenges	Parents of at-risk youth (12-17)	Case worker, counselling, engaging only with parents to impact youth interaction with other systems (schools, neighbourhoods, friends)	Somewhat effective in evaluations; costly and high staff burnout due to high level of intensity	MAYBE – high level of intensity difficult to sustain; but Surrey could benefit from more support for parents of at-risk youth

PROGRAM	LOCATION	LANDSCAPE/RISK FACTORS	TARGET GROUP	INTERVENTION	LESSONS/IMPACTS	RELEVANT TO SURREY?
HEALTH-BASED APPROACH PROGRAMS						
Health-Based Approach Model	N/A	N/A	Very high-risk, gang-involved youth/adults	Diagnose violence and stop spread like epidemic outbreak	Very effective in evaluations; replicated in different regions	MAYBE – targeted, data-driven approach could be used, need to be modified to Surrey/BC context
CeaseFire Chicago	Chicago, IL	Poverty/vulnerability; socio-economic challenges; geographically-based gangs (2000)	Very high risk, gang-involved youth/adults	"Violence interrupters" (former gang members) who mediate conflicts; public awareness, alternatives to gangs	Very effective in evaluations; replicated in other regions	MAYBE – targeted, data-driven approach could be used in Surrey but would need to be modified to Surrey/BC context
GANG INTERVENTION AND EXITING PROGRAMS						
Gang Intervention and Exiting Model	N/A	N/A	Gang-involved youth and young adults	Intervention and exiting services (case management, referrals, services)	Effective in evaluations; replicated in different regions	MAYBE – targeted, relentless recruitment could be beneficial, need to modify to Surrey/BC
Roca Inc.	Chelsea, MA	Poverty/vulnerability; socio-economic challenges	High risk, gang-involved young people (17-24)	4-year intervention (relentless recruitment by outreach workers; intensive case management; life and employment skills)	Very effective in evaluation; replicated in other regions	YES – targeted, relentless recruitment approach could be used in Surrey but would need to be modified to Surrey/BC context
Homeboy Industries	Los Angeles, CA	Poverty/vulnerability; socio-economic challenges	Gang-involved and previously incarcerated youth	Case management, exiting services, employment services and certification	Effective in evaluation; on-site wraparound services effective	MAYBE – Surrey could benefit from one-stop-shop model but may be confidentiality issues
STR8 UP	Saskatoon, SK	Poverty/vulnerability; socio-economic challenges	Ex-gang member and their families	Outreach, case management, skills and employment training, personal development, community education	Positive in assessment; grassroots approach with ex-gang members part of the Board of Directors	MAYBE – grassroots nature could be a useful model for Surrey to explore in developing new community-based programs
Bar and Restaurant Watch	Vancouver, BC (similar programs in other communities in Lower Mainland)	Same as BC landscape/risk factors	Gang member, gang associate, drug trafficker, and someone with a propensity for violence	Staff and owners of local bars and restaurants call police if someone fits the program's criteria and they are asked to leave	Positive in assessment; improves public safety, facilitates partnership and dialogue, and deters gang members from public spaces	YES - Surrey could benefit from a similar program to help address the perceived glamour and status associated with gang involvement

5. Gap Analysis

The following chapter describes the major gaps and needs that were identified as part of the Task Force. The analysis is based on a synthesis of the Task Force and SWOT Analysis Team discussions, as well as the literature and program review and interview results.

1. Resource and capacity gaps are limiting access to promising pro-social, after-school, and positive mentor programs. There are several promising programs offered in Surrey which are helping to prevent gang violence, but their impact is limited due to their limited budgets and reach. For example, after-school programs such as MYzone are helping to address risk factors such as limited parental supervision during the critical hours between 3 pm and 6 pm. These types of programs are also helping children to improve academic outcomes, increase their confidence, develop important life skills, decrease their stress, and reduce criminal engagement, victimization, and injuries.¹⁷³ The City also participated in the Surrey Community Child Care Task Force, which recommended investments in local child care resources and support services by funding additional support services to families, child care providers, employers and space creation efforts.¹⁷⁴ Programs which provide positive mentors, such as the Surrey WRAP program and Yo Bro | Yo Girl Youth Initiative, Surrey Crime Prevention Society's Community Safety Youth Leadership and Mentorship Program, also help to match youth with mentors they admire and respect, which helps to curb their interest in the "glamour" of gang life. However, the capacity of these programs to meet the demand for services is limited due to the City's growing population (480 births per month) and since it has the largest school district in BC (71,350 students in 2016/17). While some programs are proving to be effective in evaluations, their impact is limited by their ability to meet the growing demand for services in Surrey.

2. Programs lack sufficient funding for promotion, evaluation, and financial sustainability beyond the pilot phase. Common challenges for many programs reviewed related to insufficient funding for ancillary activities required for a program's success such as promotion to ensure target groups are aware of the program, evaluation to assess and demonstrate the program's effectiveness (Cohen and McCormick 2018),¹⁷⁵ and strategic planning to ensure the program is financially sustainable in the long-term. Promotion is particularly important in Surrey due to the large population base, geography, and segmented population groups. Evaluation is needed to better understand how programs should be adapted to the unique BC and Surrey-specific gang landscape. This information is critical since promising practices in other regions indicate that programs need to be relevant to the regional context to be effective (Cook 2018).¹⁷⁶ Misinformation can be problematic and lead to misidentification of at-risk populations¹⁷⁷ and inappropriate program responses. Many programs also struggle with long-term financial sustainability since they often rely on time-limited pilot funding and there are few resources available for long-term programming.

3. While it may appear that many programs are available, they are not sufficiently coordinated, promoted, or targeted. There are many programs available in Surrey to prevent gang violence and address related needs. A key challenge is that many programs operate in silos with different priorities, accountabilities, and funding sources. The current system is disjointed and difficult to navigate. There is a need to enhance coordination and leverage existing programs so stakeholders can work towards a common objective. There is also a need to ensure programs target population groups and individuals who are most in need of support based on known risk factors and available data. Lastly, there needs to be a strong system of targeted, data-driven identification of at-risk families, children and youth, case management, and referrals to services and programs, along with dedicated funding, staff, and government buy-in from relevant provincial, municipal, school, and law enforcement stakeholders.

There needs to be a better coordination in terms of who is doing what... There are a tremendous amount of resources in the community that are working towards the goal of addressing this issue, but there are significant gaps.
– Government Stakeholder

4. There is limited data on the BC and Surrey gang landscape, risk factors, and program effectiveness. A key finding from this review is that there is limited publicly available data on gang-violence and risk factors in BC and Surrey, specifically. The available evidence suggests that the gang landscape in BC and Surrey is very different from other regions in Canada and internationally, and more data, analysis and research is required to better understand these differences to better tailor programs to the needs. More research is also required to better understand motivations for becoming involved in gangs and the prevalence of these motivations within the Surrey and BC gang landscape. The results of this Task Force provide a foundation on which to build, conduct further analysis, and test the accuracy of identified themes and findings with respect to the program gap and overlap areas.

5. Few programs focus on at-risk children (ages 6-12) and their families. Youth in BC and Surrey are becoming involved in gangs at younger ages than ever before and exhibiting anti-social and aggressive behaviours at even younger ages (e.g., first suspension from school at 13 years). Research shows that intervening with children to address these behaviours before they become problematic is cost-effective with estimated savings upwards of \$1.4 million in social, health, and criminal justice costs per individual.¹⁷⁸ It is also very difficult to reach youth once they have left/been asked to leave school due to their gang involvement. Family risk factors are particularly relevant for gang involvement (e.g., trauma and domestic violence, substance abuse, limited parental supervision, etc.). An analysis of existing prevention programs in Surrey shows that although many programs focus on broader primary prevention for children, such as MYZone and the Surrey RCMP Mini-Blue program, few programs target at-risk children and families.

6. There are not enough culturally or gender appropriate programs for some population groups. According to Gagnon (2018), programs need to be responsive to culture, gender, and other attributes of target groups.¹⁷⁹ Cultural risk factors were identified as being particularly significant among youth involved in gangs in Surrey and BC. Some youth struggle with cultural identity and may become gang-involved as a way of redefining their identity. There are also gaps in supports for females and Aboriginal youth. CFSEU-BC research shows that females are playing an increasingly active role in gang activities. Females exhibit much different risk factors from males and are more likely to have a history of victimization. Similarly, Aboriginal youth experience much different risk factors for gang involvement, particularly stemming from poverty and socio-economic challenges. Though some programs are working to address these issues, more work needs to be done to engage with target groups and identify tailored solutions.

As someone that grew up in Surrey, basically my entire life and going through elementary and high school, it's something that ever since I was a kid I've seen and I've gone through and I've seen my friends go through. Now that I'm actually out of high school and in college, I've looked back at these kids that I've worked with and I see that they're still invested in drugs and gangs. It's something that personally hurts me a lot and I want to just try to help out in any way that I can to get them on a better path.

– Youth Worker

7. There is limited access to intervention and exiting services for high-risk gang-involved youth and adults.

One of the reasons youth are becoming involved in gangs in BC is that they do not fear consequences or enforcement. These individuals are very difficult to reach because they may be entrenched to the point where they are no longer attending school or willing to receive support from prevention programs such as the WRAP program or programs offered by community organizations. This group of young 'dial-a-dope' gang members are also a leading cause of the gang violence that is occurring in the Lower Mainland, due to the increased prevalence of firearms and individuals constantly switching gang allegiances. A different approach is required to reach this group, which combines targeted police intervention and enforcement with exiting services. The current CFSEU-BC Gang Exiting and Outreach pilot has shown promising results, but it has limited resources and youth under 18 are not eligible for support.

8. There is limited funding to address underlying issues through services such as family and individual counselling, substance abuse treatment, and programs that address poverty and housing.

Underlying issues such as trauma, domestic violence, substance abuse, and poverty are important risk factors for gang involvement among some population groups in BC. These risk factors need to be addressed to prevent individuals from becoming gang-involved and assist those who want to exit with needed supports. Many services, such as counselling, are not covered by publicly funded healthcare and individuals are required to pay for these costly expenses out of their pocket. Drug treatment programs also tend to have long waitlists. It was also noted during discussions that there may be gaps with respect to the availability of counsellors in schools to address mental health and substance abuse issues among children and youth. Individuals wanting to exit the gang lifestyle also struggle with other expenses such as relocation and housing, which they often need to safely exit gang involvement.

9. There is a lack of public awareness of the realities of BC gangs and nature of gang life and a lack of promotion of stories of positive Surrey youth.

Surrey often struggles with misrepresentation in the media that gang violence is a 'Surrey problem,' while in reality BC gang members move frequently between regions of the Lower Mainland and BC and may not reside in the area where they conduct violence or traffic drugs. Youth are also influenced through social media, TV, film, videogames, and music to think that being in a gang is normal and glamorous and will give them a better social status and identity. The CFSEU-BC's End Gang Life and RCMP's Shattering the Image messaging works to counter this misinformation through its extensive gang education, prevention, and awareness activities. These presentations emphasize that being part of a gang actually isolates youth from their friends and families and many people in gangs live in constant fear and end up dead or in jail. There is a need to counteract misinformation about the nature of gangs in BC and the realities of gang life. In addition, while some youth in Surrey are involved in gangs, many young people in Surrey are contributing positively to the community by volunteering, working, and furthering their education. For example, over 20,000 students were enrolled at Simon Fraser University and Kwantlen Polytechnic

University Surrey campuses in 2017.¹⁸⁰ There is a need for business leaders in Surrey to support and encourage these youth through employment or business mentorship.

10. There is an opportunity to apply a social innovation perspective to new program development, to leverage the insights and knowledge in the community. Social innovation theory focuses on the power of community members to bring their knowledge and experience to bear to solve community issues and develop innovative responses. In recent years, social innovation has become increasingly influential in both scholarship and policy development. It seeks to leverage “grassroots” expertise to aid in both new program design and enhancement to existing programs. In the context of the gang violence prevention work, this would include using more in-depth community engagement to bring key voices from existing programs, and community members with lived experience of gang involvement, victimisation from gangs, and family relationships with gang members to the table in reviewing the effectiveness of existing programs and in designing new program responses.

6. Action Steps

It's a call to action to all the interested parties and all the diverse groups we have. ...I think it's a rallying point and a wakeup call, but it's also very exciting because it shows you that this problem can be solved, and we can accomplish all of that working together.
– Law Enforcement Stakeholder

The Mayor's Task Force on Gang Violence Prevention has based the following Action Steps following our extensive review of the research, the current situation, a review of a sample of programs in Surrey and promising programs in other places, and a gap analysis. All of this work allowed us to identify needs and fill gaps. These Action Steps reflect steps the City and our provincial and federal partners will take to continue to develop our Public Safety Strategy in a way that tackles and solves our most significant social challenges.

Action 1 | Implement a “Middle Years Table” to refer at-risk children and families for appropriate inter-agency interventions and services.

The City will expand its current integrated services model to create a multi-agency planning table to allow stakeholders to identify, case manage, and refer at-risk children and families to appropriate interventions and services. The centralized planning table will provide coordinated case management and referrals to programs, resources, and supports that reduce risk and likelihood of gang involvement.

In establishing this action step, the City will strengthen our model by reviewing examples in other HUB models and situation tables in other regions, such as The Regina Intersectoral Partnership (TRiP), a program coordination approach which is composed of multiple government and community partners with dedicated funding and staff resources.

The model will utilize existing programs as key service referral partners such as the Surrey WRAParound Program and Yo Bro | Yo Girl Youth Initiative. Additionally, the City will seek to develop new complimentary programs which enhance capacity and fill service gaps.

Data-driven approaches will be used to identify and target program participants based on known risk factors using Early Development Instrument and Middle Years Development Instrument maps of vulnerable neighbourhoods and geographic information system mapping on other risk factors (e.g., areas with a high prevalence of domestic violence). At the individual level this will be achieved through a social network analysis in which school administrators, youth workers, and law enforcement stakeholders collaborate to identify children and youth who are friends with or relatives of known gang members, or through individual referrals by school, law enforcement, social services, and non-profit organizations.

The City will work with partners to address issues related to roles and responsibilities, confidentiality, and data ownership to ensure improved coordination and program optimization.

Action 2 | Strengthen prevention program coordination, access and evaluation.

The City of Surrey will play a coordinating role by developing and managing a Senior Prevention Coordinating Committee (SPCC) to create, implement, and manage existing and new programs in order to close gaps, ensure program effectiveness, and streamline program access. The SPCC will utilize existing coordinating mechanisms to avoid duplication and ensure efficiency. As well, they will bring a social innovation focus to ensure that the community engagement is a key aspect of program design and enhancement.

Building on the work of the Task Force, the SPCC will be composed of a variety of City of Surrey, school, law enforcement, social services, and non-profit stakeholders. The SPCC will develop a shared model for prevention programming and support the development of new programs and approaches which target children at-risk of gang involvement and their families. The SPCC will work with its community partners, with specific links to underserved communities, to engage specific target groups in identifying needs, and designing and developing new programs. As a first step, the SPCC will focus on addressing program and service gaps that were identified during the Task Force, specifically:

1) *Programs focused on at-risk children (ages 6-12) and their families.* The SPCC will consider adapting programs from other regions that show promising results (e.g., Stop Now and Plan (SNAP) and Calgary’s Multi-Agency School Support Team (MASST)) and applying these in the Surrey area. Programs will be expanded where evaluation data indicate promising results (e.g., Respectful Futures, Shattering the Image, Next 100 Years, Mini-Blue, StrongStart, and Avenues of Change, etc.). This long-term investment will help to address problematic behaviours before individuals become gang- or criminally-involved.

2) *Culturally and gender appropriate programs.* Innovative, culturally and gender appropriate programs such as the Next 100 Years and the Girls Empowerment Program will receive additional focus where they are evaluated and show promising results. Programs which deliver services in multiple languages (e.g., End Gang Life) will continue to receive support to ensure reach is optimised to vulnerable communities.

3) *Pro-social, after-school, and positive mentor programs.* The SPCC will invest in the implementation of recommendations in the After-School for All Strategy, which has set a goal that “all school-age children in Surrey have the opportunity to participate in after-school activities by 2030.” The City and partners will explore expanding youth access to facilities at later hours on weekends (e.g., from 9 pm to 1 am). Existing programs demonstrated to provide positive benefits of pro-social activities and positive mentors for youth, particularly the Surrey WRAParound program, the Yo Bro | Yo Girl Youth Initiative, and the Community Safety Youth Leadership and Mentorship Program, will be supported by the City and its partners to maximise program reach and scale. The business community will be engaged in the development of potential new initiatives to mentor Surrey children and youth so they can learn about examples of positive life choices and career paths.

Funding and program design to support evaluation. The SPCC will work with program leaders and funders to consider how operational funding, and/or pilot funding can be prioritised and enhanced to ensure that programs embed measurement and evaluation in their design. Programs need to be supported to enable effective measurement of both outputs and outcomes to demonstrate their

success. Effective measurement and evaluation creates a virtuous circle for continuous improvement of programs and a rationale for sustained funding.

Action 3 | Partner with the Federal and Provincial Governments to develop a comprehensive neighbourhood specific prevention program.

The City will seek to partner with the Federal and Provincial government in the development, implementation and evaluation of a community specific model and pilot project for the identified Surrey neighbourhoods in conjunction with the Surrey School District, the Surrey RCMP and other community and agency partners.

Too often interventions are based on addressing deficits in individuals. Rarely do they look at strengthening necessary aspects of neighbourhoods where risk factors are present and known to impact gang involvement. As established in the report, individuals and families residing in particular communities are more vulnerable and require additional supports beyond those traditionally available.

This project will utilize aspects of Spergel's Comprehensive Strategy and focus on developing neighbourhood specific interventions appropriate to the context. While versions of this approach have been utilized in Canadian cities, including Toronto, Abbotsford, Ottawa and Waterloo, they are rarely led by cities and in some cases struggle with funding and community wide involvement. The multi-phase (needs assessment, program development, program implementation, and monitoring) project will, through a coordinating group, involve the development of an integrated approach to community mobilization by involving youth, families, community agencies, schools, City staff and the Surrey RCMP in the development, implementation and monitoring of the project. This coordinating group will lead the creation of:

- Culturally and gender appropriate school and community prevention programs that address primary, secondary and tertiary prevention;
- A contextually relevant set of recreational, educational, employment and counselling opportunities;
- A neighborhood outreach approach which merges aspects of the Surrey WRAParound program and the CFSEU-BC Gang Exiting program to assist gang involved and at-risk youth to transition to healthier opportunities; and
- A policy and referral process review to strengthen current programs and policies in order to ensure effectiveness of programs and efficient allocation of limited resources and streamlined referral processes to avoid duplication and youth and their families "falling through the cracks."

Action 4 | Support CFSEU-BC and the Surrey RCMP in informing citizens of the risks related to gang life.

The City will continue to support the CFSEU-BC and the Surrey RCMP in the ongoing development of an enhanced regional communication campaign to inform citizens of the region regarding the risks and realities related to gang and gun crime in the region and highlight positive program and youth success stories.

Working with key partners, including the media, business community, law enforcement and other stakeholders, the City of Surrey will emphasize the following:

- 1) Gang violence in BC is a regional issue;
- 2) Reveal the realities of gang involvement; and
- 3) Highlight stories of Surrey's ongoing, proactive approach to public safety challenges such as gang crime.

The City, Surrey RCMP, and CFSEU-BC will continue to support programs such as Shattering the Image and End Gang Life that help to reveal the realities of gang life to parents and youth. These programs will be evaluated and expanded where possible.

The Mayor's Award for Fostering Civic Responsibility will showcase programs that help youth build leadership skills such as respect, cooperation, and citizenship.

Action 5 | Expand and integrate the CFSEU-BC Gang Intervention, Exiting, and Outreach services and widen the target population to support youth and adults to exit the gang lifestyle.

The City will advocate for and support permanent and expanded funding from the Provincial government for the CFSEU-BC Gang Exiting and Outreach Program beyond the pilot phase, integrate the program with Gang Intervention services, increase resources dedicated to these services, and widen the target population to support youth and adults to exit the gang lifestyle.

Supported by an evaluation of pilot outcomes, the City will work with the Province to ensure sustainable, dedicated funding support to the CFSEU-BC to expand its Gang Exiting services in the Lower Mainland and consider expansion to other parts of BC in the future. The expanded program should also be integrated with Gang Intervention as one continuous Intervention and Exiting Program which includes eligibility for youth as young as 12 years old.

Additional support should also be provided for the CFSEU-BC to increase awareness and outreach of the program, particularly among police and community partners to facilitate timely referrals. A data-driven approach should be considered for targeting participants more proactively. For instance, working with the CFSEU-BC's Priority Violent Gang Offender Program, implementing targeted, persistent recruitment approaches similar to those used by Roca Inc. in Boston, or targeting individuals at critical points such as at the hospital following gang-related injuries, similar to the approach of the Community Initiative to Reduce Violence in Scotland.

Action 6 | Support the Surrey RCMP in developing and implementing an Inadmissible

Patron Program.

The City of Surrey will continue to advocate for and support the recommendations of the Illegal Firearms Task Force, specifically the three recommendations related to supporting the development and implementation of an Inadmissible Patron Program (similar to Bar and Restaurant Watch) and other deterrence programs.

The Bar Watch and Restaurant Watch Programs in other municipalities have been successful at limiting gang member and associate access to popular and high-profile bars and restaurants. In turn, the glamour of gang life is diminished, and the community reinforces that gang behaviours will not be tolerated. The City will advocate for and support the creation of a version of this program in RCMP jurisdictions.

In addition, the City of Surrey will continue to support the Surrey RCMP in its continued leadership of a comprehensive approach to preventing and reducing gang crime through coordinated enforcement and investigative actions such as the Surrey Gang Enforcement Team, integrated interventions for at-risk youth through the Surrey WRAParound Program and prevention programs such as Code Blue and Mini-Blue.

Appendix 1: Task Force Terms of Reference

CITY OF SURREY

MAYOR'S TASK FORCE ON GANG VIOLENCE PREVENTION

TERMS OF REFERENCE

1. MANDATE

To (1) review existing gang violence prevention programs and services, (2) identify gaps, challenges and issues with existing programs and services, and (3) prepare a report outlining actionable recommendations for combatting gang violence.

2. FUNCTIONS

The Task Force on Gang Violence Prevention is established to:

- (a) Review and optimize the Task Force's terms of reference;
- (b) Develop a work plan and a timeline to guide Task Force work;
- (c) Liaise with members' respective agencies for assistance in identifying current regional programs and services for review and evaluation;
- (d) Identify and approach subject matter experts whose work and/or testimony would be beneficial to the work of the Task Force;
- (e) Determine the need for further information and research on gang violence prevention;
- (f) Prepare a final report outlining actionable recommendations for combatting gang violence;
- (g) Support the implementation of the Task Force's final report recommendations through the actions of the members' respective agencies; and
- (h) Receive and review input and presentations from agencies and academics.

3. MEMBERSHIP

- (a) The Task Force shall consist of:
 - (1) Elected Officials:
 - i. Three (3) members of City Council
 - ii. One (1) Member of Parliament from the Surrey area
 - (2) Local Social Service Agencies:
 - i. One (1) representative from Progressive Intercultural Community Services (PICS)
 - ii. One (1) representative from Pacific Community Resources Society (PCRS)
 - iii. One (1) representative from Options Community Services Society
 - (3) Surrey School District 36:
 - i. One (1) senior staff representative
 - (4) Law Enforcement Agencies:

- i. One (1) senior officer representative from the Surrey RCMP
 - ii. One (1) senior officer representative from the Combined Forces Special Enforcement Unit
- (5) Media:
 - i. One (1) Regional Media Representative
- (6) Citizen Representatives:
 - i. Five (5) representatives
- (7) Business Community:
 - i. One (1) representative from the Surrey Board of Trade
 - ii. One (1) representative from the South Asian Business Association of BC
 - iii. One (1) representative from the Fraser Valley Real Estate Board
- (8) City of Surrey Staff:
 - i. City Manager (non-voting member)
 - ii. General Manager, Parks, Recreation and Culture (non-voting member)
 - iii. Director, Public Safety (non-voting member)

(b) Mayor Hepner and Councillors Gill and Starchuk are appointed to the committee.

(c) The Mayor is the Chair of the Task Force.

(d) Councillor Gill is the Deputy Chair of the Task Force.

4. MEETINGS

(a) Meetings will be held based on an agreed upon schedule, and/or at the call of the Chair.

(b) The Committee shall meet a minimum of six (6) times prior to the production of a final report to be presented in June 2018.

(c) A quorum for a meeting of the Committee shall be ten (10) members of the Committee, of which one must be either the Chair or Deputy Chair.

(d) The agenda for Task Force meetings shall be prepared by City of Surrey staff in consultation with the Chair, the City Manager, and the Director of Public Safety.

(e) Task Force meetings will be governed by Robert's Rules of Order unless declared informal by the chair.

(f) Task Force meetings will be conducted in public unless the meeting may or must be closed to the public, pursuant to *Community Charter* requirements.

(g) Minutes of the meetings of the Task Force shall be recorded by the Legislative Services Department. Minutes of meetings shall be forwarded by the City Clerk to the Public Safety Committee of Council as information and, where recommendations are included in the minutes, such recommendations shall be high-lighted for the Committee's consideration.

(h) Staff assistance will be provided to the Task Force, as required, by the City of Surrey.

5. AMENDMENT, MODIFICATION OR VARIATION OF THESE TERMS OF REFERENCE

- (a) Any request for amendment, modification or variation to these Terms of Reference (TOR) can be enacted at the specific direction of the Mayor.
- (b) In the event that the Mayor endorses the requested change, the relevant resolution number and date of amendment will be recorded on the master TOR document.

6. GENERAL TERMS & CODE OF CONDUCT

(a) Decorum and Debate

Task Force members are expected to prepare for meetings by reading through their agenda materials ahead of time, arriving to the meeting on time and being respectful of others' thoughts and opinions.

(b) Recommendations and Decision-making

Task Force decisions will be made by consensus. It is desirable that recommendations are acceptable to all Task Force members; therefore the process should be continued until a consensus is achieved.

(c) Attendance and Participation

Members must devote the necessary time and effort to prepare for meetings and provide feedback in keeping with the Task Force mandate.

(d) Authority and Reporting

The Task Force and its members will not represent themselves as having any authority beyond that delegated in the TOR approved by the Mayor.

(e) Professionalism

Task Force members who engage in activities regarding City of Surrey or Task Force initiatives / projects and promotions are expected to maintain a respectful, constructive, professional tone.

(f) Confidentiality

All new Committee members are required to sign a copy of the "Volunteer Services Confidentiality Agreement" in order to serve on the Task Force.

As Task Force membership may expose representatives to closed meetings and other sources of confidential information it is of the utmost importance confidences are maintained according to the Volunteer Services Confidentiality Agreement.

It is the policy of the City of Surrey to encourage clear and effective communication with all Task Force members, stakeholders and members of the public. Any use of social media must, as with all other forms of communication meet tests of credibility, privacy, authority and accountability.

(g) Resident of Surrey

As Task Force members are required to possess specialized knowledge, Task Force membership is not limited to Surrey residents.

Mayor Hepner will appoint new members should vacancies arise.

7. FINAL REPORT

The Task Force is expected to produce a report outlining actionable recommendations for combatting gang violence, and to support the implementation of the Task Force's final report recommendations through the actions of the Task Force members' respective agencies.

Appendix 2: Task Force Members

Task Force Members

Task Force Members:

- Mayor Linda Hepner (Chair)
- Tom Gill, City Councillor (Deputy Chair)
- Randeep Sarai, Member of Parliament (Surrey Centre)
- Mike Starchuk, City Councillor
- Ary Azez, Citizen
- Jordan Buna, Citizen
- Laurie Cavan, GM, Parks Recreation and Culture, City of Surrey
- Satbir Singh Cheema, CEO, Progressive Intercultural Community Services (PICS) Society
- Assistant Commissioner Kevin Hackett, Chief Officer, Combined Forces Special Enforcement Unit - BC
- Anita Huberman, CEO, Surrey Board of Trade
- Victor Lall, President, South Asian Business Association of BC
- Vincent Lalonde, City Manager, City of Surrey
- Dr. Keiron McConnell, Citizen
- Assistant Commissioner Dwayne McDonald, Officer in Charge of Surrey RCMP Detachment
- Christine Mohr, Executive Director, Options Community Services Society
- Rob Rai, Director, School and Community Connections, Surrey School District
- Gopal Sahota, President-Elect, Fraser Valley Real Estate Board
- Paul Sahota, Citizen
- Balwant Sanghera, Citizen
- Michelle Shaw, Director of Operations, Fraser Region Pacific Community Resources Society
- Dr. Terry Waterhouse, Director, Public Safety Strategies, City of Surrey
- Dwayne Weidendorf, Group Publisher & General Manager, Black Press

Observing Members:

- Jamie Lipp, Director, Office of Crime Reduction & Gang Outreach Policing and Security Branch Ministry of Public Safety and Solicitor General (Liaison and Support Role)

Appendix 3: Individuals and Organizations Engaged

Individuals and Organizations Engaged as part of the Task Force

Task Force Presentations:

Meeting #1: Launch and BC Gang Landscape (October 26, 2017)

- *Gang Violence: Surrey RCMP Prevention Initiatives 2017*, Assistant Commissioner Dwayne McDonald, Officer in Charge of Surrey RCMP Detachment.
- *Combined Forces Special Enforcement Unit – BC – Mayor’s Task Force*, Assistant Commissioner Kevin Hackett, Chief Officer, Combined Forces Special Enforcement Unit – BC.

Meeting #2: Programming Overview (December 13, 2017)

- *Addressing Gang Violence: A Provincial Overview*, Jamie Lipp, Director, Office of Crime Reduction & Gang Outreach Policing and Security Branch Ministry of Public Safety and Solicitor General.
- *The City Picture (City of Surrey, SD36 and RCMP Ops Support)*, Laurie Cavan, GM, Parks Recreation and Culture, City of Surrey; A/C OIC Dwayne McDonald, Surrey RCMP Detachment; and Rob Rai, Director, School and Community Connections, Surrey School District.
- *Combined Forces Special Enforcement Unit (CFSEU) Program Specific*, A/C Kevin Hackett; Staff Sgt Lindsey Houghton and Sgt Jag Khosa, CFSEU.
- *Progressive Intercultural Community Services (PICS)*, Satbir Cheema, CEO; Jagtar Dhaliwal, Director Community Engagement; and Sonia Chaudhry, Program Director, PICS.
- *Options Community Services Society*, Christine Mohr, Executive Director; and Heather Lynch, Program Manager, Youth Services, Options Community Services Society.
- *Pacific Community Resources Society (PCRS)*, Michelle Shaw, Director of Operations, Fraser Region; and Erin Harvey, PCRS.

Meeting #3: Research on Risk Factors and Best Practices (January 29, 2018)

- *Characteristics of Adolescent Gang Members in BC*, Dr. Evan McCuish and Dr. Martin Bouchard, Simon Fraser University Criminology.
- *Gang Prevention: What Do We Know about Links Between Research and Practice?*, Dr. Roger Tweed and Dr. Gira Bhatt, Kwantlen Polytechnic University.
- *Community and School Based Gang Prevention, Intervention, and Suppression Programs*, Dr. Irwin M. Cohen and Dr. Amanda V. McCormick, University of the Fraser Valley Centre for Public Safety & Criminal Justice Research and School of Criminology & Criminal Justice.
- *Evaluations of Crime Prevention Programs: Lessons Learned*, Dr. Nathalie Gagnon, Kwantlen Polytechnic University.
- *National Crime Prevention Strategy: What has been learned about what works in preventing gang involvement?*, Marion Cook, National Crime Prevention Centre, Public Safety Canada.

Meeting #4: BC Gang Profile and SWOT Analysis Workshop (February 26, 2018)

- *Illegal Firearms Task Force Report and Recommendations*, Wayne Rideout, Deputy Director, Serious & Organized Crime Initiatives, Police Services and Loretta Smith, Senior Program Manager, Public Safety Initiatives, Policing and Security Branch, BC Ministry of Public Safety and Solicitor General.
- *Current Gang Profile*, A/C OIC Dwayne McDonald, Surrey RCMP Detachment.
- *Reflection: An Informed Citizen’s Perspective*, Dr. Keiron McConnell PhD, Criminology Kwantlen Polytechnic University.

SWOT Analysis Team:

- Colleen Kerr, Public Safety Manager Stakeholder Engagement, City
- Lisa White, Manager Community Recreation Services, City
- Stacey Rennie, South Surrey Recreation Manager, City
- Daljit Gill-Badesha, Healthy Communities Manager, City
- Sukh Shergill, Manager, Safe Schools, Surrey Schools
- Nancy Smith, Youth Diversity Liaison, Surrey Schools
- Rosy Takhar, Crime Prevention & Community Services Manager, Surrey RCMP
- Magda Marczak, Criminal Intelligence Manager, Surrey RCMP
- Staff Sgt Mike Hall, Surrey RCMP
- Eric Osmond, Intensive Support and Supervision Program/Youth Transitioning Program Worker, Options Community Services Society

Interviews:

- Public Safety Canada
- Ministry of Public Safety and Solicitor General - Office of Crime Reduction & Gang Outreach
- Ministry of Children & Family Development - Surrey East
- Combined Forces Special Enforcement Unit - British Columbia
- City of Surrey - Parks, Recreation, and Culture
- City of Surrey - Surrey Local Immigration Partnership
- Safe Schools, Surrey School District
- Surrey Children's Partnership Table
- Progressive Intercultural Community Services Society
- Options Community Services Society
- Surrey Crime Prevention Society
- Shattering the Image
- Yo Bro | Yo Girl Youth Initiative
- Respectful Futures
- Simon Fraser University
- Kwantlen Polytechnic University
- Odd Squad Productions
- Black Press

Appendix 4: Research Questions

Research Questions

Need for Programs

- What are the trends with respect to gang violence in Surrey and BC?
 - What is the nature and type of gang violence?
 - What has been the change in incidence of gang violence over time?
 - What are the characteristics of gangs and individuals involved in gangs (e.g., age, demographics, socio-economic status, etc.)?
- What are the major risk factors and incentives contributing to gang involvement/violence?
 - What risk factors have been identified in the research?
 - What risk factors/incentives are specific to Surrey and BC?

Effectiveness of Programs

- What programs are currently being delivered focusing on gang violence prevention in Surrey?
For each program:
 - What are the primary objectives of the program?
 - What are the target groups (e.g., age, demographics, geographic region, etc.)?
 - What are the activities or mechanisms of intervention?
 - What are the expected outcomes (short-term, intermediate, long-term)?
 - What is the delivery and governance structure of the program?
 - What is the annual budget/cost of the program?
 - What evidence exists of the program reach, effectiveness, challenges, or gaps?

Analysis of Gaps

- What are the major gaps that are not sufficiently addressed by current programs?
 - What is the nature of the gaps (e.g., target groups, types of interventions, etc.)?
 - Why do the gaps exist (e.g., lack of programs, programs are too small/limited budget, programs are not effective, etc.)?

Alternatives

- What are examples of promising practices in gang violence prevention in other jurisdictions or that have been delivered in the past?
 - How could these programs help to address needs and gaps in Surrey?
 - What would be the challenges with implementing these programs?
- How could existing programs be enhanced, altered or expanded to address the major gaps?
 - What would be the challenges or requirements associated with these changes?

**Appendix 5: Summary of Promising Programs
in Other Regions**

Summary of Promising Programs in Other Regions

The following summary highlights selected promising gang prevention models and programs delivered in other regions, including other parts of the Lower Mainland, other regions in Canada, and other countries. The programs are classified by their main intervention approach including 1) Early Intervention or behavioural focused programs; 2) Wraparound or integrated case management programs, which focus on the individual; 3) Spergel Model programs, which have a systems-focus; 4) Multi-Systemic programs, which focus on parents; 5) Health-based approaches, which address gang issues in a way that is similar to addressing an epidemic outbreak; and 6) Gang Intervention & Exiting programs.

1. Early Intervention

This section outlines three promising early intervention approaches.

Stop Now and Plan (SNAP) – Various Communities in BC, Canada, and Europe

The Stop Now and Plan Program (SNAP) is an evidence-based early intervention crime prevention program that targets children ages 6-11 exhibiting aggressive and anti-social behaviours and their families. Participants learn to calm down and reflect before reacting, and to seek out positive solutions to their problems related to antisocial and violent behaviours.¹⁸¹ SNAP consists of targeted referrals from various sources (e.g., police, social services, and schools), in-depth assessments of risks impacting children and their families, the development of a family and child plan, and the delivery of 18 hours of programming over 12 weeks. SNAP is usually administered by a community organization in partnership with schools. Evaluations of SNAP have shown reduced aggressive conduct and other problem behaviours at 6 months post-program.^{182, 183} Another study found that SNAP offers a benefit to cost ratio of \$17-\$32 to \$1 in program spending or potential savings of over \$147,000 per child through justice system diversions.¹⁸⁴ The program is being delivered and tested in countries around the world and BC (e.g., Coquitlam School District 43, Nechako Valley Community Services Society, and Maple Ridge/Pitt Meadows Community Services, with interest from the City of Burnaby and Burnaby RCMP).¹⁸⁵ Through donations, SNAP is able to cover most of the cost of the first two years of start-up for the program in BC communities.¹⁸⁶ Surrey is well-positioned to consider implementing SNAP due to its comprehensive network of partners including the City, School District, RCMP, MCFD, and community organizations. This type of program could also contribute to longer-term gang violence and public safety goals.

Multi-Agency School Support Team (MASST) – Calgary, Alberta

The Multi-Agency School Support Team (MASST) was established in 2009 through a partnership between the City of Calgary, Calgary Police Service, Alberta Health Services, the Calgary Board of Education and the Calgary Catholic School District. MASST is a prevention program targeting children (ages 5-12) who may be at risk of future criminal or gang involvement and their parents.¹⁸⁷ Gangs in Calgary exhibit some similar characteristics to gangs in BC since they are not ethnically or geographically based.¹⁸⁸ Each MASST team consists of a police officer and a registered social worker working closely with school boards as well as registered psychologists from Alberta Health Services. MASST consists of targeted referrals, assessments of the child and family for risk factors, and the development of individualized programs for the child and family. Common intervention strategies include providing opportunities for mentorship and pro-social after school programming, connecting parents to community resources and information, and addressing risk factors such as exposure to domestic violence through access to in-house clinical counselling. MASST was initially funded by the provincial government but is currently funded by the City, police, health services, and private foundations. According to an internal evaluation, MASST clients report more pro-social behaviours, fewer impulsive behaviours, and fewer negative behaviours at school.¹⁸⁹ A key benefit of this program is that families can receive assistance

from a social worker without having to meet the MCFD threshold for social services assistance (i.e., not related to an investigation or child removal). The City of Surrey could consider this model to enhance its support for targeted early intervention for children. A potential challenge to implementing this model is ensuring that funding is sustainable and that it remains a priority for all partners.

Positive Psychology/Strength-Based Approach – Theoretical Model

The positive psychology or strength-based approach is a style of prevention programming that focuses on modifiable protective strengths. A 2011 study on youth violence and positive psychology highlighted that focusing on strengths can be beneficial since, in some cases, interventions that focus on addressing risk factors can have disadvantages. For example, according to a study by Tweed, Bhatt, et al. (2011), youth at risk may resist involvement in programs drawing attention to their pathologies.¹⁹⁰ Evaluations indicate that higher scores on protective factors in violence risk assessment instruments are associated with lower levels of violence. The reason to focus on strengths is that it does not logically imply that the factor is only relevant in the face of adversity (as the terms “protective” and “resiliency” could).¹⁹¹ Three types of strengths are considered in this approach: 1) External strengths (e.g., stable families, safe communities, and school personnel). 2) Internal strengths (e.g., character and virtues such as forgiveness, gratitude, and civic pride). 3) Internal strengths related to protective beliefs (e.g., reasons not to commit crimes).¹⁹² Strength-based interventions need to be sensitively provided and should not ignore the various family and socio-economic, or cultural circumstances.¹⁹³

2. Wraparound

This section outlines four prevention approaches based on the Wraparound prevention model, which focuses on addressing individual and family needs.

Overview of Wraparound

Wraparound is a complex, multifaceted intervention strategy aimed at youth crime and gang prevention. A comprehensive continuum of individualized services and support networks are “wrapped around” youth and their families. Wraparound plans are more holistic than traditional case management in that they are designed to meet the identified needs of caregivers and siblings and to address a range of life areas. Through a team-based, youth and family-driven approach, Wraparound aims to develop self-efficacy of the youth and family members. Wraparound is delivered by community-based interagency teams with professionals from youth justice, education, mental health, and social services systems. A disadvantage of this approach is that it is difficult to sustain while maintaining a high level of fidelity to the program’s intended design. While most studies have found Wraparound to be associated with positive outcomes, some were no better than “services as usual” when Wraparound fidelity is far below recommended norms.¹⁹⁴ High-fidelity Wraparound (HFW) differs from traditional Case Management (CM) in various ways. For instance, CM connects the family to resources while HFW brings the team together to brainstorm needs and surrounding resources. Another difference is that CM focuses more on the youth’s needs, while HFW focuses on the youth and family’s needs.¹⁹⁵ The Surrey Wraparound program is a modified version of the CM and HFW approaches since it is delivered by a team of RCMP and School District staff but focuses more on individual services and referrals.

Youth At Risk Development (YARD) – Calgary, Alberta

The Youth At Risk Development (YARD) program offers prevention services to high-risk and gang-involved youth (ages 10-17) in Calgary, Alberta. The program was launched in 2008 by the Calgary Police Service, the City of Calgary, and Children and Youth Services in response to increases in gang-related criminal activity. Participants in YARD shared similar risk factors to those identified among BC gang members: family and peer gang involvement, family violence and substance abuse issues, low school attendance, and learning disabilities.¹⁹⁶ YARD is a city-wide program that focuses primarily on prevention and intervention by addressing the roots of gang involvement at the individual level through an emphasis on social development and rehabilitation. The program pairs a police officer with a social worker, who work with the youth and parents to prevent the youth from becoming entrenched in the gang lifestyle. The program consists of an individual assessment and a case management and referral approach with features of a wraparound model that focus on strengthening protective factors and reducing risk factors.¹⁹⁷ A Public Safety Canada evaluation of YARD showed a 49% decrease in positive attitudes toward gangs, that at least 7 of the 17 youth have successfully left gangs, and that YARD should be replicated in other regions.^{198, 199} The evaluation of YARD offers evidence that similar programs involving police and outreach or social worker interventions, such as the CFSEU-BC Gang Exiting program, show promising results in preventing and reducing gang involvement among youth.

Positive Alternatives to Youth Gangs (PAYG) – Jane and Finch, Toronto, Ontario

The Jane and Finch community in Toronto has one of the highest violent crime rates in Ontario and is one of the most socially and economically disadvantaged communities in Canada.²⁰⁰ It also has one of the highest concentrations of youth gangs in Canada.²⁰¹ Positive Alternatives to Youth Gangs (PAYG) targets youth (ages 11-14 years) living in the Jane and Finch neighbourhood and is modelled on cognitive behavioural theory, wraparound, social learning theory, participatory learning pedagogy, anti-oppression framework, anti-racist philosophy and a case management approach. It aims to prevent high-risk minority youth from joining street gangs and help those involved exit gangs safely. Activities include school, after-school, family, and community programming. Participants are separated into four streams: intensive stream, contact stream, students from the community, and parents.²⁰² An evaluation by the National Crime Prevention Centre found that PAYG showed improved attitudes toward civic responsibility, decreased involvement with gang-involved friends, and increased community knowledge about gang prevention. Challenges included lack of awareness and lack of resources for implementation.²⁰³ This program offers a promising approach for targeted supports for vulnerable neighbourhoods in Surrey with population groups that may be at risk for gang involvement. However, applying the model to the Surrey context would require significant tailoring due to the different socio-economic, historical, and cultural contexts.

Regina Anti-Gang Services (RAGS) – Regina, Saskatchewan

The Regina Anti-Gang Services Project (RAGS) was developed and delivered from 2007 to 2011 in response to the high level of gang activity in the North Central neighbourhood of Regina and targeted Aboriginal youth and young adults (ages 16-30) involved in gangs. Dominant risk factors relate to poverty, socio-economic challenges, substance abuse, and sexual exploitation.^{204, 205} The program was delivered by the North Central Community Association of Regina with various police, school, provincial and government, and non-profit partners. The program employed elements of multi-systemic therapy, wraparound, and harm reduction and provided cultural support to participants, modified to better suit the needs of Aboriginal gang-involved young people. The ultimate goal was to support exit from the sex-trade and gangs through education, personal healing and empowerment.²⁰⁶ The program was delivered through a case management approach. Services were gender responsive and incorporated cultural elements such as elders, medicine wheel teachings, and

traditional cultural training. Counselling was available 24/7.²⁰⁷ RAGS delivered a very high dosage of programming to its clients (304 hours per client on average) and was costly to implement.²⁰⁸ Reports indicate that of the 120-130 gang members that entered RAGS, 80% fully exited gangs.²⁰⁹ The program struggled with several challenges such as safety and confidentiality issues and high staff turnover.²¹⁰ It would be difficult to implement this program in Surrey due to the different context; however, elements could be beneficial in terms of the culturally appropriate interventions and vulnerable communities targeted (e.g., Aboriginal youth).

The Regina Intersectoral Partnership (TRiP) – Regina, Saskatchewan

The Regina Intersectoral Partnership (TRiP) was launched in September 2015 and targets children and youth (ages 6-18) and families. Its aim is to make appropriate connections for children to optimize health and safety, with a focus on behaviours that place children in a position of vulnerability. The need for TRiP arose out of a lack of service coordination, disjointed case management, fragmented information sharing and an absence of multi-sector collaboration in Regina.²¹¹ One of the most distinguishing features of TRiP is the high level of government buy-in. The Ministry of Justice, the Ministry of Social Services, the Regina Police Service, the Regina Qu'Appelle Health Region, the Regina Public School Division, and the Regina Catholic School Division work together to reduce the risks and vulnerability of children and their families. All partners involved are represented on the Steering Committee and provide staff, cash, and in-kind contributions. TRiP coordinates and connects children and families with services to remove institutional barriers.²¹² A recent evaluation showed that TRiP is successful at engaging hard to reach clients who are most vulnerable to crime and disruptive behaviour. The program has shown moderate to strong reduction in vulnerability in 82% of its clients and reduced police contact rate, and the Ministry of Justice is exploring province-wide expansion.²¹³ TRiP offers a promising approach to be considered for Surrey as a way of improving coordination of the many programs and services that already exist. However, implementing a similar model would require significant, dedicated commitment from multiple provincial, municipal, and local partners in terms of funding and in-kind staff resources. A pilot project could be considered to see how it could be adapted to the Surrey/BC context.

3. Spergel Model

This section outlines four approaches based on the Irving Spergel Comprehensive Gang Prevention Model, which focuses on community-wide change.

Overview of the Spergel Model

In 1987, the United States Office of Juvenile Justice and Delinquency Prevention launched a Juvenile Gang Suppression and Intervention Research and Development Program directed by Dr. Irving Spergel of the University of Chicago. Spergel's research team attempted to identify every promising community gang program in the United States based on a national survey. This study resulted in the development of a comprehensive community gang-prevention model.²¹⁴ Spergel's Comprehensive Gang Prevention Model's premise is that a lack of social opportunities and the degree of social disorganization in a community explains the youth gang problem. It aims to address factors such as poverty, institutional racism, and poor social policies. A lead agency delivers the program in coordination with other partners. The model consists of five core strategies:²¹⁵ 1) community mobilization; 2) social intervention; 3) provision of academic, economic, and social opportunities; 4) gang suppression; and 5) facilitating organizational change and development. The model also involves five levels of intervention: 1) primary prevention (targeting the entire population); 2) secondary prevention (targeting children 7-14 years who are high-risk); 3) intervention (targeting active gang members involving aggressive recruitment); 4) suppression (targeting the most dangerous gang members); and 5) re-entry (targeting serious offenders who are returning to the community). Some of the common strengths of the model include more rapid access to services and improved responsiveness of those services to

client needs,²¹⁶ improved information sharing amongst participating organizations and greater interagency awareness,²¹⁷ enhanced community/school engagement,²¹⁸ and reduced risk/vulnerability of clients and families.²¹⁹ Various jurisdictions have implemented the Spergel model and have seen reduced gang activity/gang membership. The most successful were those that implemented the model in its true form.²²⁰

The Little Village Project – Chicago, Illinois

The Little Village Gang Violence Reduction Project (GVRP) was a comprehensive, community-wide program designed to reduce serious violence in Chicago's gang-ridden Little Village neighbourhood implemented by the Chicago Police Department from 1993 to 1998. The main goal of the GVRP was to reduce the extremely high level of serious gang violence, first at the individual youth gang member level, and then at the aggregate community level.²²¹ At the time the GVRP was implemented, the community of 100,000 was 90% Mexican or Mexican American, and residents were primarily lower income and working-class families. Gang youth ages 17-24 were primarily targeted for services (the program later targeted youth ages 12-27).²²² The project involved a collaboration of personnel from numerous police, probation, and community agencies, including former gang-involved youth workers.²²³ The GVRP focused on integrating the five components of the Comprehensive Gang Model, but encountered difficulties with the community mobilization as well as the organizational change and development components.²²⁴ Overall, Spergel and colleagues (2003) found mixed results. The Gang Violence Reduction Project appeared to reduce arrests for violent crimes, serious violent crimes, and drug crimes, but did not have an effect on arrests for property crimes or total arrests.^{225, 226} Though the program was implemented in a different context, Surrey can learn from the cautionary tale that not implementing change at a system-level may lead to mixed results in terms of the effectiveness of this type of program model.

In It Together Program – Abbotsford, BC

The "In It Together" program, formed in 2013 through a partnership between the Abbotsford Police Department, the John Howard Society, Abbotsford Community Services, and the Abbotsford School District, is an anti-gang initiative hoping to "disrupt and interrupt" the flow of young adults (ages 12-30) into gangs. The initiative includes the South Asian Community Resource Office, the City of Abbotsford, and the Youth Resource Centre through Abbotsford Community Services, which serves as the lead agency. The program provides individual case management, youth outreach, parent and youth groups, recreation, essential skills, and counselling for youth and their families.²²⁷ Because at least half of the clients are South Asian, half of the program staff are also South Asian, and services are provided in English and Punjabi.²²⁸ This program is based on Spergel's Comprehensive Gang Model and adapted to Abbotsford. Primary prevention includes forums for community members and parents. There has been increased leadership from community organizations, particularly Sikh temples, in engaging in prevention and awareness raising with parents. John Hopkins Society provides group workshops to adult participants re-entering society after incarceration, during which they receive training in basic life skills, employment skills, accessing educational opportunities, and challenging negative attitudes. Early indicators of success include a high rate of engagement of youth in the program (90%) and reduction in risk factors (54%) at follow-up. The program is experiencing some challenges such as securing adequate housing and employment for clients, an unanticipated number of South Asian females being referred, difficulty with suppression due to limited police capacity, and funding sustainability issues.²²⁹ Program participants have similar characteristics to gang-involved youth in Surrey and the City could benefit from several components of this program, particularly the connection to cultural communities. However, implementing this model in Surrey could be challenging to maintain at a high-fidelity due to the wide variety of partners and programs offered compared to Abbotsford.

Ottawa Gang Strategy – Ottawa, Ontario

The Ottawa Gang Strategy was implemented between 2013 and 2016 through a partnership between social service agencies, community organizations, police, schools, and others, represented by an Ottawa Gang Strategy Steering Committee. Despite its high proportion of higher-income households, Ottawa is not immune from gang violence. In 2015, the city had 435 gang members and known associates and 8 active gangs.²³⁰ Most gangs are grouped by low-income neighbourhoods or through family or friendship ties.²³¹ The Strategy was developed based on Spergel's Comprehensive Gang Model²³² and aims to address gangs and street level violence by targeting youth, families, and the general public. The City developed and implemented 12 initiatives that address the problem based on 4 pillars: 1) Neighbourhood Cohesion (e.g., building relationships between youth and police); 2) Prevention (e.g., conducting youth outreach); 3) Intervention (e.g., helping people to transition away from gangs at critical intervention such as following gang-related injuries); and 4) Enforcement and suppression (e.g., utilizing the police to deter gang violence). Initial evaluations show improved timeliness and quality of communication between community and police, reduced negative behaviours, increased prosecution and conviction of gang members and seizure of guns.²³³ Some challenges with the program have included difficulty securing buy-in from the business sector in securing employment for youth and challenges connecting with visible minority youth.²³⁴ This Strategy demonstrates a successful implementation of the Spergel Model. However, implementing this model in Surrey may be challenging since gangs are not grouped by neighbourhood in the same way they are in Ottawa.

Community Initiative to Reduce Violence (CIRV) – Glasgow, Scotland

In the early 2000's Glasgow experienced a high rate of homicides (62.9 homicides per million people)²³⁵ and was dubbed the "murder capital of Europe." The violence stemmed from failing public health, high unemployment, and high levels of acute sickness, exacerbated by high levels of substance abuse.²³⁶ The Strathclyde Police developed the Community Initiative to Reduce Violence (CIRV) in 2008 to tackle gang violence based on a comprehensive Spergel Model. The CIRV is a multi-disciplinary, multi-agency initiative which includes healthcare, criminal justice, education, housing, and social services agencies. VRU approaches gang members and invites them to attend a call-in meeting that is used to emphasize two messages: that there is a zero-tolerance police policy if the violence does not stop and an offer that if they renounce violence, they can get help with education, training, and job-finding.²³⁷ The critical element of this initiative is improved collaboration in service delivery, data, and best practices. Primary prevention was also introduced and directed at community and school education through a partnership with various organizations. By placing officers at schools across Scotland, they were able to build trust and gather intelligence.²³⁸ There was a significant drop in violence in Glasgow since the mid-2000s credited to this initiative. Over 400 gang members were contacted to attend the initial intervention meetings. After the first year, there was a 46% reduction in violent offending and a 59% decrease in knife carrying.²³⁹ Due to the success of this initiative in Scotland, Edinburgh established its own Edinburgh Violence Reduction Programme.²⁴⁰ ²⁴¹ Some elements of this model could be beneficial to Surrey, particularly the targeted, data-driven, coordinated, and multi-faceted approach.

4. Multi-Systemic

This section highlights an example of the Multi-Systemic Model which focuses on addressing systems that impact gang-involvement.

Multisystemic Therapy (MST) – Scarborough, Toronto, Ontario

Multisystemic Therapy (MST) was a short term, evidence-based intensive prevention program aimed at reducing anti-social behaviour and recidivism among at-risk youth. MST was implemented from 2009 to 2014, by the Agincourt Community Services Association in Scarborough, Ontario. The target group was youth (ages 12-17) of high and moderate risk and their families. Youth participants tended to have low school engagement, be criminally involved, and live in low-income areas. MST focused on addressing all environmental systems that impact chronic and violent juvenile offenders, i.e. homes, families, schools, teachers, neighbourhoods, and friends.²⁴² MST is very family based (i.e., working with the parents only). Working with the parents allowed MST to affect changes stemming directly from the home where the youth spends most of their time. Under MST, each family was assigned a case worker who provided regular support and counselling based on particular needs of the youth and their family. It was similar to an intensive form of the Wraparound Model but engaging only with the parents. Families had access to the MST team 24 hours a day via an on-call system.²⁴³ Evaluations were mixed with some showing effectiveness in reducing risk factors and negative behaviours, while others could not determine if the program impacts could be sustained.^{244, 245} Challenges include that it is costly to implement and sustain, difficult to adhere to the program model, and has a high level of staff burnout.²⁴⁶ The program has since been discontinued and Taking Action to Achieve Growth and Success (TAAGS) has been implemented in its place.²⁴⁷ Elements of the MST model could be useful for application in Surrey, particularly with respect to involving the family in providing supports and addressing needs of youth before they become entrenched in gangs.

5. Health-Based Approach

This section highlights an example of the Health-Based Approach which focuses on gang prevention through a health-lens, similar to addressing an epidemic.

CeaseFire Chicago – Chicago, Illinois

CeaseFire Chicago was implemented in 2000 by the Cure Violence Organization of Illinois. The program targeted areas such as West Garfield Park which has the highest incidence of crime in Illinois (twice the U.S. average),²⁴⁸ and a high prevalence of gang violence.²⁴⁹ This area has several shuttered homes and businesses, many of which have been vacant for decades. West Garfield Park struggles with high rates of poverty and disinvestment. The core objective of CeaseFire Chicago is to stop the spread of violence by understanding violence, diagnosing it, and treating it through a health lens, much like an epidemic outbreak. It is a community led gun violence prevention program that aims to decrease gun violence.²⁵⁰ Program outreach workers, called “Violence Interrupters,” most of whom are former gang members, work on the streets and in hospitals to mediate conflicts between gangs and individual gang members and connect them to services.²⁵¹ An independent evaluation concluded that CeaseFire’s intervention led to reductions in shootings of up to 70%.²⁵² Continued data collection and monitoring, extensive training of workers, and partnerships with local hospitals make this program a success. The model has been successfully replicated in many communities around the world. Although gangs in BC are not geographically based, delinquent peers and family members play a key role in initial gang involvement. Therefore, it could be worth exploring the application of this model in Surrey with some modifications. Some aspects could be useful such as the use of data and collaborations

with hospitals and other stakeholders to target individuals at key decision points. Individuals could be identified through various means (e.g., police and school records, peer groups, and social network analysis).

6. Gang Intervention and Exiting

This section presents four examples of Gang Intervention and Exiting programs.

Roca Inc. – Chelsea, Massachusetts

Founded in 1988, Roca is a non-profit organization that targets high risk and gang-involved young people (ages 17-24) and young mothers who are not ready, willing, or able to change, primarily in the Greater Boston area. Most participants have a history of criminal and gang involvement and no employment history.²⁵³ Most participants in the Young Mother's Program report being victims of abuse.²⁵⁴ Roca's mission is to disrupt the cycle of incarceration and poverty by helping young people transform their lives. According to the program's theory of change, if young people are re-engaged in society and the community, through positive relationships, their behaviour can change and they develop skills to keep them out of criminal activity and on a positive path. The program is delivered through a 4-year intervention model. The first 2 years focus on intensive interaction between the program and the youth, and the last 2 years focus on sustaining the positive behaviour.²⁵⁵ Relentless outreach, tailored programming and collaboration with community partners are key. Another key piece of the program is the Transitional Employment Program, in which youth go out into the workforce and earn real wages while learning basic work skills. The program has proven to be very successful and has been replicated in various cities. The program reports that 84% of Roca graduates have no new arrests; 97% of young mothers in the Roca program have held a job for more than 3 months.²⁵⁶ Some of the practices used in Roca could have successful application in Surrey, particularly the targeted, relentless recruitment approach which seeks to build connections to at-risk and gang involved youth. However, the model would need to be adapted to the BC gang context due to the different risk factors present (e.g., poverty and unemployment are less of a significant factor).

Homeboy Industries – Los Angeles, California

The 1980s were a time of escalating gang violence in Los Angeles. It was around this time that a pastor realized that he needed to provide jobs and education as an alternative to the gangs. He started with a small job program called "Jobs for the Future" in 1988, which became Homeboy Industries in 2001. At-risk and gang-involved youth in Los Angeles struggle with high recidivism, dropping out of school, and poverty rates.²⁵⁷ Homeboy Industries targets formerly gang involved and previously incarcerated youth with the highest barriers to employment. The vast majority of participants have Post-Traumatic Stress Disorder (PTSD), were abused or abandoned as children, and all have been witnesses to serious violence. Homeboy Industries provides mental health services, case management, tattoo removal, employment services, legal services, curriculum and education, and job certification (e.g., solar panel installation). Homeboy Industries operates six different social enterprise businesses where trainees receive real job training.²⁵⁸ All programs and supports are provided in one location.²⁵⁹ The model has been replicated in various jurisdictions, but always keeping the local context in mind, thus each one is different.²⁶⁰ Evaluation findings also show a significant decrease in criminal acts and disengagement from gang activity.²⁶¹ Surrey could benefit from such an integrated model in the form of a "one-stop-shop" that provides exiting supports (e.g., counselling and job training). The program could benefit particular target groups that need these interventions. However, there could be issues related to confidentiality and safety if a hub becomes known as a gang-exiting space.

STR8 UP – Saskatoon, SK

STR8 UP is delivered in Saskatoon, Saskatchewan and assists individuals in mastering their own destiny in liberating themselves from gangs and criminal street lifestyles. Similar to Regina, a high proportion of gangs in Saskatoon are Aboriginal and struggle with socio-economic challenges.²⁶² STR8 UP works in the core community in Saskatoon with ex-gang members and their families, to help support individuals as they embark on a healthier path. Its goal is “to provide hope, healing, and opportunities and to walk beside our members as they take their 10,000 little steps.”²⁶³ STR8 UP is a grassroots organization that is driven by its members. The organization has former gang members on its Board of Governance. Its services include community and correctional outreach, case planning and advocacy; training, including professional development, work readiness programming and literacy skills building; personal development, including developing personal skills and healthy relationships; and community education. In 2017, STR8 UP participants completed over 5,000 hours of personal skills and employment training. Feedback from a process evaluation of the organization was generally positive in terms of assisting individuals to leave and stay out of gangs.²⁶⁴ The grassroots nature of this program could be a useful model for Surrey to explore in developing new community-based gang prevention programs.

Restaurant Watch/Bar Watch – Vancouver, BC

Restaurant Watch/Bar Watch is a gang prevention and intervention program delivered by the Vancouver Police Department, with similar programs delivered in other regions (e.g., Abbotsford). This program is aimed at keeping organized criminals out of Vancouver bars and restaurants. The program involves staff and owners of local bars and restaurants calling police if they suspect someone fits the following four criteria: gang member, gang associate, drug trafficker, and someone with a propensity for violence. The onus is on police to determine if the people are actually removed from the establishment, providing a measure of safety and security for the staff. In addition, uniform and plainclothes officers undertake periodic walk-throughs of participating restaurants and bars. At the program’s launch in 2008, 40 restaurants were committed to the program. The program aims to send the message that gang members and criminals are not welcome in the City of Vancouver.²⁶⁵ An assessment of the program based on semi-structured interviews with key stakeholders who enforce the program and a comparison with other gang prevention programs found that the program has been successful for three reasons: 1) its impact on public safety, 2) the importance of partnership and open dialogue, and 3) the ability to deter inadmissible patrons from participating establishments.²⁶⁶ Surrey could benefit from a similar program to help address the perceived glamour and status associated with gang involvement.

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