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CORPORATE REPORT

REGULAR COUNCIL

TO: **Mayor & Council**   DATE: **February 21, 2019**

FROM: **General Manager, Policing Transition**   FILE: **7400-01**
        General Manager, Parks, Recreation & Culture
        Assistant Commissioner, OIC, Surrey RCMP
        General Manager, Corporate Services
        General Manager, Planning & Development

SUBJECT: **Wake Up Surrey – Follow up to Presentation to Council in Committee (CIC)**

RECOMMENDATION

The Policing Transition, Parks, Recreation & Culture, Surrey RCMP, Corporate Services and Planning & Development Departments recommend that Council receive this report for information.

INTENT

The intent of the report is to apprise Council on the work carried out by the City which addresses the three recommendations of the Wake Up Surrey advocacy group.

BACKGROUND

In June 2018, following the tragic homicide of two Surrey teens an ad hoc group of concerned citizens held a rally at City Hall that was attended by several thousand residents. Following that event, the group formed an advocacy group, named Wake Up Surrey as a vehicle for community wide action on gang violence. In the subsequent months, City staff, members of the Surrey RCMP and elected officials met with Wake Up Surrey representatives on a number of occasions to provide updates on the work being done by the City to address the identified issues. During that time, a report titled the "Mayor's Task Force on Gang Violence Prevention" was released (Appendix "I"). The report contained six recommendations to further address gang violence in Surrey communities. The report was subsequently used as a basis to develop the Surrey Anti-Gang Family Empowerment ("SAFE") model which was launched in January 2019.

DISCUSSION

At the January 14, 2019 Council-In-Committee meeting, representatives from Wake Up Surrey provided an update on their work (Appendix "II"). The presentation included three recommendations related to prevention, ethics and social responsibility.

Following the presentation, Council requested that staff provide a follow up report on the City's work to date relative to the recommendations.

1.   **Surrey Anti-Gang Family Empowerment (SAFE) project.**

Wake Up Surrey recommended that the City undertake Phase Two of the work of the 2018 Mayor's Task Force on Gang Violence Prevention (the "Task Force"). It was recommended that this work include a proactive action plan with measurable deliverables. A significant amount of work has been done on the SAFE project to address these recommendations.

Following the release of the Task Force's report in July 2018, staff immediately began to develop a model which would address all six recommendations of the Task Force.

- Staff developed the SAFE Model with four key pillars – prevention, intervention, enforcement and research (Appendix "III");
- The model was fully costed out at $34 Million over five years and the City requested federal funding for implementation of the model;
- In January 2019, the Federal Government announced $7.5 Million of funding over the next five years ($1.5 Million/year) to fund the intervention stream of the model through the National Crime Prevention Strategy;
- The SAFE model is currently being implemented, and in support of the SAFE model, the RCMP has initiated the Youth & Parent Outreach Program by identifying a Youth Member, along with the recruitment of two dedicated Youth Counsellors; and
- The SAFE model will fully launch in March 2019 at the newly announced SAFE Centre which will be housed at the KPU City Centre campus.

2.   **Office of the Ethics Commissioner**

While no specific details were provided under the second recommendation in the Wake Up Surrey presentation, a motion was endorsed on February 11, 2019 by Council emphasizing their commitment to maintaining the public's trust by ensuring that the City is held to the highest level of fair and transparent governance.

Staff is presently carrying out the work identified in the Motion and will be presenting recommendations to Council this spring.

3.   **Task Force on Public Engagement**

This recommendation called for a corporate social responsibility ("CSR") approach for the business sector. Further, the recommendation called for youth engagement and empowerment and a strategic community engagement plan for the City.

The City and the Surrey RCMP regularly undertake public engagement to gather input and seek direction on a variety of projects and processes. To strengthen the City's commitment to public engagement, Council has committed to establishing a Task Force on Public Engagement (the "Task Force"). The Task Force will provide an opportunity to assess, refine and enhance how the City engages with the public. The Task Force will review best practices in community engagement with a focus on moving beyond traditional public consultation to more innovative and unique solutions. The Task Force will review existing practices, receive input from specialists and participants and explore options for future public engagement customized for Surrey.

SUSTAINABILITY CONSIDERATIONS

The work of staff which addresses the recommendations of the Wake Up Surrey advocacy group supports the objectives related to the Sustainability Charter 2.0. In particular, this work relates to Sustainability Charter 2.0 theme of Public Safety. Specifically, this work supports the following Desired Outcomes ("DO"):

- DO1: Residents are safe and have a strong sense of security in all neighbourhoods and throughout the city.
- DO3: There are minimal community safety issues in the city, and the public is fully engaged in preventing and reducing crime.
- DO4: Local residents and businesses are connected and engaged within their neighbourhoods and with the broader community – including police, public safety partners and social service agencies – to enhance safety.
- DO5: Surrey is recognized and perceived as a leader in establishing and maintaining collaborative partnerships for community safety and well-being.

CONCLUSION

The Wake up Surrey advocacy group has worked closely with the City to ensure community safety remains a key priority of the City. Their presentation to Council provided an update on their work and concluded with three recommendations. The City has worked diligently on each of these issues and, as outlined, a number of key initiatives are underway. Staff will report back to Council on the progress on each of these initiatives. As in the past, Staff will continue to liaise with the Wake up Surrey advocacy group.

Terry Waterhouse
General Manager, Policing Transition

Laurie Cavan
General Manager, Parks, Recreation & Culture

Dwayne McDonald
Assistant Commissioner
Officer In Charge (OIC)
Surrey RCMP

Rob Constanzo
General Manager, Corporate Services

Jean Lamontagne
General Manager, Planning & Development

TW/mc

Appendix "I"   Mayor's Task Force on Gang Violence Prevention
Appendix "II"   Wake Up Surrey Presentation to Council In Committee
Appendix "III" Surrey Anti-Gang Family Empowerment (SAFE) Model

MAYOR'S TASK FORCE ON GANG VIOLENCE PREVENTION

Findings and Action Steps

PUBLIC SAFETY STRATEGY
TAKING ACTION TOGETHER

CITY OF SURREY

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.

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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.

> " ... gang violence can occur in any area of the province regardless of the size of the community or its location. "

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.
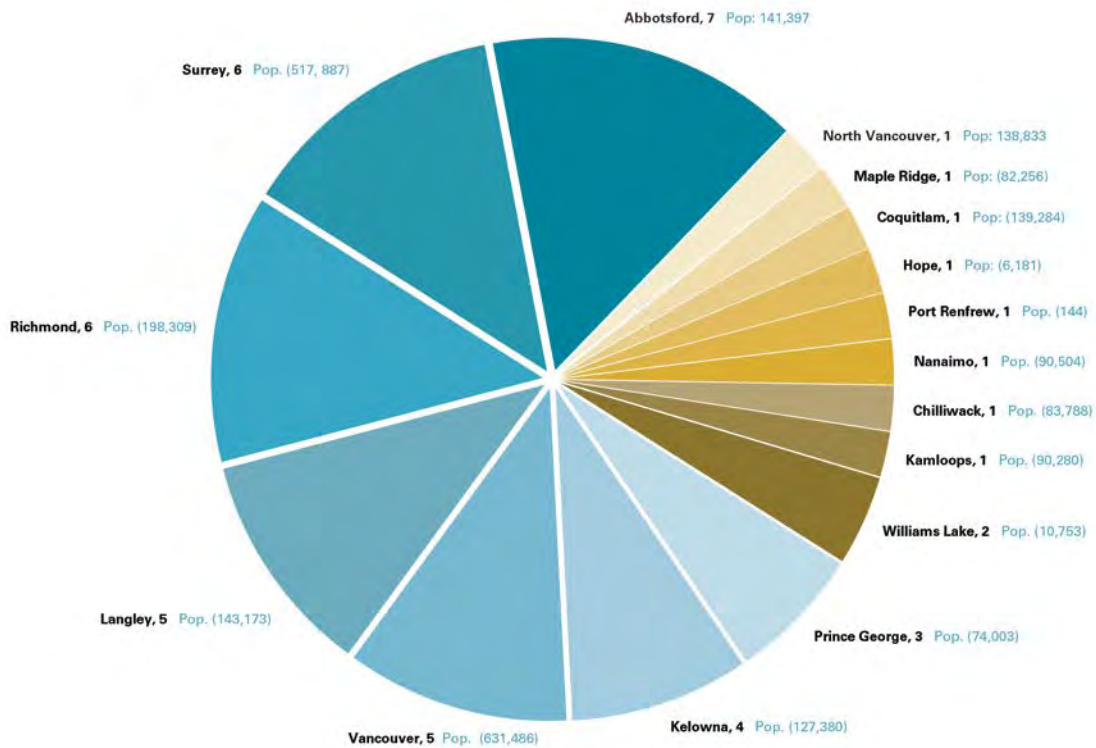

Figure 2: 2017 Gang-Related Homicides by Jurisdiction

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%.
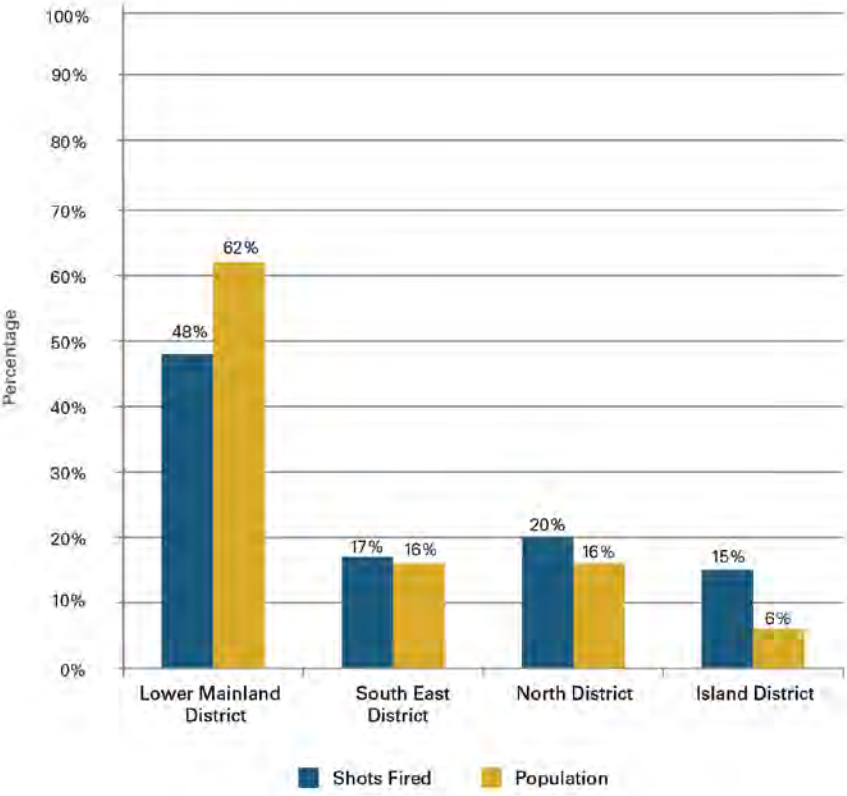

Figure 3: Shots Fired and Population in British Columbia by Policing Region, 2017

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.

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.

> " **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.

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

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 Aboriginal[3] represent 3% of the population.[32]

> " Trauma was identified as a major factor for gang involvement. "

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

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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

Individual Level (Internal)
- Low level of belief in violence
- Optimism and hope
- Balanced self-esteem
- Gratitude
- Forgiveness
- Humility
- Authenticity ("being true to self")
- School success

Social Level (External)
- 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

Individual Level (Internal)
- Antisocial beliefs
- Impulsivity
- Unemotional/callous personality traits
- Early history of violence/delinquency
- Weapons use
- Substance abuse
- School absenteeism/failure

Social Level (External)
- 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]

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

- **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."*
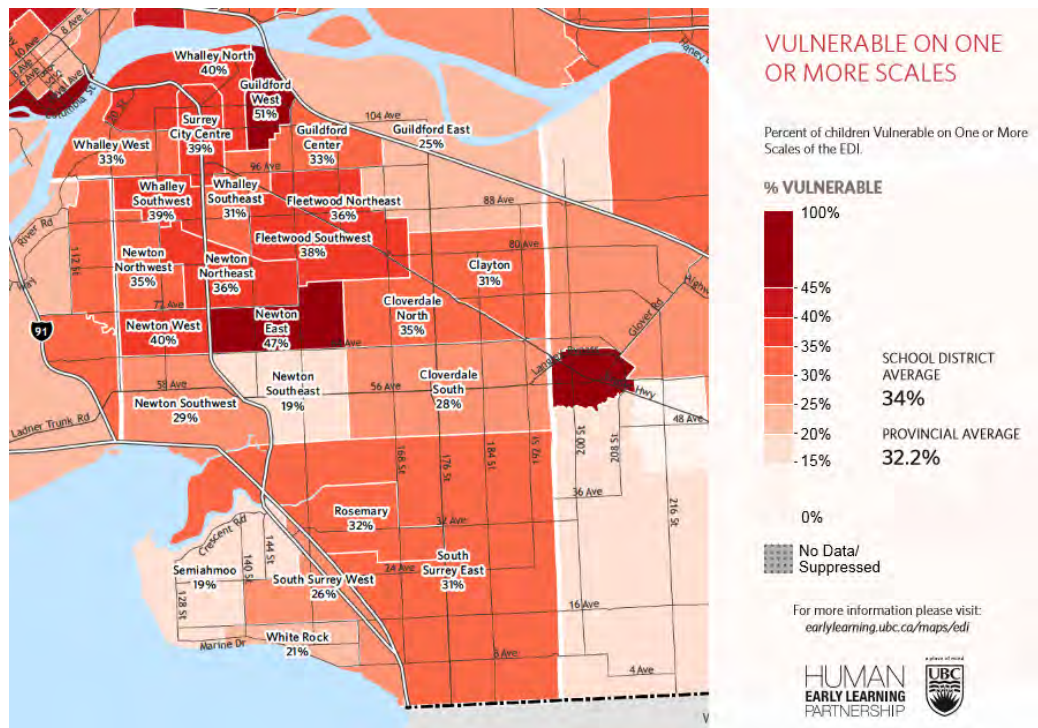> *– Government Stakeholder*

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.
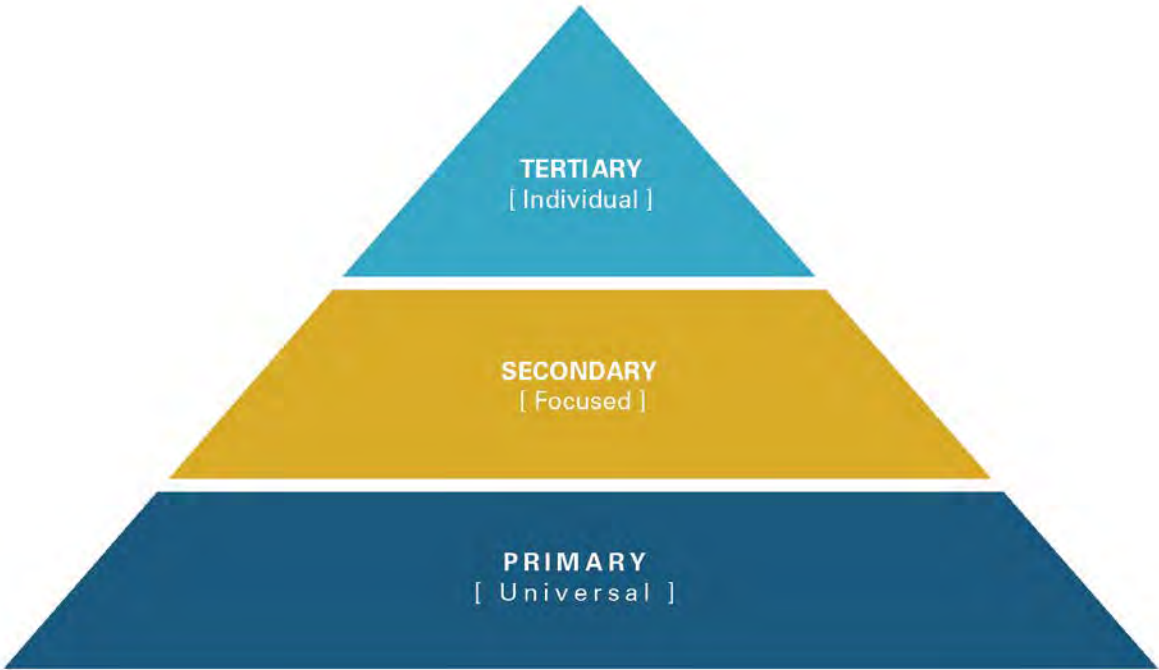
Figure 5: Three-Tiered Prevention Program Framework

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]

> **Many important programs that contribute to the prevention of gang violence are available in Surrey.**

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 sub-section.

- **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 –** (t*argets 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]

- **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.

Figure 8: End Gang Life Posters

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.

TERTIARY
Curfew Monitoring
TREES Alternate School
Youth Probation Officers
Honour Secondary School
Gang Intervention Program
Youth Intervention Program
Restorative Justice Program
Youth Transitioning Program
Surrey WRAParound Program
Immediate Response Program
Gang Exiting & Outreach Program
Intensive Support and Supervision Program

SECONDARY
CASTLE
Next 100 Years
Respectful Futures
Attendance Matters
Stop Exploiting Youth
Pathways to Education
PCRS Youth Resource Centres

Game On!
Red Fox Youth Leadership
REACH Program for Youth
Reconnect Street Outreach
All Nations Youth Safe House
Jr. Civic Ambassador's Program
Inter-Regional At-Risk Youth Link

Yo Bro | Yo Girl Youth Initiative
Fraser Region Aboriginal Friendship Centre Association
Community Safety Youth Leadership and Mentorship Program

PRIMARY
End Gang Life | Bridging the Gap | Shattering the Image | CFSEU-BC Parent Helpline | Surrey RCMP Parent Helpline
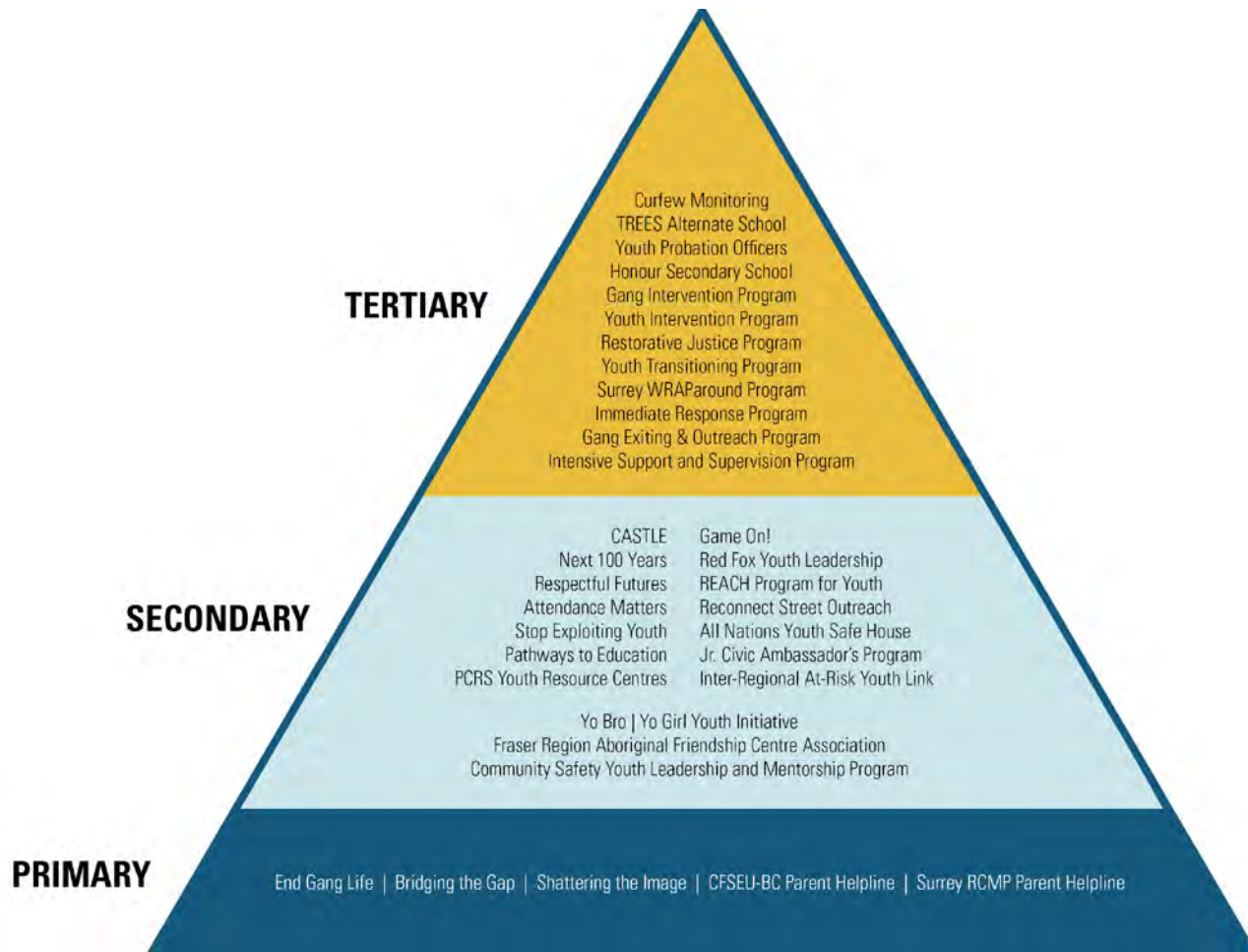
Figure 9: Levels of Intervention in Gang Prevention Programs

Target Group

Among the sample of progra[m]
reviewed, most programs ta[rget]
youth (ages 13-18), which co[uld]
indicate there is a gap in pro[gram]
and service delivery for child[ren]
exhibiting anti-social and
problematic behaviours and
parents or caregivers of child[ren]
at-risk of gang involvement
(Figure 10).

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

Surrey RCMP also recently
introduced the Mini-Blue pil[ot]
program targeting children
(grades 5-7), which builds on [the]
Code Blue program (grades 8[...]
Further analysis is required t[o]
better understand these gap[s]
and program areas of focus.

Program	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.
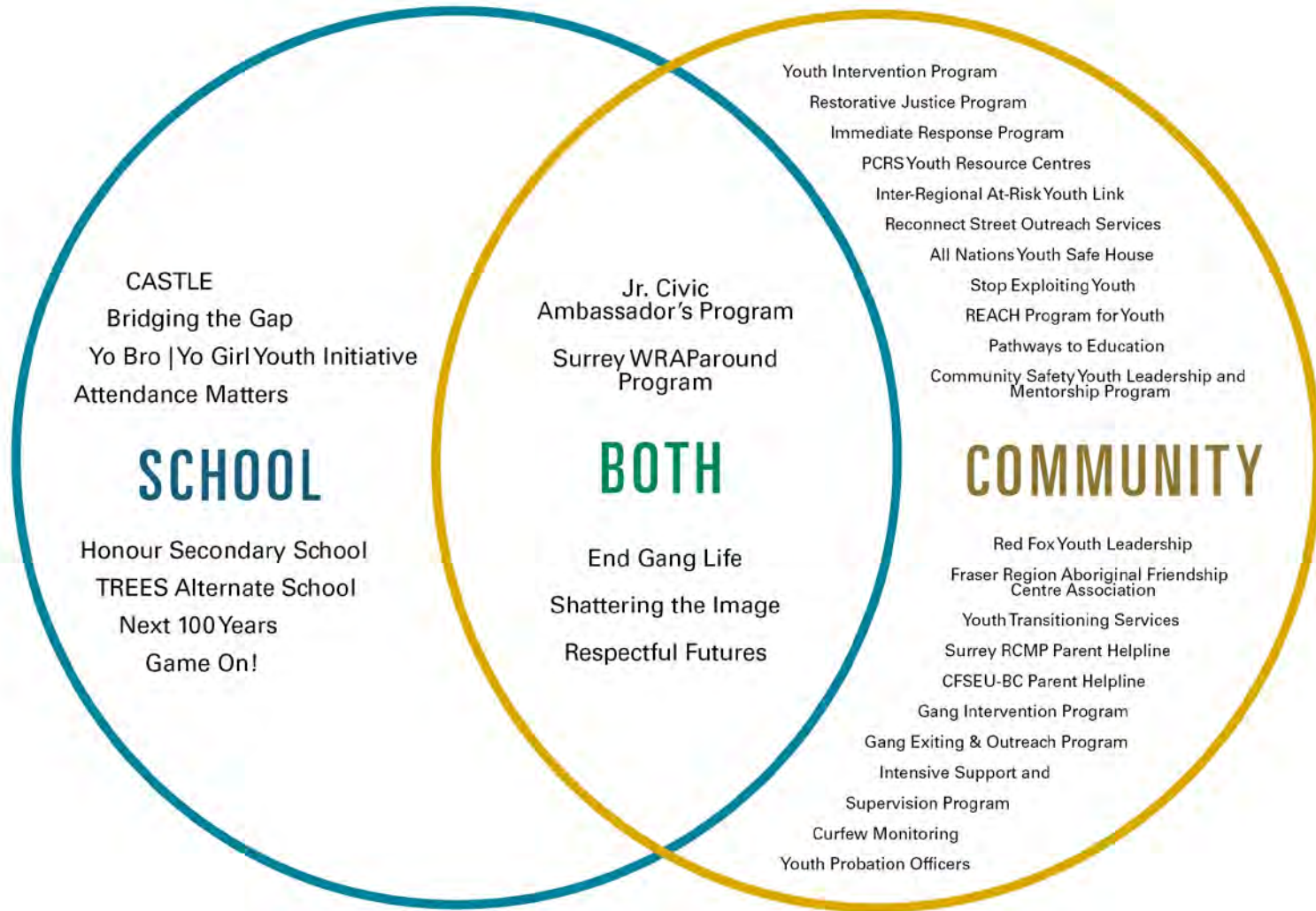

SCHOOL

CASTLE
Bridging the Gap
Yo Bro | Yo Girl Youth Initiative
Attendance Matters

Honour Secondary School
TREES Alternate School
Next 100 Years
Game On!

BOTH

Jr. Civic
Ambassador's Program

Surrey WRAParound
Program

End Gang Life

Shattering the Image

Respectful Futures

COMMUNITY

Youth Intervention Program
Restorative Justice Program
Immediate Response 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

Red Fox Youth Leadership
Fraser Region Aboriginal Friendship Centre Association
Youth Transitioning Services
Surrey RCMP Parent Helpline
CFSEU-BC Parent Helpline
Gang Intervention Program
Gang Exiting & Outreach Program
Intensive Support and Supervision Program
Curfew Monitoring
Youth Probation Officers

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	●	●	●		●
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					●

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]

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 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 (MASST)	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 populations[177] 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.

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 glamourous 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.

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.

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

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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."

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

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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 responsivity 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 Model[232] 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 programing 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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WAKE UP SURREY

PRESENTATION

TO

SURREY CITY COUNCIL

JANUARY14 , 2019

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INTRODUCTION TO WAKE UP SURREY

❑ SOUTH ASIAN MEDIA RESPONSE AFTER TARGETED MURDERS OF 15 AND 17 YEAR OLD HIGH SCHOOL STUDENTS

❑ *ENOUGH IS ENOUGH: CRISIS POINT*

❑ APPROXIMATELY 230 SOUTH ASIAN YOUTH KILLED IN GANG VIOLENCE OVER THE PAST 24 YEARS

❑ MANY FORUMS, TASK FORCES, COMMUNITY EVENTS BUT THE VIOLENCE AND KILLINGS CONTINUE

❑ KEY PILLARS: ACTIVISM, AWARENESS ADVOCACY AND ENGAGEMENT

❑ TRANSPARENCY, ACCOUNTABILITY OF ELECTED REPRESENTATIVES

❑ WORKING GROUP: OUR ROLE, ETHICS AND COMMITMENT

JUNE 13TH RALLY AT CITY HALL

- Approximately 8,000 residents attend
- Short term objectives
- A catalyst for a call for action/accountability

SINCE JUNE 13TH

❑ RESEARCH AND OUTREACH (LISTEN, LEARN, DOCUMENT)

❑ APPROXIMATELY 100 MEETINGS WITH VARIOUS STAKEHOLDERS

- PARENTS

- YOUTH

- POLICING AGENCIES

- TEACHERS/PRINCIPAL'S/COUNSELLORS

- HEALTH EXPERTS

- ELECTED REPRESENTATIVES

- ACADEMICS AND OTHER EXPERTS

- COMMUNITY ORGANIZATIONS

MEETINGS/RESEARCH FEEDBACK

- "WE HAVE A CRISIS SITUATION"
- NEED FOR COLLECTIVE RESPONSIBILITY VS BLAME GAME
- COMMUNITY AND PARENTS CANNOT BE IN DENIAL
- SUSTAINABLE INITIATIVES VS BAND AID SOLUTIONS
- DISCONNECT BETWEEN STAKEHOLDERS (MISALIGNMENT/SILOS)
- CONSISTENT EARLY PREVENTION FUNDING AND PROGRAMS REQUIRED
- ONE SIZE FITS ALL OUTREACH/APPROACH (SCHOOL DISTRICT)
- POLICING MODEL AND LACK OF RESOURCES FOR SURREY
- LEGISLATION CHANGES REQUIRED (PARTY BUS, ICBC ETC.)
- PORTS AND BORDERS INDEPENDENT REVIEW
- REACTIVE APPROACH BY ELECTIVE OFFICIALS: ACCOUNTABILITY LACKING, ELECTORAL SUCCESS, VOTE BANK POLITICS

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LETS JOIN HANDS TO SAVE OUR YOUTH

The time is always right to do what is right.
~ Martin Luther King Jr.

THANK YOU

SURREY ANTI-GANG FAMILY EMPOWERMENT (SAFE) MODEL

DECEMBER 2018

CITY OF SURREY

Contents

01 | INTRODUCTION

The Surrey Anti-Gang Family Empowerment (SAFE) Program model has been developed in response to the urgent need for a coordinated, evidence based approach to address gang violence and disrupt the pathways by which youth are recruited into the gang lifestyle. The model provides a coherent framework in which prevention, intervention and enforcement activities can be effectively coordinated across multiple agencies and community based organizations. As well, the model embeds foundational research and evaluation into design, delivery and continuous improvement of the interventions.

The model grew out of the findings of the Task Force on Gang Violence Prevention which reported its findings in July 2018. The model will be led by the City of Surrey but relies on a partnership model delivered by municipal and provincial government agencies, law enforcement, and not-for-profit community based service providers. The partners enrich the model through their expertise and experience dealing with the target client population.

The City and its partners are seeking support from the Federal and Provincial governments to implement the model and evaluate its utility to allow for scaling and customization in other municipalities.

The model provides a coherent framework in which prevention, intervention and enforcement activities can be effectively coordinated across multiple agencies and community based organizations.

Surrey Context

Surrey has a population of over 525,220 and welcomes approximately 800 new residents each month. Surrey's population is projected to increase by an additional 250,000 people in the next 30 years. By 2041, one in five Metro Vancouver residents will live in Surrey. Surrey has a very diverse community; over 43% of our residents have a first language that is not English. It is centrally located in the region, 40 minutes from Vancouver and at the crossroads of the Pacific Rim, Greater Vancouver and the USA.

Incorporated in 1879, Surrey has a rich history and in September 1993, Surrey officially became a city. Since then, it has been a city in transition from a suburban and rural community to a major metropolitan hub. Surrey is a city of neighbourhoods and includes six distinct town centres: Fleetwood, Whalley / City Centre, Guildford, Newton, Cloverdale and South Surrey. Surrey has evolved from a relatively small bedroom community of the 1960s into a vibrant home to more than half a million people.

Decisions made today affect our lifestyle tomorrow. Opportunity lies in Surrey to build a sustainable city where residents live, work, play and enjoy a high quality of life. In order to accomplish this goal, the City must ensure that as it builds a strong economy and livable environments, it must also embed a focus on public safety and social wellbeing for our citizens.

The Public Safety Strategy was built through collaboration to put in place comprehensive and measurable initiatives that help promote safety in our City, and address the persistent social challenges that are plaguing communities across British Columbia and the rest of Canada. Issues such as gang-related violence are not unique to Surrey but the City and its partners are creating innovative approaches to addressing these challenges, such as the SAFE program model.

Youth gangs and violence are serious issues for Surrey citizens and policy makers. In 2017, half of Surrey homicides had a gang nexus. Between 2016 and 2017, the city's youth crime increased 34%, with spikes in 15 to 17 year-old suspects. Recent high-profile gang-related homicides have eroded feelings of safety.

Gang violence prevention and disrupting the pathways by which youth are recruited into gangs is a challenge in Surrey for several reasons. Surrey's location and population make it particularly vulnerable to gang and drug activity. Surrey's gangs are non-traditional, coming from multi-ethnic backgrounds and a mix of affluent, middle-class, and low-income households. As well, youth are being recruited into gangs at a younger age than in other communities. For instance, the first criminal offense for gang members typically occurs at age 16 and the first school suspension at age 13.

Children and youth most at risk of finding their way into violence and gang activity tend to come from three Surrey neighbourhoods – Newton, Whalley/City Centre, and Guildford. These areas are a nexus for vulnerable and at-risk children and youth due to a variety of demographic and contextual risk factors.

• These neighbourhoods have many major risk factors:

• Together, they account for over 75% of all Surrey school suspensions.

• Two comprise over 50% of unexcused absences from school.

• They are Surrey's three lowest income neighbourhoods.

• They have Surrey's highest youth crime severity index ratings.

• 78% of Surrey's refugees & immigrants cluster in these three neighbourhoods and Punjabi is the first language spoken at home among 48% of Newton and 38% of Whalley students.

• Nearly 50% of Surrey's Indigenous population clusters in Newton & Whalley.

Data also shows that in these neighbourhoods:

- 40%-51% of early years children are deemed vulnerable;

- 40%-43% of middle years children record low well-being;

- Newton & Whalley are high in youth property crime, drug offences, and violent crime;

- Guildford is high in youth violent crime.

On each point, these neighbourhoods are higher than the city average. This mix of risk factors and vulnerable populations makes children and youth in these neighbourhoods particularly vulnerable to gang involvement and violence.

BC's Gang Landscape

Generally in Canada crime rate has remained stable over the past decade but in 2017 both the national homicide and attempted murder rates increased. The increase in the national number of homicides was largely a result of greater number homicides in BC and Quebec. Homicides account for a small proportion of police reported violent crime in Canada but are considered benchmarks for levels of violent activity and can influence the perception of public safety within communities.

This is true for the City of Surrey as recent high-profile gang-related homicides have eroded feelings of safety among community members. Youth gangs and gang-violence are serious issues for Surrey citizens and policy makers. Surrey has local gang influences, but also is a central location within in the Lower Mainland of BC where gang activity originating in other jurisdictions can culminate. In 2017, Surrey had six homicides, 3 of which had a gang nexus.

The profile of gang activity in Surrey also correlates with the neighbourhood based vulnerability and risk factors outlined above.

- A 2015 review of gang violence showed that shooters came almost exclusively from the Newton area.

- 60% of lower mainland-focused Gang Exiting and Outreach Program participants come from Newton and Whalley/City Centre.

- 90% of gang-affiliated youth in a program for Youth Offenders are from Newton, with 10% from Guildford.

Data also suggest that the gang landscape in B.C., and Surrey, is very different from other regions in Canada and around the world. Findings include:

- BC.'s gang landscape is always changing and seems to be unlike other areas experiencing gang violence.

- Some evidence suggests that B.C. gang members come from many different social, economic and ethnic backgrounds.

- Youth in B.C. gangs appear to come from a mix of affluent, middle-class, and low-income homes. This is unlike gangs in other areas, such as the United States or other parts of Canada.

- B.C. gangs are profit-driven, mobile and take advantage of opportunities in local neighbourhoods to make money.

- Gangs operate like a business and focus on a many illegal activities such as drug trafficking, firearm sales and prostitution.

- An initial review suggests that gang members exhibit criminal and anti-social behaviours at young ages.

- The Surrey RCMP reports that the average age of gang members involved in 2014–2016 gang conflict was 23 and the average age of their first criminal offense was 16 and average age of first school suspension was 13.

Explanations of risk factors related to participation in gang activity can be categorized into "push versus pull" dimensions. Push factors are examined to predict gang involvement using measures such as socio-economic status, level of education, attachment to community and other proxies that may deem an individual vulnerable (teen pregnancy, criminal record etc.). Pull factors are also important when characterizing gang youth because they deal with elements of gang life that are attractive to youth such as wealth, protection and status. Surrey's youth gang and violence problem is complex, reaching youth who come from diverse social, economic and ethnic backgrounds. This unique profile indicates that youth gang membership in Surrey is influenced by both push and pull factors.

Some characteristics of BC gangs, suggest that operational structures are non-traditional such as, higher level of criminal organization, the lack of division along ethnic or cultural lines, and geographical territory. Similar to a traditional gang structure, BC gangs are heavily involved in drug trade with a clear objective for increased profit and accrual of wealth. Access to wealth is a strong pull factor for vulnerable youth at risk for gang recruitment. New members of Lower Mainland gangs seem to be predominantly from middle-class families and are attracted to the perceived benefits of a more sophisticated and glamorous lifestyle.

One pull factor for some immigrant youth is the "family" type attachment a gang can provide. This feeling of family can replace poor attachments with parents due to interpersonal or cultural conflicts experienced at home. For South Asian immigrant youth particularly, the strong contrast between home and experienced cultures increase divisions in families, leaving isolated youth to seek attachment elsewhere. These factors combined with the typical need for new immigrant parents to work long hours outside the home provides a context where unsupervised youth are particularly vulnerable to recruitment into gangs. Protection is another "pull" factor that is attractive to youth who have concerns about their personal safety and security. Individuals who experience victimization from bullying for example may be attracted to gangs for both protection and the source of empathy, emotional support and belonging offered. If young people perceive hopelessness or helplessness about their lives, the gang lifestyle and group cohesiveness may serve to proxy security and a better alternative than being alone.

Collaboration and Research to Build the Model

The SAFE program model was built out of the findings of the Task Force on Gang Violence Prevention. The Task Force included 22 members, including the Mayor, City Councillors, citizens (including youth representatives), professional association leaders, business, the RCMP, social agency leaders, and city department directors. The Task Force engaged in a thorough assessment of the issue, the scope of existing services and approaches, a gap analysis and a series of action steps. The Task Force was aligned with the Province's Illegal Firearms Task Force.

To develop this new gang prevention model, the City brought together key service providers who contributed the data that underpins the problem statement and delineation of needs and risk factors. The process of building the model involved roundtable meetings with all partner organizations to solicit input, get feedback, and break down information silos. Partners shared data related to youth crime, vulnerable populations, school engagement, and gang exiting among other insights that contributed to our needs assessment. Each partner then developed and submitted programs related to identified needs and desired outcomes.

To ensure fidelity of the model, the City also commissioned independent research analysis to review current and historical literature on existing programs and models for programs that address: children and youth vulnerability and risk factors and gang prevention, intervention and suppression. From this research, an analysis of validated best practice approaches was built; against which the programs within the model could be tested for fidelity in design and delivery of the intended outcomes. Summary of best practice approaches identified in the research are included in the prevention, intervention and enforcement sections below.

A Strategic and Evidence-based Approach

In October 2016 the City of Surrey launched the Public Safety Strategy. The strategy provides the organizing framework in which the SAFE program model will operate. The Public Safety Strategy is collaborative, measurable and comprehensive. Over the last 10 months the City has demonstrated that the strategy can bring together diverse partners to address Surrey's fundamental challenges. Significant progress has been made in response to the opioid crisis, homelessness, and cannabis legalization through the partnerships build in the Strategy. This approach will now be deployed to address gang violence.

Over the last 10 months the City has demonstrated that the strategy can bring together diverse partners to address Surrey's fundamental challenges.

02 | THE SAFE PROGRAM MODEL

The SAFE Program represents a new model for community wide youth violence and gang prevention. The model is built on the understanding that prevention, intervention and enforcement are all required for effective and sustainable programs, it is an evidence-based approach built on the Spergel Comprehensive Gang Prevention Model and the Multi-Systemic Approach.

The model builds on an existing strategic framework used to address other public safety challenges, address gaps, builds on effective existing programs, and adds community-wide coordination and a rigorous evaluation framework. Together the model provides a consistent and coherent approach through:

- Coordinated program delivery through the **Surrey Anti-Gang Family Empowerment (SAFE)** Centre a partnership between research, education, non-profit community organizations, Surrey RCMP, and the municipality.

- A **data supported**, **neighbourhood based** approach that targets interventions in three neighbourhoods with specific, documented areas of vulnerability.

- Interventions focused on the risk level of children and youth, including programs that focus on **children and families** in identified neighbourhoods to build on existing programs and deliver new interventions to reduce vulnerability.

- **Culturally and gender appropriate** targeted prevention and early intervention programming

- A comprehensive research and evaluation framework, including **foundational research** into risk factors and the specific characteristics of the Fraser Valley gang landscape. As well the Centre will develop and execute an **evaluation framework** for rigorous assessment of program impact.

The programs included are examples of existing and new programs that will be coordinated through the Centre. Final selection of programs will be based on data demonstrating alignment of program outcomes to specific community needs.

The model sits within the existing framework of the City's Public Safety Strategy launched in 2016. The vision of the strategy is a community where everyone is safe an engaged. The strategy groups initiatives under four priorities; preventing and reducing crime; ensuring safe places; building community capacity; and supporting vulnerable people. At the heart of the model is collaborative delivery of services through a SAFE Centre to be located in the KPU campus in North Surrey. The SAFE Centre will be a space to co-locate services and deliver new initiatives such as the Children and Youth At-Risk Table (CHART).

Three program pillars of prevention, intervention and enforcement together make up the core elements of the model. There are 6 new and four existing prevention programs, 9 new and two existing intervention programs and 2 existing enforcement programs in the model. More detail on the new and existing programs is outlined below.

Underpinning the model is foundational research to better understand the gang landscape in BC and building an evaluation framework and assessment tools specific to the needs of the programs. Research and evaluation is embedded throughout the project life cycle from program design to post-hoc analysis. Demonstrating the effectiveness of individual programs and the model through consistent and robust evaluation is a critical success factor and programs must be based on research to create effective problem statements and logic models.

Together, the programs in the SAFE Centre and program model will:

• enhance coordination among stakeholders

• target at-risk children and youth and their families

• deliver evaluative, outcome-based programming that is culturally and gender-specific, and

• prioritize neighbourhood and cultural context in program delivery.

The SAFE Centre is one of the new elements that drives the model. It will be a place for partnership, implementation and evaluation. The Centre coordinates delivery and ensures performance accountability of all programs and contributes to education and research through collaborations with post-secondary organizations. The Centre will be the location for the Children and Youth At Risk Table (CHART), and will host collaborative learning across organizations to enhance knowledge transfer and training for program staff on evaluation models and performance measurement.

SAMPLE CASE PROFILE: JAS

Jas is an 11 year old South Asian boy from Newton. He grew up in Newton and is a second generation Canadian. Both of Jas's parents both work full time to support their family and he is often home alone after school as his parents work till after 6pm, 6 days a week. Most days he watches MMA on TV till his parents get home. Gurpreet, Jas's older brother was recently given a custodial sentence for possession of an illegal firearm and his family have suspected for some time he is a member of a local gang selling drugs in the neighbourhood. Gurinder, Jas's mum reached out to CFSEU's Gang Exiting project because she is worried Jas will be lured into the gang and they have referred Jas to the CHART table.

Following review by the CHART team Jas is referred for follow up by the PICS Intercultural Family Intervention program. A South Asian counsellor/social worker has a home visit with the family to discuss options and Jas agrees to attend MYzone sessions after school and to join the Yo Bro | Yo Girl program where he can develop his interest in mixed martial arts.

The model groups programs into three pillars prevention, intervention and enforcement. The following section outlines in more detail the nature of the programs.

Pillar 1 - Prevention

Independent review of evaluations of gang prevention programs in the literature revealed that there are several factors which can positively impact the effectiveness of programs. Strong prevention programs promote positive social connections to families and friends while building attachment to schools and communities. Successful programs also show high levels of participant retention for the duration of the program. Programs demonstrating high fidelity also involved participation of police officers as part of the program (e.g., Gang Resistance Education and Training (GREAT) Program). Table 1 below shows these factors and their connections to the proposed prevention programs, and more detail is provided in Appendix II.

Table 1. Prevention Programs – Best Practice Approaches

BEST PRACTICE FACTORS DEMONSTRATED IN THE LITERATURE	INTERVENTION PROGRAM				
	AFTER SCHOOL FOR ALL	TARGETED OUT OF SCHOOL PROGRAMS	CULTURAL COMMUNITY ENGAGEMENT	STRENGTH BASED GANG PREVENTION	RCMP COMMUNITY OUTREACH
RCMP Involved		✓			✓
Mechanism for participant retention	✓	✓	✓	✓	✓
Promoted pro-social connections	✓	✓	✓	✓	✓
Promote positive attachment to community and schools	✓	✓	✓	✓	✓

There are 6 new prevention programs proposed under the model and **four existing** programs which would be enhanced. These programs provide some targeting to specific demographic factors but also include programs that would be delivered to all children, youth and families in the target neighbourhoods where the need is greatest. A brief description of the programs is included below.

- **AFTER SCHOOL FOR ALL DROP IN PROGRAM** – this program provides children 6-12 years old with universal low-cost afterschool drop in access to any City of Surrey recreation centre from September to June. Children using this service pay 25% of the regular fee for drop-in admission.

- **CULTURAL COMMUNITY ENGAGEMENT** – This initiative focuses on connecting with marginalized immigrant and refugee children, youth and families in the Newton area to build anti-gang messages into cultural events. The program also promotes the benefits of community engagement and healthy child and youth development through culturally appropriate outreach in the community.

- **MYZONE CRITICAL HOURS PROGRAMMING** – this is a recreation program for middle years children (8-12 years old) offered during the critical after school hours. The program promotes social, emotional, academic and physical health. Children participate in recreational activities, receive homework support, develop life skills and build positive relationships with peers and staff.

- **LOOKING TO LEAD: REFUGEE PROGRAM** – this program was developed by a refugee in Surrey to give back to children and youth settling in the area and create pro-social engagement opportunities that are culturally adapted to the needs of the population. Delivered in the target neighbourhoods this program seeks to provide life skills, recreation activities and peer relationship development for immigrant and refugee children outside of school hours.

- **MOBILE ART PROGRAM** – this program focuses on building skills and creativity through pop up art events in the target neighbourhoods under the model. Community art is able to transform environments into safe spaces for people to connect. Once youth participate in the mobile art projects, they are linked to free skill based, leadership development projects including working with professional arts and developing art projects and events. This program targets a core population of youth not attracted to traditional physical activity programs or academic pursuits.

- **GIRLS GOT GAME** – Building resilience among immigrant and refugee girls aged 9-13 years old is the focus of this program. It is an afterschool program that strengthens connections with other girls and the community. It provides positive recreation activities, group workshops and builds physical literacy and confidence in young girls improving their protective factors.

- **STRENGTH BASED GANG PREVENTION PROGRAM** – Based on significant research at Kwantlen Polytechnic University into the protective factors that create barriers to recruitment into the gang lifestyle, this program will be delivered within the South Asian community in Surrey to support youth and families. An 8 week syllabus for program leaders in the community will help to integrate strength-based approaches into existing programs.

- **COMMUNITY SAFETY YOUTH MENTORSHIP PROGRAM** – This program encourages youth to take a proactive approach to community safety. It provides peer support, guidance and mentorship to build life skills. Mentees participate in community safety programs (e.g., Lock out Auto Crime, Speed Watch) over 12 weeks to build skills. Youth are mentored by peers and adults in the program.

- **MEDIUM/HIGH RISK YOUTH OUTREACH AND ACTIVITY PROGRAM** - this program connects youth with education and recreational activities that focus on improving school and community engagement, social interactions and improve individual confidence an autonomy. The Yo Bro | Yo Girl Initiative works with elementary and high school aged children after school to build relationship skills, and improve physical literacy through recreation programs. The program has demonstrated value in diverting young people away from the gang lifestyle and other precursors to criminal activity.

- **JUNIOR CIVIC AMBASSADOR PROGRAM** – this program is delivered after school hours and involves children 5-12 years old participating in groups to build leadership, life skills, performing arts skills, and activities that build civic responsibility. The program involves youth in workshops, tours and activities (e.g., street garbage clean ups) that focus on civic pride and participation.

There are 6 new programs proposed under the model and four existing programs which would be enhanced.

SAMPLE CASE PROFILE: MARY-ANN

Mary-Ann was born on the traditional band territory of the Lheidli T'enneh from the Prince George area but her family moved to Surrey's city centre for her mum's job. Mary-Ann is 12 years old and has had a hard time settling into her new school and feels like she can't talk to her mum and dad about the bullying she is dealing with in her new community. Her teacher has noticed that she is withdrawing even more than usual in class, and is now skipping class on a regular basis and she has seen her get picked up outside school by an older boy that she suspects is a drug dealer. She has talked to Mary-Ann about the programs available in the school but isn't sure she's getting through to Mary-Ann. One day Mary-Ann comes to school with bruises all over her arms and her teacher makes a referral to CHART as she is worried Mary-Ann is being abused by the older boy.

The CHART team assesses the risk factors in Mary-Ann's case and makes a referral for follow up by the Female Youth Gang Intervention outreach worker. The program supports Mary-Ann to exit her abusive relationship and to build positive supports and life skills.

Those that demonstrated the most effective outcomes were able to engage challenging participants and retain their participation in the program.

Pillar 2 - Intervention

Review of best practices for intervention programs show that there are some key approaches that improve program fidelity and lead to higher levels of success. Interventions typically have high attrition rates when dealing with challenging participants. Those that demonstrated the most effective outcomes were able to engage challenging participants and retain their participation in the program. Collaborative programs that coordinated services demonstrated more longevity and are more cost effective per participant. Multi-systemic therapy (MST) has shown positive outcomes for gang related youth. In this context MST interventions were successful when led by a therapist that connects youth and their families to other resources and supports in the community based on their needs. Use of validated screening tools for participant intake also correlates with program success for interventions. Table 2 outlines some of the key best practices implemented in these programs and more detail is provided in Appendix II.

Table 2. Intervention Programs- Best Practice Approaches

BEST PRACTICE FACTORS DEMONSTRATED IN THE LITERATURE	INTERVENTION PROGRAM										
	SAFE CENTRE	CHART	S.A. FAMILY STRENGTHENING TEAM	CLINICAL COUNSELLING	RCMP OUTREACH	HIGH RISK YOUTH JUSTICE PROGRAM	PEER LEADERSHIP	YOUTH HUB AND SOCIAL ENTERPRISE	FEMALE GANG EXITING	INTERCULTURAL FAMILY INTERVENTION	CLINICAL PROGRAM AND CAREGIVER EDUCATION
Ability to engage challenging participants	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Mechanism for participant retention	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Multi-systemic therapy	✓		✓	✓					✓	✓	✓
Validating Screening Tool		✓		✓							✓

There are **9 new and two existing interventions** included in the model. These programs have received approval in principle for Public Safety Canada support over five years. Three are case management interventions (SAFE Centre, and Children and Youth At Risk Table (CHART), RCMP Youth and Parent Outreach team); one is a gender based intervention (Female Youth Gang Intervention and Supports); one is a culturally adapted intervention (South Asian Family Strengthening Team); two are counselling interventions (SFU Clinical Counselling and DIVERSEcity Clinical Counselling programs); two are family supports interventions (Intercultural Family intervention, Clinical Program/Caregiver Education); and three are interventions that improve life management, life skills and decision-making skills.

SAMPLE CASE PROFILE : AZIZ

Aziz came to live in Guildford last year after his family were relocated as government assisted refugees from their home in Syria. He is 15 years old and often translates for his parents as they have limited English. He has found it difficult to settle into his new school and make friends so he often skips out to hang out by himself at the mall. Aziz was referred to the CHART table after he came to the attention of the RCMP for shoplifting some sneakers at Guildford mall.

CHART reviews Aziz's case and determines that intervention is needed to provide positive social connections for Aziz. They refer him to the Youth Hub Social Enterprise program where he can meet new immigrant and refugee boys like him and work together on cooperative enterprise making t-shirts using their own designs.

A brief project description is provided for each of the 11 initiatives of the intervention aspect of the model.

- **CHILDREN AND YOUTH AT RISK TABLE (CHART)** – CHART is an enhanced situation table that brings partners together weekly to filter and case manage at-risk children and youth to ensure interventions are coordinated for maximum impact. All project partners are represented at CHART. All partner agency staff will be aware of the referral criteria and will be able to make referrals. CHART partners will develop monitored, long term individual interventions that address the cultural context and risk level of each referred individual, and will develop support plans to be monitored and altered as needed. CHART replicates the Surrey Mobilization and Resilience Table, a multi-disciplinary team that reviews cases of elevated risk of harm, victimization or criminality for adults, and mobilizes a rapid, coordinated inter-agency response. CHART will ensure interventions are tailored to culture and gender, with particular attention given to addressing Indigenous needs as required.

- **FEMALE YOUTH GANG INTERVENTION AND SUPPORTS** – This project will add a specialized female gang intervention worker to an existing youth sexual exploitation program that focuses on young girls, ages 12-19, who are currently involved in the sex trade, and gangs or who are at risk of gang involvement. The target population has a high correlation with histories of victimization and sexual and family violence, exacerbating vulnerability. Current stats show a high number of participants are of Indigenous descent. The program will continue to ensure this population remains a priority for service delivery. The current project primarily focuses on the Whalley/City Centre, Newton and Guildford neighbourhoods but is open to referrals from any part of the city. The program provides access to social workers and referral supports that will a) help young women exit from unhealthy sexually exploitative relationships, and b) provide prevention and education supports. The program has assisted over 1,000 young women to successfully build positive pathways away from gangs and negative risk factors.

- **SOUTH ASIAN FAMILY STRENGTHENING TEAM** – This program provides social workers from immigrant backgrounds to support parents of at-risk and gang involved youth in the Newton area, with a focus on immigrant and refugee families. Emphasis is on immigrant (especially South Asian) fathers, with the goals of promoting strategies and skills that strengthen relationships and promoting positive cultural attachment for individuals who may otherwise be attracted to the gang lifestyle.

- **RCMP YOUTH AND PARENT OUTREACH TEAM** – This program intervenes with youth, aged 9-13, exhibiting early risk factors for crime and gang involvement, and includes outreach to the youths' families. The Team will include specialist youth outreach workers. This program will make Indigenous at-risk youth a priority, and will include at least one Indigenous outreach specialist worker. Youth will be assessed for risk in one or more of these categories: individual, peer, family, school and community. The program will receive referrals from CHART, the Surrey RCMP Youth Unit, and other service providers. Services will be delivered year-round, including school holidays and out-of-school time, and will include home visits with families of those referred, specific case management plans and links to prosocial exercise and training programs. The Team will also be able to make cross-referrals to other existing services delivered by RCMP and CHART partners.

- **SFU CLINICAL COUNSELLING FOR AT RISK CULTURAL POPULATIONS & DIVERSECITY CLINICAL COUNSELLING** – Together these programs provide multi-systemic therapeutic clinical counselling services for immigrant and refugee children, youth and families (with a focus on those from South Asian and Arabic countries). Services are based on referral for children, youth and families with gang involvement or high risk factors for later gang involvement. Services include risk assessment, case management, and consultation services to individual children, youth and families. The programs will be delivered in partnership with DIVERSEcity and Simon Fraser University Counselling Services to ensure coordinated delivery using best practice counselling models for children, youth and families.

- **INTERCULTURAL FAMILY INTERVENTION** – This program focuses on children, youth and families, primarily in Newton and with immigrant/refugee backgrounds. It provides outreach workers who receive referrals and proactively undertake outreach to children, youth and families with high risk factors for gang involvement. The program focuses on home visits and out-of-school/business hours connections with families to undertake needs assessment as well as provide and follow up on referrals to existing programs and services.

- **CLINICAL PROGRAM/CAREGIVER EDUCATION** – This program provides parents and care givers with bi-weekly workshops and supports using attachment theory to build healthy family relationships for at-risk children and youth with identified gang involvement or precursors to gang affiliation. It is supported by a referral program to individual clinical counselling as appropriate. The target population is parents and caregivers of children and youth already participating in intervention programs.

- **HIGH RISK YOUTH JUSTICE PROGRAM** – This enhanced program brings together community service agencies, probation services and other agencies to support the delivery of life skills training and support to children and youth, in and out of school time (including evenings). Services include mentorship, education programs and monitoring services for youth on probation or required to deliver community service hours. Workers provide one-on-one support connecting referred individuals to services such as prosocial activities, health supports and education. The program also provides referrals for high risk children and youth to other services (e.g., crisis line, housing, life skills and employment programs) and funding will enable the addition of new youth outreach workers. It focuses on children and youth in Newton with gang affiliation or a family history of gang involvement. The program also supports parents, with services in Punjabi and other languages as required.

- **PEER LEADERSHIP PROGRAM** – This new program provides leadership opportunities for alumni of at-risk youth programs to mentor and build life skills for middle years youth in target communities with defined vulnerabilities. The program supports and encourages participants to undertake recreation activities and creative arts (e.g., cooking, art), and assists in building positive life skills, peer relationships and healthy associations.

- **YOUTH HUB AND SOCIAL ENTERPRISE** – This enhanced program focuses on immigrant and refugee children and youth and provides access for at-risk individuals to worker-owned cooperative social enterprise. This builds life and employment skills for the target population. Mentoring is also provided. The program focuses on gang involved or at-risk children and youth in Newton and Guildford, and includes access to a youth hub for peer relationship development and support.

SPOTLIGHT
Innovation in Integrated & Collaborative Delivery: CHART

The model involves a major innovation: the Children and Youth At Risk Table (CHART). This project builds on and enhances the Situation Table Model to ensure an integrated and collaborative approach to delivery. CHART will meet weekly at the new SAFE Centre, and will provide a mechanism for partners to work together to support children, youth and families by identifying, assessing, developing case plans, and referrals that meet their needs. With many new, enhanced, and existing programs available to CHART through the gang prevention programs in the model, interventions will be tailored to a referred individual's risk level, gender, culture, neighbourhood context, and family need. These programs include existing options for Indigenous and immigrant populations. CHART will then coordinate access to the referred programs and monitor progress against the case plans to maximise the potential success for the clients.

Pillar 3 - Enforcement

Enforcement is most effective when delivered in conjunction with prevention and intervention approaches. The SAFE model envisions an expanded role for existing programs managed by Combined Special Forces Enforcement Unit (CFSEU-BC) and the Surrey RCMP's Gang Enforcement Team (SGET). The SAFE model also recognises the change in focus in Surrey to a local urban municipal polices service that was unanimously endorsed by Council at their Inaugural meeting on November 5, 2018. The establishment of a new municipal police service responsive to local conditions and with a primary focus on reducing gang violence in the city will be a major advancement in support of the SAFE program model.

A review of evaluation data indicates that programs were successful when specific types of crime in specific vulnerable neighborhoods were targeted. Focused enforcement that takes account of specific local conditions is important in this context. Gang violence suppression also showed positive results when truancy and curfews were actively enforced. Some enforcement programs may displace crime to other neighborhoods. For example: Gang injunctions or civil lawsuits against gags have been successful in California by reducing violent crime is some neighborhoods, but it isn't clear from evaluations that crime was not simply displaced to surrounding areas. By taking account of contextual factors in specific neighbourhoods, program effectiveness can be improved and displacement can be mitigated. Table 3 below outlines some key elements of best practice present in the programs in the enforcement pillar of the model, and more detail is provided in Appendix II.

Enforcement is most effective when delivered in conjunction with prevention and intervention approaches

Table 3. Enforcement Programs – Best Practice Approaches

BEST PRACTICE FACTORS DEMONSTRATED IN THE LITERATURE	ACTIONABLE PROGRAM	
	CFSEU	SGET
Programs include an element of RCMP accountability for youth (e.g. truancy/curfew enforcement)	✓	✓
Specific risk factors targeted by program	✓	✓
Specific neighborhoods targeted by program	✓	✓
Coordination with other agencies to ensure that criminal displacement is recognised and counteracted	✓	✓

There are two existing enforcement programs that would be enhanced through inclusion in the model. As the new municipal police service is established, programs would be transitioned from SGET to the new service and new programs would be developed in the new urban policing context under the supervision of a local Police Board.

- **COMBINED SPECIAL FORCES ENFORCEMENT UNIT** – BC (CFSEU-BC) Gang Intervention and Outreach Program – Surrey has been part of a BC pilot for a new gang exiting and outreach program for adults. An interim review of the project indicates that a broader focus that includes youth and expands the activity to include early intervention and outreach to youth and families would be highly effective. Under the model this project would be integrated with other intervention and enforcement projects to ensure continuity and more effective engagement with youth under 18 years old.

- **SURREY GANG ENFORCEMENT TEAM** – Increasing the scope and resources for the Surrey Gang Enforcement Team would allow them to more effectively target efforts in the priority neighbourhoods under the model and to increase the focus on youth before they become entrenched in the gang lifestyle.

SAMPLE CASE PROFILE: TYLER

Tyler is a 16 year boy who grew up in Newton and goes to the same school his dad did when he was a boy. Both of Tyler's parents work but they often struggle to make ends meet and Tyler hates how it feels when he can't afford to go out with his friends and buy the latest stuff. Last year, Tyler met Riley - a 19 year old who used to go to his school - and Riley hooked him up so he can sell weed and the occasional pills to his friends to make his own money. He enjoys having the money but Riley is pressuring him to start selling outside the school and to start carrying a gun. One of Tyler's teachers has noticed that he suddenly seems to have expensive headphones, and the latest cellphone, and suspects he might be stealing or selling drugs to finance his lifestyle. She has tried talking to him but now he avoids her and won't answer her question, so she refers Tyler to the CHART table for assessment.

After reviewing Tyler's case, the CFSEU-BC Gang Existing and Outreach team connects with him to discuss the dangers of the path he is on and strategies to exit his nascent gang career selling drugs.

Evaluation and Research – Proving it Works and Disseminating Knowledge

A New Framework for Evaluation

The City of Surrey has a commitment to evaluation, and works with partner organizations under the Public Safety Strategy to ensure robust evaluation frameworks are in place or are supported through third party review. Examples include the recent development of an evaluation framework for the Gang Exiting and Outreach pilot project (expansion of which is included in the model). The City has also implemented evaluations of existing programs to inform program design and delivery. For example, Simon Fraser University (SFU) has completed an evaluation of the Surrey Mobilization and Resiliency Table (SMART) on behalf of the City and its partners.

The City strives to incorporate evaluation approaches using proven, valid and reliable measurement tools or by developing new assessment and evaluation tools at the outset of a new project. We ensure program design is conducive to evaluation, and that the mechanisms to collect, track, and analyze high quality and consistent data exist to support the evaluation model. This has been the process for all thirty of the existing initiatives under the Public Safety Strategy.

Under its Performance Measurement Framework, the City currently gathers over 80 performance measures, including those for the 30 initiatives and programs under the Public Safety Strategy. The Framework will form the basis of performance measure development for the new SAFE program model. Examples of data currently being collected include:

- Output data: number of program participants, cost per participant, percentage reach of target population, etc.

- Short and intermediate outcome data: completion rates, reduction in risk factors and increase in protective factors (using established assessment tools), increase in well-being and community belonging (using third party survey data)

- Long term outcome data: percentage reduction in negative police contact by program participants, recidivism rates, longitudinal data on participant performance after exiting the program (e.g., maintaining employment, high school and post-secondary completion etc.)

The partners in the model also gather specific program-level data relating to outputs and short and intermediate term outcomes.

Two central themes guide the conceptualization of a comprehensive evaluation framework. First, the use of evidence to inform and change practice is a critical component of sustainable community change. The City has developed a Performance Measurement Framework Guidebook and Measure Dictionary to support its commitment to performance measurement, and this will serve as an excellent foundation in practices, attitudes and tools. Second, the effective use of impact data is possible only when evaluation is integrated with intervention conceptualization and implementation. Much of the potential power of evidence is lost, when evaluation is only done "post-hoc" and only by an external evaluator. Bringing these two themes together requires the intentional interweaving of three processes: determining what sort of change is needed; the development of interventions that are most likely to create the desired change; and the determination of how we will know if and how much change has occurred.

A general framework for assessing the impact of discrete interventions or programs should gather data on both process and outcome factors and contextualize the findings from within the parameters of resources available. In addition to core measures of engagement in processes, it is important to also develop measures of perceived value or utility of the processes. Outcomes are the distinct results of the intervention, and are always represented as indicators of participant change. There may be specific changes in learning (new knowledge of skills) or attitudes (hope, confidence, motivation, self-efficacy, etc.) that are determinants and/or predictors of broader individual impacts (increased school attendance, better grades, articulation of positive goals/plans, etc. When individual data is aggregated, there may also be broader social impact: decreased participation in gang activity, reductions in violence and general crime rates, etc. Finally, outcome data may be compared to process data to refine, modify or improve specific aspects of the intervention, and to learn which components of the intervention had the greatest impact.

The evaluation framework will focus on four main aspects:

- Treatment fidelity;

- Participant fidelity;

- Learning and personal attribute outcomes; and

- Impact outcomes.

Using a common framework of evidence collection also provides a mechanism for aggregating data across interventions. While the processes will vary from one intervention to another, and the specific desired impacts may also vary, there is considerable opportunity to gather aggregate data on the "intervening" variables (such as hope, confidence, sense of connection to community, sense of connection to a preferred future, etc.). Furthermore, a meta-framework may be developed that treats each intervention as a component of a comprehensive "intervention", and links can be made to the broader social impact goals.

When engaging in broad-based community interventions, it is not always possible to predict exactly what the outcomes will be, and so classic experimental research designs that utilize pre- and post-test data are not always appropriate. Similarly, classic experimental design relies on comparison of treatment to control groups; in community-based projects, it may not be feasible (or ethical) to withhold a service or intervention so that true treatment effects can be determined. A developmental approach that attempts to synthesize direct effects with indirect (unplanned) effects can provide a powerful indicator of overall impact.

Outcomes are the distinct results of the intervention, and are always represented as indicators of participant change.

Research to Inform Policy and Practice

This model will place research in the hands of policymakers, practitioners, and stakeholders to make more informed, evidence-based decisions, concerning responses to individuals that are deeply embedded in gang activity. Research will also be used to develop evidence-based strategies for how to prevent and intervene with individuals that are on a trajectory towards gang involvement. Research in the model will focus on disrupting correctional and community pathways to gang involvement and serious violence. Through these two pathways, the project represents a multi-faceted approach to prevention, intervention, and enforcement strategies. Preliminary approval in principle has been received from Public Safety Canada to support the Alternative Pathways research in 2018/19.

The correctional pathway utilizes innovative advances in network science to map the criminal networks of serious gang members in Surrey. The qualities of these networks (e.g., how many criminals an individual is connected to, whether they are connected to other deeply-embedded gang members, whether they have conflict with other offenders) will be used to help understand which individuals are at risk of becoming a perpetrator or victim of serious violence. This facet is about moving beyond the schoolyard to understanding the development of serious and violent offending. This facet will extend existing research on the Incarcerated Serious and Violent Young Offender Study (ISVYOS) to better understand individuals at the "deep end" at the justice system. The activities associated with the correctional pathway facet are not currently funded by any other agency. The correctional pathway facet will move beyond case-studies and instead provide a model for how law enforcement agencies can utilize their official data sources to code ISVYOS participant criminal network ties to identify high priority targets. This model will be developed by using social network analysis (SNA) to assess whether the criminal networks of adolescent offender predicts which individuals are most deeply embedded within gangs and most likely to continue to perpetrate violence in adulthood. The correctional pathway will illustrate how existing data infrastructure at the correctional-level can be used to identify which individuals are likely to become perpetrators or victims of serious violence.

The community pathway facet is motivated by developmental and life course research indicating that the most serious and violent youth are characterized by a wide range of risk factors that emerged during childhood. Too often, prevention strategies emerge well-after an individual's risk; policies and practices focus on adolescence and ignore important factors at earlier stages of the life course that placed an individual along a high-risk trajectory to gang involvement. For prevention and intervention strategies to be successful in improving the behavioral and health outcomes of children that are at-risk for gang involvement and violence, a more comprehensive, multi-resource strategy is required. The Cracow Instrument (CI) has been validated by studies in Vancouver and Germany. The instrument is designed to guide service delivery for (a) children that are at-risk of becoming involved in serious and violent offending in adolescence and (b) adolescents that are already involved in this pattern of behavior. Such individuals are identified by the CI's specification of age-specific risk and protective factors at the individual, family, school/peer, and neighbourhood level. The CI helps match the specific risk and protective factor profile of the individual to the type of multi-resource prevention/intervention strategy that is best-suited for addressing the specific needs of this individual. This facet will evaluate whether existing data infrastructure available to practitioners working with children and youth that are at risk of gang involvement and violence can help inform practitioners about the services that are best suited for addressing their risk profile and altering their pathway to gang involvement and violence.

Integrated and Collaborative Delivery

The model is also innovative in terms of how it addresses program coordination and access barriers. The model relies on an integrated and collaborative relationship between partners, many of whom will be co-located at the SAFE Centre. All partners will sit on the Children and Youth At Risk Table (CHART), which will be the primary point of coordination for the programs delivered to support the target population. Table 4 lists the proposed partners and the programs they will lead. As well, the model will be supported by a range of social service organizations and government agencies that will collaborate provide information and advice and support promotion and awareness of the programs. Through CHART the progress and coordinated delivery of the interventions will be monitored and specialist staff will support partner organizations to build integrated delivery and case management skills.

Table 4. Delivery Partners

PARTNER ORGANISATION	PROGRAM NAME	PROGRAM TYPE
City of Surrey (COS)	Afterschool for All – Drop in Program	Prevention
	Cultural Community Engagement	Prevention
	MYzone Critical Hours Program	Prevention
	Looking to Lead: Refugee Program	Prevention
	Mobile Art Program	Prevention
	SAFE Centre	Intervention
	Children and Youth At Risk Table (CHART)	Intervention
Combined Forces Special Enforcement Unit (CFSEU-BC)	End Gang Life Project	Prevention
	Gang Intervention and Exiting Program	Intervention/Enforcement
DIVERSEcity Community Resources Society	DIVERSEcity Clinical Counseling Program	Intervention
Fraser Region Aboriginal Friendship Centre Association (FRAFCA)	Will share experience and advice as support PRCS Female Youth Gang Intervention Supports	Prevention, Intervention
Kwantlen Polytechnic University (KPU)	Strength Based Gang Prevention Program	Prevention
	SAFE Centre (co-location)	All
Ministry of Child & Family Development (MCFD)	Youth Probation Services	Prevention, Intervention
Options Community Services Society	Junior Civic Ambassador Program	Prevention
	High Risk Youth Justice Program (with support from PCRS)	Intervention
	South Asian Family Strengthening Team	Intervention
Pacific Community Resources Society (PCRS)	High Risk Youth Justice Program (with support from OPTIONS)	Intervention
	Female Youth Gang Intervention and Support Program (with support from FRAFCA)	Intervention
Progressive Intercultural Services Society (PICS)	Intercultural Family Intervention Program	Intervention

Table 4. Delivery Partners (continued)

PARTNER ORGANISATION	PROGRAM NAME	PROGRAM TYPE
Simon Fraser University (SFU)	Clinical Counseling Program	Intervention
	Alternative Pathways	Research
	Evaluation Framework	All
Solid State Industries (SSI)	Youth Hub and Social Enterprise Program	Intervention
Surrey Crime Prevention Society (SCPS)	Community Safety Youth Mentorship Program	Prevention
Surrey RCMP	RCMP Youth and Parent Outreach Unit	Intervention
	Surrey Gang Enforcement Team	Enforcement
Surrey Schools District 36 – Safe Schools Dept. (SD36)	Clinical Program/Caregiver Education Program	Intervention
	Peer Leadership Program	Intervention
Yo Bro | Yo Girl Youth Initiative	Medium to High Risk Youth Outreach and Activity Program	Prevention

THE SAFE PROGRAM MODEL

03 BUDGET

A preliminary costing and budget outline has been developed to support the case for the gang prevention and SAFE program model. Table 5 below outlines the estimated annual Summary Budget for the components of the model. Specific program annual budget estimates are included in Appendix 1. It is estimated that a total contribution of $8.5 Million per annum is required to support the model over and above an estimated in-kind and direct contribution by the partners of $3,158,418 per annum. Over five years this equates to a full program of **$42,579,060**.

Table 5. Summary Budget

CATEGORY	BUDGET TOTALS
Surrey Anti-Gang Family Empowerment (SAFE) Centre	$989,000
Prevention	$2,104,812
Intervention Programs	$1.500,000
Enforcement Programs	$2.800.000
Research and Evaluation	$1,122,000
Total Annual Budget Estimate	**$8.515.812**

04 | ANTICIPATED OUTCOMES

The project aims to achieve three main outcomes over three time horizons:

- a short term outcome (over the five years of the project) of providing approximately 5,565 at-risk children and youth (and their families) with gender, cultural, and neighbourhood-appropriate interventions and access to prosocial activities

- an intermediate term outcome of reducing the flow of high risk youth into gangs

- a long term outcome of increasing protective factors and diminishing vulnerabilities that create pathways to gang involvement and youth violence.

At each stage, we will measure progress by tracking, respectively:

- the number of at-risk children and youth participating in intervention programs after referral to the Children and Youth At Risk Table;

- the increase in participant assets and decrease in vulnerabilities using existing validated tools and assessments;

- involvement in prosocial activities and commitment to school, with a focus on neighbourhoods with many risk factors; and

- the severity and frequency of criminal involvement in individuals receiving targeted interventions.

The City and its partners are seeking support for the gang prevention program and SAFE program model because we believe that it will achieve the following.

1. **Apply the City's successful approach regarding complex social challenges to youth violence and gangs** - Surrey's Public Safety Strategy has successfully brought diverse partners together to achieve significant measurable progress against seemingly intractable challenges like the opioid crisis and homelessness. We now intend to leverage the Strategy's strengths to address gang and youth violence.

2. **Implement the recommendations from the Task Force on Gang Violence Prevention** - Surrey's gangs are non-traditional and require a unique, comprehensive solution that fills existing service gaps and relates to the culture and gender of vulnerable and at-risk children and youth, especially in neighbourhoods with numerous risk factors. This project addresses these gaps and complexities.

3. **Provide the foundation for a comprehensive program delivery and coordination-** This project will address the entire pathway to gang life and youth violence with coordinated, culturally-relevant, gender-based, and neighbourhood-focused prevention, intervention, and enforcement programming that encourages alternative prosocial life pathways.

05 PATHWAY TO IMPLEMENTATION

The City of Surrey and its partners are committed to implementation of the gang prevention programs and SAFE program model to improve outcomes related to youth violence and gang involvement. Federal and Provincial support has been actively sought and applications to existing grant funds are underway to support the "interventions" stream of the model. This will assist greatly in addressing medium to high risk youth in Surrey but will not be sufficient to address the prevention and enforcement approaches needed to achieve the anticipated outcomes from the model. The City will continue to work with all levels of government to build support for the model and demonstrate the case for a comprehensive, collaborative approach to addressing youth and gang violence prevention.

The City of Surrey and its partners are committed to implementation of the gang prevention programs and SAFE program model to improve outcomes related to youth violence and gang involvement.

06

APPENDIX I: PROGRAM BUDGET DETAIL (ANNUAL)

CATEGORY	PROGRAM	ESTIMATED BUDGET	
Surrey Anti-Gang Family Empowerment (SAFE) Centre(Staffing)			$989,000
PREVENTION	Afterschool For All Drop in Program	$205,000	
	Cultural Community Engagement	$130,000	
	MYzone Critical Hours Program	$421,500	
	Looking to Lead: Refugee Program	$400,000	
	Mobile Art Program	$146,400	
	Girls Got Game	$46,000	
	Pre-teen Drop In Program	$210,000	
	Strength Based Gang Prevention Program	$126,200	
	Community Safety Youth Mentorship Program	$30,000	
	Medium to High Risk Youth Outreach and Activity Program	$200,000	
	Junior Civic Ambassador Program	$189,712	
		Subtotal	$2,104,812

APPENDIX I: PROGRAM BUDGET DETAIL (annual)

CATEGORY	PROGRAM	ESTIMATED BUDGET	
INTERVENTION	SAFE Centre (Facility costs)	$220,000	
	Children and Youth At Risk Table (CHART)	$80,000	
	High Risk Youth Justice Program	$200,000	
	SFU Clinical Counselling Program	$100,000	
	DIVERSEcity Clinical Counselling	$200,000	
	South Asian Family Strengthening Team	$200,000	
	RCMP Youth & Parent Outreach Team	$200,000	
	Female Youth Gang Intervention and Supports	$100,000	
	Intercultural Family Intervention	$70,000	
	Youth Hub/Social Enterprise	$40,000	
	Clinical Program/Caregiver Education	$40,000	
	Peer Leadership Program	$50,000	
	Subtotal		**$1,500,000**
ENFORCEMENT	Gang Intervention and Exiting Program	$1,400,000	
	Gang Enforcement and Outreach	$1,400,000	
	Subtotal		**$2,800,000**
RESEARCH AND EVALUATION	Alternative Pathways Research Project (one time funding to March 2019)	122,000	
	Foundational Research	$500,000	
	Evaluation Framework	$500,000	
	Subtotal		**$1,122,000**
		TOTAL	**$8,515,812**

This represents an investment of **$42,579,060** over five years.

APPENDIX II: LITERATURE REVIEW

A Review of Gang Prevention, Intervention, and Enforcement Programs and their Utility for Gang Violence Prevention in Surrey, British Columbia

Introduction

Over the last two decades, British Columbia has experienced a high number of gang-related shootings, many of which have resulted in fatalities (Bouchard & Hashimi, 2017; British Columbia Task Force on Illegal Firearms, 2017; Gravel, Wong, & Simpson, 2018; Jingfors, Lazzano, & McConnell, 2015). There is therefore a need for a review of "what works" in gang prevention, intervention, and enforcement/suppression and an analysis of how these programs can be adopted or adapted to more effectively prevent gangs from forming, recruiting new members, and committing crime in British Columbian communities.

Around 2% of youth across the United States (Pyrooz & Sweeten, 2015), and up to one-in-five youth living within areas where there is a preponderance of gang activity (Klein & Maxson, 2006) may follow this pathway, with the highest risk for gang recruitment appearing around 13 years old (Pyrooz & Sweeten, 2015). A comprehensive gang program must therefore focus on prevention in the early years, as well as include elements of intervention and enforcement for those who are already gang affiliated (Greene & Pranis, 2007; Peterson & Howell, 2013; Pyrooz & Sweeten, 2015).

While it is recognized that the definition of a gang varies widely in the existing research, policy, and programming, for the purposes of this report the following definition originally developed by Klein (1971), and later adopted by Klein and Maxson (2006), will be used:

"[A juvenile gang is] any denotable adolescent group of youngsters who (a) are generally perceived as a distinct aggregation by others in their neighborhood, (b) recognize themselves as a denotable group (almost invariably with a group name), and (c) have been involved in a sufficient number of illegal incidents to call forth a consistent negative response from neighbourhood residents and/or enforcement agencies." (Klein & Maxson, 2006: p. 6).

This report provides an overview of the traditional gang literature on risk factors for gang involvement before examining the available research describing the unique gang landscape in British Columbia. The report then provides an overview of "what works" in gang programming pre- and post-2012, and concludes with a summary of how Surrey, British Columbia, can use this knowledge to develop an evidence-based comprehensive anti-gang strategy.

Context of the Gang Landscape in British Columbia

Youth involved in gangs are responsible for a disproportionate amount of criminal activity (Decker, 2007; Pyrooz, Turanovic, Decker, & Wu, 2015). Gang affiliation can also reduce opportunities for more prosocial behaviours and instead further embed the youth in a criminal lifestyle (Krohn, Ward, Thornberry, Lizotte, & Chu, 2011). Similarly, some areas with a known gang presence have disproportionately high rates of violent offences, including shootings, assaults, and homicides (Robinson et al., 2009). Thus, it is essential to understand the possible pathways into gang involvement in order to develop measures to prevent and counter this trajectory.

Historical explanations for gang involvement have focused on community-level variables, such as areas of poor socioeconomic status and concentrated disadvantage (high rates of poverty and unemployment, low availability of resources), and individual-level factors, such as innate aggression and low self-control (Decker, Melde, & Pyrooz, 2013; Reddicopp, 2016). Some explanations for gang entry and exit have divided the causal factors into "push versus pull" dimensions (Roman, Decker, & Pyrooz, 2017). Push factors are those that move youth towards gang affiliation due to a perceived need, for instance, resulting from poverty or absent parents (Gebo, 2016) Pull factors are those that make gang life more appealing, such as elements relating to the perceived sophisticated lifestyle and status of being a gang member (Gebo, 2016).

Whereas push factors have received the focus of much of the academic attention on gang membership (Decker et al., 2013), pull factors may play a stronger role in the British Columbian context (McConnell, 2015). For instance, Bhatt and Tweed's (2018) research with high-risk youth revealed that these youth tended to perceive that the benefits to gang participation included access to wealth, as well as protection. In fact, there is some evidence to suggest that the landscape of gang involvement and activity in B.C. differs from gangs elsewhere.

Many Canadian gangs are similar to organized criminal groups in that they are highly organized with a clear vertical structure and are heavily engaged in the drug trade with the key goal being profit making (McConnell, 2015; Reddicopp, 2016). McConnell's (2015) research suggests that gangs in British Columbia are typically more organized than the usual "street gangs" and therefore might be considered a hybrid of a gang/organized crime group. As a result of the ultimate focus on profit making, these gangs are unlike traditional gangs as they lack division along ethnic or cultural lines, are not geographically defined, and typically do not display outward signs of belonging to a gang, such as wearing gang colours or displaying gang insignia on clothing (British Columbia Taskforce on Illegal Firearms, 2017; McConnell, 2015).

The focus on profit also introduces new motivations for gang involvement not traditionally seen in the gang literature (McConnell, 2015). Pyrooz and Sweeten (2015) concluded that although youth who live in poor socioeconomic neighbourhoods are overrepresented in gangs as compared to their proportion of the population, the majority of youth gang members come from families with incomes above the poverty level. Still, there is a large gap between the poverty line and families who might be considered middle-income or even well off. In British Columbia, McConnell's (2015) research concluded that gang members included youth from well-off families who were not pushed into gang involvement by a need for financial security. Similarly, Brar's (2017) in-depth interviews with five gang members from Abbotsford suggested that they came from families that were well off. However, an important factor identified in Brar's research was that these individuals had poor attachments to their parents, either as a result of low supervision due to both parents having to work outside the home, and/or due to interpersonal conflict within the home. This is consistent with the Abbotsford Community Services approach to gang programming, in which they recognized that risk factors for gang involvement amongst youth in general and South Asian youth in particular include conflict within the family (e.g. violence in the home, attachment issues), social maladjustment difficulties, and generational issues between immigrant parents or grandparents and their Canadian born children (National Crime Prevention Centre, 2016).

The typical gang literature, which often describes gang involvement as a result of poor socioeconomic conditions, may therefore have somewhat limited relevance to those joining gangs in the Lower Mainland of BC (McConnell, 2015). As opposed to coming from low-income and resource-limited communities, those joining gangs in the Lower Mainland appear to frequently originate from middle-class families (Bhatt & Tweed, 2018; Brar, 2017; McConnell, 2015; Sangha, 2018). Their reasons for joining a gang have more to do with the perceived benefits of the sophisticated lifestyle than they are driven by a need for protection or survival (Bhatt & Tweed, 2018; Gahunia, 2017; McConnell, 2015). The challenge this poses to Lower Mainland communities is that traditional approaches to gang prevention, intervention, and enforcement may need to be adapted to the specific underlying pathways identified in communities like Surrey.

Pre-2013 Summaries of What Works in Gang Programming

Two previous Canadian reports have reviewed the available literature on the effectiveness of gang prevention, intervention, and enforcement programs. In 2006, the National Crime Prevention Centre (NCPC) identified three model programs for reducing gang involvement and violence based on the evidence available from programming and evaluation research in the United States. The three programs were the Comprehensive Gang Model (Spergel model), Milwaukee wraparound program, and the Gang Prevention through Targeted Outreach model (Smith-Moncrieffe, 2013). NCPC then made funding available to communities across Canada who wished to develop and implement a version of one of these three programming areas. 17 projects were funded between 2007 and 2012, and in 2013, Smith-Moncrieffe (2013) summarized the results of the research on their efficacy. A number of these programs (Durham Youth Gang Strategy, Gang Prevention Strategy, Regina Anti-Gang Services, Youth Alliance Against Gang Violence, Youth At Risk Development, Youth Advocate Program, Surrey Wraparound) appeared to have had positive effects in changing awareness or attitudes towards gangs, risk and protective factors associated with gang affiliation, or gang-membership or other delinquent behaviours. Unfortunately, many of these program evaluations used weak evaluation methods. None utilized a randomized control method, and several were unable to locate or create comparison or control groups that would enable them to determine if their program had the desired effect on the target population. Others had challenges with attrition, resulting in a lack of follow up. Therefore, it is difficult to attribute many of the program outcomes directly to the program in question. A summary of these seven programs and their methodology is provided at the end of this review.

Smith-Moncrieffe's (2013) conclusion about "what works" in Canadian gang programming was that the wraparound and case management approach models (in which individualized care was offered) typically resulted in greater levels of change in behavioural outcomes. Of the seven programs summarized in her report, six were based on the wraparound approach, while two additionally included elements of multisystemic therapy.

In a separate Canadian report, Wong et al. (2012) conducted a systematic review of 38 street gang control programs with corresponding research findings published between 1980 and 2011. In contrast to the reviews summarized by Smith-Moncrieffe (2013), these programs were included in the systematic review because they met higher standards of methodological rigour.

In both this report as well as an academic publication by Gravel, Bouchard, Descormiers, Wong, and Morselli (2013), Wong and colleagues critiqued the limited extent of available evidence on "what works" in gang programming. Again, a major issue identified by these researchers were that studies examining their effectiveness tended to be weak in rigour, such as by failing to include control groups, failing to use standardized assessment tools, absence of pre-test measures or limited follow-up measures, and relying on qualitative research to draw conclusions about the general effects of the program.

Still, Wong et al. (2012) were able to include in their systematic review eight programs relating to Gang Awareness and Prevention (e.g. G.R.E.A.T.), 16 programs on Gang Activity Prevention and Suppression (e.g. Operation Ceasefire), five Comprehensive and Holistic programs (e.g. Spergel's Gang Violence Reduction), and three Justice-system based programs (e.g. Regional Psychiatric Centre programming). Not all of these studies demonstrated positive results. For instance, of the eight Gang Awareness and Prevention programs, only two studies showed positive effects relating to reductions of gang membership: the Gang Resistance Education and Training program, and the Gang Prevention through Targeted Outreach Program. The awareness, prevention, and comprehensive programming that demonstrated some positive effects are summarized below.

Although the first several studies on the Gang Resistance Education and Training Program (G.R.E.A.T.; Esbensen & Osgood, 1999; Esbensen, Osgood, Taylor, Peterson, & Freng, 2001; Palumbo & Ferguson, 1995) showed limited effects on gang membership or delinquency, the 2011 implementation of the revised G.R.E.A.T. program (Esbensen, Peterson, Taylor, Freng, Osgood, Carson, Matsuda, 2011) resulted in 54% reduction in odds of gang membership one year after program exposure as compared to the control groups (Esbensen, Peterson et al., 2011). G.R.E.A.T. is a school based universal prevention program that seeks to increase awareness about gangs and reduce the likelihood youth will join gangs in the future.

Additional goals include reducing participation in violence and delinquency, and increasing positive perceptions of police officers (Esbensen, Peterson et al., 2011). The G.R.E.A.T. curriculum is provided through trained police officers who spend 13 sessions in the classroom with middle school students (Esbensen, Matsuda, Taylor, & Peterson, 2011; Esbensen, Peterson et al., 2011). The curriculum was originally developed by law enforcement agencies in Phoenix and at the outset, was similar to the Drug Abuse and Resistance Education (D.A.R.E.) program (Esbensen, Peterson et al., 2011). In 2001, the curriculum was redesigned using evidence from other programs showing success in reducing risk for violence generally (i.e. Life Skills Training) and increasing prosocial behaviours (i.e. the Seattle Social Development Program). The revisions to the curriculum included the introduction of anger management, refusal skills, communication skills, and conflict resolution skills. A process evaluation published by Esbensen, Matsuda, Taylor, and Peterson (2011) showed high levels of program fidelity, likely due to the many hours of training officers experienced before entering the classroom and the support of the classroom teachers and school administrators for the program.

The other program with a demonstrated effect was the Boys and Girls Club Gang Prevention through Targeted Outreach, which revealed reductions in gang involvement by the post-test (Arbreton & McClanahan, 2002). This program is used for hard to reach at-risk youth, and it attempts to make connections with youth through after-school interest-based activities with Boys and Girls Club staff. The program also attempts to connect youth to programming for skill development in areas such as social skills, conflict resolution, and education. The evaluation indicated that the program participants reduced truancy from school, were less likely to start using marijuana, and increased their academic performance. Regarding gang-related outcomes, the evaluation suggested that youth delayed their onset of gang behaviour and increased the number of positive friends (Arbreton & McClanahan, 2002).

Similarly, several of the programs focused on Gang Activity Regulation (i.e. enforcement and suppression) demonstrated positive effects. The Dallas Anti-Gang Initiative resulted in reduced levels of gang-related violence for both the target and control areas (Fritsch, Caeti, & Taylor 1999). This program focused on enforcement tactics, finding that aggressive curfew and truancy enforcement were effective in reducing gang violence. Similarly, Operation Cul-de-Sac observed reductions in the numbers of homicides and aggravated assault through the reduction of opportunities to commit crime. (Lasley, 1998). Specifically, traffic barriers were introduced to neighbourhoods where drive-by shootings, gang homicides, and street assaults frequently occurred. The program had the intended effect and did not displace these activities to nearby neighbourhoods (Lasley, 1998). The Indianapolis Violence Reduction Program also resulted in reductions of gang homicides through use of a pulling levers approach that essentially targeted police enforcement on known offenders but offered them an "out" through connections to services (Corsaro & McGarrell, 2009). Similarly, Operation Ceasefire, which is discussed later in this report, reduced the number of overall homicides, gun assaults, and shots-fired (Braga, Kennedy, Waring, & Piehl 2001; Skogan, Hartnett, Bump, & Dubois, 2009). The Crisis Intervention Service Project in Chicago, which utilized surveillance and mediation interventions, demonstrated a different form of success, by contributing towards lower rates of increase in gang-related crimes, such as aggravated assault and battery, in the target areas as opposed to the control areas (Spergel, 1986).

One of the more surprising findings, according to the authors, were the limited effects found from the Spergel model (Wong et al., 2012). The Spergel model is considered a comprehensive program in that it utilizes multiple stakeholders and strategies to address gang problems in a community along a wide continuum (Wong et al., 2012). The five main strategies include community mobilization, provision of opportunities for gang-involved youth, social intervention for gang-involved youth and families, gang enforcement tactics, and organizational change and development of policies and procedures to address the gang problem (Wong et al., 2012)

According to the early evaluations, Spergel's initial Gang Violence Reduction Project in Little Village demonstrated effectiveness in reducing the number of violent arrests and contributing towards a smaller increase in gang violence than the control areas (Wong et al., 2012). These promising early results led the Office of Juvenile Justice and Delinquency Prevention (OJJDP) to adopt this program as a model for gang intervention, prevention, and enforcement and it was implemented in several other test sites across the United States. However, the systematic review by Wong et al. (2012) concluded that there were major issues with program fidelity. In other words, the Spergel Model was ineffective in some of the test sites due to a lack of consistency with the underlying intended program structure. Wong et al. (2012) concluded that the implementation varied to such an extent that some of the test communities implemented completely different programs. Thus, Wong et al. (2012) determined that "[w]ith regards to gang outcomes, none of these program evaluations produced any strong evidence that the OJJDP initiative was effective" (p. 32).

In contrast, one enforcement program with more promising effects was the Project Safe Neighbourhoods (PSN; Wong et al., 2012). This program uses a "pulling levers" strategy in which gang members are provided with a "stick and carrot" to incentivize their withdrawal from gang activities (Papachristos, Meares, & Fagan, 2007). The stick comes in the form of targeted enforcement strategies, wherein law enforcement officers bear down on known gang members. One example of this is the offender notification forums, whereby offenders on probation or parole who have a history of gun violence and gang involvement are required to attend a forum during which they are informed of the major enforcement consequences that will result should they re-engage with firearms (Papachristos et al., 2007). The carrot comes when the law enforcement officer offers an alternative response to the gang member, i.e. referral to services that can help reduce their risk factors for gang involvement. The evaluation study indicated that PSN had positive outcomes in reducing homicides, gun homicides, and gang-related assaults (e.g. aggravated assaults), though the ability to attribute these results directly to the program was somewhat limited by the quasi-experimental design.

A key finding by Wong and colleagues (2012) was that "the more specific the targeted population, the more evaluations tended to show signs of effectiveness" (p. 4). This finding is consistent with the modern shift towards evidence-based policing, where police programs and strategies are specifically developed with the particular risk, needs, and resources of a particular jurisdiction in mind (Sherman, 2013) and it speaks to the need to have a comprehensive understanding of the neighbourhood or community in question before implementing programs that speak directly to those needs and resources. In fact, one of the three recommendations made by the authors of this report was that "programs should be built on empirical research findings" (p. 4) which relates to both the need to identify "what works" in gang prevention, intervention, and enforcement as well as the need to implement programs that are built on an awareness of community-specific phenomena.

Post-2012 Reviews of What Works in Gang Programming

To be considered a "best practice", programs should be evaluated using rigorous methodologies, replicated in more than one setting, and evaluated by different evaluators (Henggeler & Schoenwald, 2011). They should also show significant effects in reducing general and specific forms of antisocial behaviours, and show sustained effects that last at least one-year post intervention (Henggeler & Schoenwald, 2011). Rigorous evaluation methodologies should ideally include the following components: a control or matched comparison group; random assignment to intervention or control group; pre- and post-tests; and use of validated assessments tools. Although not required for a best-practice determination, mixed-methods approaches that combine qualitative perceptions as well as quantitative measurements and sophisticated analyses can yield useful information on both the process and outcomes of the interventions.

Very few gang-related programs have been subjected to these rigorous assessment methods. In reviewing the available gang program research since Wong et al.'s (2012) systematic program review, only a few had evaluation results available in published peer-reviewed articles or publicly available reports. These programs are summarized below. These programs demonstrated only limited effects on the outcome variables (Densley, Adler, Zhu, & Lambine, 2016) were limited by the methodological rigour employed (McGarrell, Corsaro, Melde, Hipple, Bynum, Cobbina, 2013), and/or have only preliminary evidence available to date (Gahunia, 2017).

Given the current state of the empirical literature on gang prevention, intervention, and enforcement programs it is difficult to conclude with any degree of confidence about "best" practices in this area. Still, as reviewed in the following sections, there are a number of programs that show promise.

Universal Prevention - Gang Awareness

Universal prevention programs do not target at-risk or high-risk youth; rather, they provide programming that all children could potentially benefit from. One of the most well-known universal prevention programs for gangs is the American Gang Resistance Education And Training program.

Gang Resistance Education And Training (G.R.E.A.T.)

Despite a somewhat rocky beginning, the G.R.E.A.T. program with a revised 2.0 curriculum shows promise in reducing the likelihood that school-aged children will become affiliated or involved with gangs later in life. Research on the G.R.E.A.T. program from 2011 was reviewed earlier in this paper; however, there are more recent and more rigorous findings that further support the effectiveness of this program in reducing the likelihood of future gang membership.

In 2012, Esbensen, Peterson, Taylor, and Osgood released the results from a multi-site implementation and one-year follow-up of the G.R.E.A.T. program. Their sample consisted of approximately 4,000 students in 31 schools across seven American cities who were randomly assigned to either the intervention (G.R.E.A.T.) or control groups. One-year after program implementation, the outcome measures of gang membership, violence participation, and prosocial attitudes towards police officers were compared. The findings from this randomized control trial demonstrated that the G.R.E.A.T. had positive effects on the main outcomes of reducing the odds of gang membership by 39% one year after program exposure, and sustained effects on improving attitudes towards police officers (Esbensen et al., 2012). However, the program did not have an influence over the third outcome of reducing violent offending. Additional outcomes were observed in several other outcomes of interest, including a reduction in positive attitudes towards gangs, increased resistance to peer pressure, a greater use of refusal skills, higher rates of collective efficacy, and a greater number of prosocial peers and activities (Esbensen et al., 2012). An additional follow up conducted four years after program implementation continued to show positive effects on reduced odds of gang membership reduction (-24%) and more prosocial attitudes towards police, though again no effects were detected for reduction in violent offending (Esbensen, Osgood, Peterson, Taylor, & Carson, 2013). Still, the program results are notable, given that the effects were sustained for several years following program exposure.

Targeted Prevention/Intervention – Reducing Gang Involvement amongst At-Risk, High-Risk, or Gang-Involved Youth

Some programs have been effective at reducing delinquent behaviours among gang-involved youth, and some have reduced gang-affiliation through encouraging youth to develop more prosocial peer networks or through facilitating gang exiting.

Functional Family Therapy (FFT)

Functional Family Therapy (FFT; Alexander & Parsons, 1982) has been under evaluation for potential inclusion as an evidence-based best practice listed in the Blueprints for Healthy Youth Development (Gottfredson, Thornberry, Slothower, Devlin, Kearley, & Fader, 2018). Although more replication is needed, the preliminary results released in 2018 concluded that a gang-specific version of the program (FFT-G) was associated with fewer arrests, criminal charges, and crimes against people and property among a sample of high-risk for gang involvement youth (Gottfredson et al., 2018). Importantly, the program did not target gang membership as an outcome measure; rather, the goals were to reduce delinquency and substance use amongst a sample of court-involved youth at high-risk for gang involvement.

FFT programming involves multiple in-house in-person therapeutic sessions with youth and their caregivers. Typically between 12 and 15 sessions over a three-month period are required. FFT was previously identified as an evidence-based practice with promising effects for delinquent youth more generally (Hartnett, Carr, Hamilton, & O'Reilly, 2016; Lee, Aos, Drake, Pennucci, Miller, & Anderson, 2012) but prior to this version, had never been specifically utilized with gang-involved youth. As a result, the FFT manual and training was adapted somewhat to make it more specific to youth who are gang-involved (FFT-G; Gottfredson et al., 2018).

Although this specific program has not yet been replicated in multiple sites, the program evaluation adopted a rigorous methodology, which lends support to the credibility of the findings. Specifically, court-involved youth were randomly assigned to the FFT-G intervention program (n=66) or a treatment as usual (TAU) program (n=63), which involved probation as well as referral to a family therapy program (Gottfredson et al., 2018). The evaluators statistically assessed and then controlled for significant factors differing between these two groups at the point of group assignment, meaning that they limited the effect any group differences would have on the eventual program outcomes. The evaluation included pre-tests as well as post-tests at six months, 12 months, and 18 months post-group assignment (Gottfredson et al., 2018). Specifically, interviews were conducted at the pre-test and six-month post-test while official measures on crime and service uptake were assessed at the 12- and 18-month assessments. Youth were screened for gang-involvement according to four factors; while not needing to be involved themselves, they were determined to be high risk of they had close friends or family members who were currently or in the past part of a gang, or if they themselves had ever been in a gang, or were currently in a gang. An equal proportion (approximately 50%) of high-risk versus low-risk for gang involvement youth were included within each group.

One important lesson learned from this study was that program participation was vital. In the current study, four-fifths (80%) of the intervention group completed at least one session, and half (53%) successfully completed the program in its entirety. Attrition, or program drop-out, is always a concern for interventions of this kind, and is particularly of concern with high-risk groups such as gang-involved youth. Previous research on therapeutic interventions with gang-involved youth concluded that these youth are significantly more likely to drop out of treatment interventions than non-gang involved youth (Boxer, 2011; Boxer, Kubik, Ostermann, & Veysey, 2015). If they can be retained in treatment, positive outcomes can occur (e.g. Boxer, Docherty, Ostermann, Kubik, & Veysey, 2017). In the current study, Gottfredson et al. (2018) noted that attrition rates were similarly high in the TAU group, and therefore they concluded that in addition to demonstrating some successes as a result of program involvement, the FFT-G program was "successful at engaging even the most challenging youth and families" (p.5).

Gottfredson et al. (2018) also reported several cost calculations relating to this program. Although the FFT-G cost approximately $653,000 USD overall to implement, while the TAU group cost $569,000 USD, the FFT-G program was actually more cost effective, due to the added services that were required for TAU youth (e.g. mental health services, case management) which were not a part of the usual programming but which are already integrated into FFT-G, and due to the greater likelihood that TAU youth would require a residential placement. Thus, the cost per youth for the FFT-G program was approximately $10,197 USD as opposed to $12,368 USD for the TAU youth. Similarly, in a previous review, Lee et al. (2012) calculated that every dollar spent on FFT programming resulted in over $10 USD in cost savings. Given this, the FFT-G shows promise as a cost-effective program reducing gang-related activities among high-risk for gang involvement youth.

Multisystemic Therapy (MST)

Similar to FFT-G programming, one recent study by Boxer et al. (2017) demonstrated that multisystemic therapy (MST) can have positive outcomes for gang-involved youth. MST is a therapeutic intervention in which high-risk youth and their families are assigned a therapist who provides therapy and works to connect the youth to other resources and supports in their community depending on their unique risks needs (Henggeler, Schoenwald, Bourduin, Rowland, & Cunningham, 2009). The program is designed for use with youth who are involved in delinquent behaviours and/or who have mental health needs, as a result of which they are considered at high-risk for out-of-home placements (Henggeler et al., 2009). The program is built on the knowledge that there are multiple levels of potential causal factors for delinquency (individual, family, neighbourhood, schools, peers) and is holistic in its inclusion of all these domains.

In two previous studies (Boxer, 2011; Boxer et al., 2015) Boxer and colleagues observed that gang-involved youth were significantly more likely to drop out of an MST treatment intervention than were non-gang involved youth. They concluded that "gang involvement significantly and substantially reduces the effectiveness of MST" (Boxer et al., 2015: 26). In a 2017 publication, they assessed whether gang-involved youth who could be retained in treatment would see similar outcomes as non-gang involved youth. Their study, which used a natural design based on pre-existing groups of 409 gang-involved versus non-gang involved youth who were assigned to MST, assessed delinquent outcomes at the 12-month follow-up. Based on their previous studies, the authors anticipated that the gang-involved youth would have higher re-arrest rates than non-gang involved youth; however, their results showed similar re-arrest rates for both gang-involved (35%) and non-gang-involved (29%) youth, as well as similar time to re-arrest. In contrast to their expectations then, they concluded that if gang-involved youth can be retained in MST, they could benefit similarly from the programming as would non-gang-involved youth (Boxer et al., 2017).

Surrey WRAParound

While showing promise in reducing the delinquent activities of gang-involved youth, neither FFT-G nor MST attempted to reduce gang membership. However, there are some promising practices available in the literature to support gang exiting. In the context of gang programming, wrap programs have been introduced as secondary intervention programs, which target high-risk for gang involvement or gang affiliated youth and help them to avoid or exit gang life. They operate by devising individualized service plans that are built using the individual's specific risks and needs profile (Suter & Bruns, 2009).

The Wraparound Milwaukee program has previously shown promise in supporting delinquent youth and their families, and reducing the number of future criminal offences (National Crime Prevention Centre, 2012a), and a meta-analysis on wraparound program studies concluded that it had positive effects on the youth's living situation, mental health outcomes, overall functioning, school functioning, and juvenile justice (Suter & Bruns, 2009). Two B.C. gang prevention programs have adopted a wrap approach. Most recently, Abbotsford Community Services received funding from the National Crime Prevention Centre to develop a wrap style program, with additional elements of mentoring, for use with two groups of youth identified as at-risk for gang involvement: street entrenched, sexually exploited, or homeless youth, and South Asian youth who are at-risk or gang affiliated (Public Safety Canada, 2016). The evaluation results from this program have not yet been released. However, the other jurisdiction to have implemented Wrap programming, Surrey, has a completed evaluation, a summary of which is available to the public.

The Surrey WRAParound program was funded by the National Crime Prevention Centre's Youth Gang Prevention Fund in 2008 to counter growing rates of gang activity in the City of Surrey. The main program goals were to prevent and reduce gang involvement amongst high-risk adolescents (11 to 17 years of age) and increase positive attachments between the youth and various sources of social control (e.g. their family, schools, and community). The program targets two main groups: those who are more "traditionally" at-risk due to poor socioeconomic status, family dynamics, or substance use issues, and those who were predominately South Asian coming from middle-class homes where family members were frequently working long hours outside of the home (National Crime Prevention Centre, 2012a).

Approximately sixty youth are admitted each year. Youth are commonly referred to the program through educators, school liaison officers, or through self or community referrals. An individualized plan for each youth (and driven by the youth) is built, and their family is often considered in this plan and participates in carrying it out (National Crime Prevention Centre, 2012a). The program is staffed with seven school district staff members and two dedicated R.C.M.P. members. They hold regular team meetings together and with the youth and their family and update the case management plan to respond to the changing risks and needs of the youth.

Although the formal evaluation of the Surrey WRAParound program has not been publicly released, a summary document released by Public Safety Canada in 2012 reported some of the preliminary findings. It is important to consider that the evaluation results were obtained using a quasi-experimental design rather than a randomized control methodology. Further, the comparison sample was limited to a small sample of 20 youth drawn from the program wait list and matched against program participants on the basis of three demographic variables (age, gender, ethnicity) but not gang entrenchment or criminal history. Therefore, the preliminary findings should be treated with some caution. One strength is that the program used a validated screening tool (Youth Level of Service/Case Management Inventory) which indicated that the program was reaching its intended population of moderate to high-risk youth, approximately half of whom were already gang affiliated (National Crime Prevention Centre, 2012a). One encouraging finding about this program was the low attrition rate. Out of 132 youth accepted into the program, only seven had dropped out. Program youth experienced a reduction in negative police contacts, whereas comparison youth drawn from the program's waitlist and matched on a number of relevant characteristics experienced an increase in negative police contacts. Most of the impact appeared to occur within the first six months of the program, though it could take 12 months or longer before the youth no longer needed significant supports. Of note, the evaluation summary provided by Public Safety Canada did not reflect on the ability of the Surrey WRAParound program to successfully enable youth to exit gang life, which is one of the goals of this program.

A cost evaluation determined that the initial program funding required over $800,000 CDN to operate, and the average cost per participant approached $9,000 CDN. Similar to FFT-G programming then, this demonstrates that individualized case management can raise the cost of gang interventions. Still, given that this program is focused on high-risk youth, half of whom are already gang affiliated and likely therefore involved in crime and delinquency, the return on investment for this kind of targeted intervention could be beneficial, as they could otherwise progress to residential placements or criminal justice system involvement, the costs of which were estimated at approximately $10,000 CDN per month.

Spotlight Serious Offender Services Unit

The Spotlight program is a Canadian intensive supervision probation (ISP) program that has incorporated specific elements for youth considered high-risk for gang involvement (Weinrath, Donatelli, & Murchison, 2016). A key focus of this program is mentoring, where youth were assigned paid mentors who have experience in cognitive behavioural interventions. The youth who were referred to ISP as a consequence of their involvement in crime were assessed for gang membership before being provided with mentorship and counselling, as well as individualized programming and some family-based programming. Youth in this program were also subject to targeted surveillance checks (e.g. curfew checks).

An evaluation study published in 2016 with 57 Spotlight clients compared to 85 comparison participants reported that the Spotlight youth had significant reductions in recidivism measures as compared to a matched comparison group (Weinrath et al., 2016). Whereas nearly all the youth (90%) in the comparison group were re-convicted, and twice as likely to be convicted for severe offences, the Spotlight youth were significantly less likely to be reconvicted (65%), and less likely to be convicted for a high severity crime (17.4%). Spotlight youth also took longer to commit a new crime than did youth in the comparison group (Weinrath et al., 2016). Consequently, this program shows promise as an effective secondary intervention tool for high-risk youth already involved in criminal activity. However, replication studies are needed, and a larger sample size that allows for more fine-tuned analyses is recommended.

Gang Reduction and Youth Development (GYRD)

The Gang Reduction and Youth Development (GYRD) program is a prevention and intervention program based out of Los Angeles (Cahill et al., 2015). The prevention side of the program works with youth aged 10 to 15 years old who are considered high-risk for gang involvement, but who have not yet joined a gang. These youth are assessed by a Youth Services Eligibility Tool before being referred to the prevention services components of the program. This ensured that the right youth were being targeted by this aspect of the program (Cahill et al., 2015).

A limitation of this program was the high attrition rates. Of those youth referred to prevention programming, one out of every five declined services. Once in the program, two-thirds of the youth dropped out before program completion, although most were retained for at least the first six months. Engagement was a significant factor, as not only were there high attrition rates but the researchers also identified a dose-response relationship, in that the youth who engaged in substantially more program activities were more likely to graduate from the program (Cahill et al., 2015). Of note, those who were most likely to succeed were already considered as lower risk, which may have been one reason for their high engagement in the program's activities. Of those who completed the prevention program, there were reductions in risk factors for gang involvement, as well as behavioural reductions, with fewer violent and gang-related behaviours (Cahill et al., 2015).

The second component of this program involved a family intervention and case management approach. This arm of the program focused on youth between the ages of 14 and 25 who were already involved in gangs (Cahill et al., 2015). Again, program uptake was low for the intervention stream, with less than half of the referred youth becoming program clients and many youth dropping out before program completion. This may be due to the nature of the referrals, as youth were not self-referring to the program and therefore may not have been interested in gang exiting. Another factor was that the youth overall were assessed as having many risk factors for gang involvement, including previous criminal behaviour, substance use issues, and educational disengagement, and those who refused the program referral appeared to have a greater complex array of risk factors than those who engaged with the program (Cahill et al., 2015). Unfortunately then, the program had limited success in recruiting particular hard-to-reach populations. This may have been one reason for the limited effect of the program on crime rates. An analysis of crime trends in the city overall as well as in hot spot zones suggested that the program did not significantly effect gang related crime and violence (Cahill et al., 2015). Therefore, while this program shows some promise on the prevention side, in terms of reducing risk factors for gang involvement, it suffered from recruitment and retention issues with the gang involved population, which limited the overall effectiveness of the program.

Gang Reduction and Community Engagement (GRACE)

The Gang Reduction and Community Engagement (GRACE) program in California was recently evaluated by Bichler, Christie-Merrall, Busy, and Franquez (2016) at the Center for Criminal Justice Research at California State University. This comprehensive secondary prevention program is designed for youth aged 15 to 25 years old who live in neighbourhoods with high rates of gang activity. The program goals are to provide life skills training, facilitate personal growth, and increase the employability of youth via job training, an internship, and social outings in order to provide more prosocial pathways in life for at-risk youth (Bichler et al., 2016). Each cohort is designed to run with 15 participants over six month periods.

An evaluation that met several accepted standards for rigour, including the use of pre- and post-tests, a comparison group, and validated quantitative measures, was completed with 75 youth, which included 60 program youth and 15 comparison youth. Unfortunately, the results of the evaluation were somewhat limited by attrition rates, particularly with the comparison group, where 17 youth dropped out at the pre-test, and another 24 dropped out by the post-test, rendering it difficult for the researchers to draw meaningful comparisons. Still, the evaluation provided some summary findings that provide important lessons for secondary gang prevention programs.

The evaluation report provided the results of the program operations with 87 youth drawn from three targeted communities. Program participants were screened as at-risk for gang involvement or other serious forms of delinquency, though they could not have any police contacts, charges, or convictions for serious violent crimes. They also needed to be attending a school and considered in good standing at that school. Lastly, parental permission was required for program participation. The comparison youth were drawn from the program waitlist and were matched with program participants on neighbourhood, age group, gender, type of school, and score on the risk assessment screen (Bichler et al., 2016).

The highlighted findings include that the youth developed life skills and job skills, and developed relationships with youth from other communities, which the researchers pointed out reduced aspects of territoriality commonly associated with gangs (Bichler et al., 2016). Following program completion, one-third of the program participants had graduated (35%), were employed (30%), or were attending high-school or post-secondary school (27.5%). The qualitative responses indicated improved attitudes towards school and work and more negative attitudes towards gang life; however, the quantitative tests comparing changes between the pre- and post-tests did not reveal any statistically significant levels of change among program participants (Bichler et al., 2016).

Although the program generally recruited participants well, an identified challenge, commonly found in secondary gang prevention programming, was with retention of participants. Over the course of this relatively short program, nearly one-third (31%) of the participants dropped out, despite the fact that the program paid participants an hourly wage for all scheduled activities (Bichler et al., 2016). One significant factor that appeared to affect attrition rates was the role of the youth's family. When families were not committed to the program goals, their children were less likely to perform well and their attendance suffered. The research team also observed that the cohorts with higher rates of attrition were those that began over the summer and suggested that challenges with summer scheduling and transportation may have contributed to poor attendance in the workshops and other scheduled activities (Bichler et al., 2016). The researchers recommended that the optimal period for program delivery would be from January through to June. Another important lesson involved the data collection method around risk factors which, due to research ethics board restrictions, was limited to an online self-administration of a survey. The researchers recommended use of interviews in future research, particularly given that the overall low levels of academic achievement amongst program and comparison participants may have deterred completion of a self-administered survey (Bichler et al., 2016). A final major lesson discussed in the evaluation report was the importance of having dedicated staff who were skilled at building a trusting and respectful relationship with the program youth, as this was observed to facilitate program completion and was especially relevant in the retention of some particularly high-risk youth (Bichler et al., 2016).

Enforcement Programs and Strategies to Reduce Gang Activities

Whereas the prevention programs as discussed above may adopt more of a public health approach, enforcement programs more typically utilize criminal justice system responses to suppress gang activity (Gebo, 2016).

Specialized Gang Units

Although they generally have not been subjected to evaluation research (Ransford, Kane, Metzger, Quintana, & Slutkin, 2010), it is worth mentioning the important role that can be played in gang enforcement via specialized police gang units. Specialized law enforcement units that target gang members and associated gang-related activities have been operating in North American jurisdictions for several decades (Katz & Webb, 2006; Ransford et al., 2010), and there are several provincial or municipal specialized gang units already in operation in B.C., including the Surrey Gang Enforcement Unit (Gravel et al., 2018). Their main activities vary widely, but typically will include gathering and disseminating intelligence (e.g. through surveillance, street checks, gang database creation and management) and enforcement and suppression (e.g. directed patrols and completing investigations) (Katz & Webb, 2006). In some units, the sworn officers participate in both activities, whereas larger units may divide officers into street enforcement teams versus investigation and intelligence dissemination, with most being assigned to the enforcement side (Katz & Webb, 2006).

Enforcement activities can include gang sweeps, wherein a significant number of gang members from a single group are arrested simultaneously in an attempt to disrupt their activities and "destabilize the gang" (Tita & Papachristos, 2010: p. 32). More commonly though, gang enforcement is likely to include directed patrols, which involves using intelligence to identify and then saturate a hot spot where criminal activity is known to occur with clearly marked police vehicles in order to deter criminal activity from happening (Ransford et al., 2010; Tita & Papachristos, 2010). Directed patrol can also be combined with street checks wherein police stop individuals who are found in the area and who they have a reason to believe may be involved in criminal activity (Cohen, Plecas, McCormick, & Peters, 2014; Ransford et al., 2010).

Although some concerns have been expressed about the potential displacement of crime through these targeted approaches, there is little evidence to support that gang crime will move elsewhere, as there are typically other aspects to that location that are crime attractors which are not necessarily present in other nearby neighbourhoods (Braga & Bond, 2008; Cohen & Felson, 1979; Groff, Ratcliffe, Haberman, Sorg, Joyce, & Taylor, 2015; Guerette & Bowers, 2009; Ransford et al., 2010; Weisburd, Wyckoff, Ready, Eck, Hinkle, & Gajewski, 2006). In fact, there is a strong and continuously growing evidence base in support of the use of hot spot policing for crime reduction (Braga, 2007; Groff et al., 2015; Ratcliffe, Taniguchi, Groff, & Wood, 2011; Sherman, 1997; Sherman & Weisburd, 1995). On the other hand, the use of street checks has been hotly debated, given concerns about racial profiling (Gau & Brunson, 2010; Goldstein, 2013; Kempa, 2013; Rankin, 2012). Yet, when used correctly, they can provide valuable intelligence about criminal behaviour and gang related activities (Cohen et al., 2014).

While enforcement is traditionally the focus of gang units, intelligence gathering, management, and dissemination is a critical piece to support overall efforts to reduce gang crime (Aba-Onu, Levy-Pounds, Salmen, & Tyner, 2010; Katz & Webb, 2006; Ratcliffe & Guidetti, 2008). Gang databases are one such intelligence-based approach. They can be used to manage and disseminate intelligence about gang members, gang associates, and gang activities with other law enforcement or public safety partners (Aba-Onu et al., 2010). As an example, an earlier review of the Minnesota Criminal Gang Pointer File summarized that it contained information on nearly 2,500 people aged 14 or older who have been charged with or convicted of a serious crime and who met at least three of the State defined criteria of being identified as a gang member (Aba-Onu et al., 2010). Although there are some identified challenges with maintaining this database, such as debate over overinclusion of minorities, when to remove an individual from the list, and which public safety agencies have access to the list, it appears to facilitate information and intelligence-sharing and enhance criminal investigations against gang members and gang associates, and it has the potential to support more severe sentences for those on the list subsequently convicted of criminal activity (Aba-Onu et al., 2010).

An example of a gang database utilized in British Columbia is the Provincial Tactical Enforcement Priority (PTEP) program, run by the province's integrated gang unit, the Combined Forces Special Enforcement Unit of British Columbia (CFSEU-BC). Municipal departments and RCMP detachments from across the province, as well as federal units, submit intelligence on their priority organized crime and gang targets every six months. This intelligence database enables public safety agencies and gang units to draw links between individuals and criminal networks, allowing for prioritized targeted enforcement of individuals involved in gang-related activities by a range of law enforcement units (CFSEU-BC, 2016). PTEP also enables public safety agencies to be aware of developing trends and threats to public safety as a result of gang violence or organized criminal activity (British Columbia, n.d.).

Intelligence gathering and dissemination is critical for effective crime reduction (Cohen et al., 2014), yet according to Katz and Webb (2006), specialized gang units often prioritize enforcement related activities, while still others will include a prevention focus. One reason for the differential priorities of gang units results from the varying structures that these units can take and where they are located administratively within a police agency. Katz and Webb (2006) reviewed the formulation of four specialized gang units in the United States and identified that the units were staffed with between three and 41 officers. Their location within the larger police organization also varied, with some located within organized crime units and others with criminal investigation units or intelligence focused units (Katz & Webb, 2006; see also Ratcliffe & Guidetti, 2008). Strategically it appears to make the most sense to co-locate them in units already focusing on intelligence gathering and criminal investigations (Katz & Webb, 2006). Invariably, the more personnel a specialized unit is staffed with, the greater the variety of activities it can undertake.

There is virtually no evaluation research conducted to date with police gang units. As Ransford et al. (2010) concluded, it is therefore unknown whether they are having their intended effect. That said, the existing evidence on the overall effectiveness of targeted enforcement strategies would suggest that these units, if structured and resourced sufficiently, directed to follow intelligence-led approaches, guided to develop strategic partnerships, and focused on engaging the community would be successful at reducing the amount of gang related activities in a City (Cohen et al., 2014; Decker, 2007; Klein & Maxson, 2006; Ratcliffe & Guidetti, 2008; Tita & Papachristos, 2010).

Specialized gang units benefit from having the resources to concentrate on offender focused strategic enforcement. Of note, in a randomized control trial examining the benefits of offender focused approaches as compared to general foot patrol and problem oriented policing, engagement in offender focusing policing in identified hot spots had the greatest reduction on violent crimes (Groff et al., 2015). Two other enforcement based programs that are offender focused and which have some available evidence to support their activities and successes are Operation CeaseFire and gang injunctions.

Operation CeaseFire

Operation CeaseFire (now called Cure Violence) utilizes a combination of prevention and intervention approaches to reduce gun violence in specific community areas and involves community members and community groups in delivering the programming (Webster, Whitehill, Vernick, & Curriero, 2013). Operation CeaseFire targets high-risk individuals and high-risk areas, and it is community-based in utilizing a range of community stakeholders in the identification and response to gun violence. The three major components of this program include: 1) Violence Interrupters (VIs), who are CeaseFire staff members trained in conflict mediations who intervene at the first sign of conflict and attempt to de-escalate the situation; 2) street outreach workers, who are case managers assigned to mentor and meet several times a week with a small caseload of high-risk youth and young adults; and 3) community mobilization and public education, which includes community events and messaging to counter gun violence norms (Whitehill, Webster, Frattaroli, & Parker, 2013).

Whitehill et al. (2013) conducted a qualitative examination of the role of CeaseFire VIs in two American cities and identified that VIs were often able to engage in conflict mediation successfully because they had established trust and respect. In some programs, VIs are drawn from the population of former gang-members, which lends credibility to their role (Whitehill et al., 2013). Whitehill et al. (2013) reported that their study participants believed credibility was the most important characteristic for both VIs and outreach workers assigned to this population. Outreach workers in some jurisdictions may also play the VI role (hybrid outreach workers) as well as their more specific purpose, which is to mentor gang-involved or at-risk youth and connect them to services (Whitehill et al., 2013).

Originally implemented in Chicago, CeaseFire programming was associated with significant reductions in shootings, firearm homicides, and gang homicide density after implementation in several of the intervention neighbourhoods to a greater extent than in the non-intervention comparison neighbourhoods, and especially so when the analyses were limited to crime hot spot zones in each jurisdiction (Skogan, Hartnett, Bump, & Dubois, 2008). Operation CeaseFire has since been successfully implemented in a number of other American jurisdictions. For example, CeaseFire was adapted in four neighbourhoods in Baltimore, where its effects on homicide and shootings were evaluated against selected non-intervention high-crime comparison neighbourhoods (Webster et al., 2013). Although the evaluation did not utilize random assignment, the authors enhanced the validity of their findings by statistically controlling for a number of related police activities as well as the baseline rates of homicide in their analysis. Three of the four intervention neighbourhoods saw significant reductions in the outcomes of interest, although the specific results varied by neighbourhood. One neighbourhood experienced a significant reduction in homicides, one experienced a significant reduction in non-fatal shootings, and a third experienced and a third experienced significant and substantial reductions in both homicides and nonfatal shootings. The fourth experienced a decrease in nonfatal shootings but an increase in homicides (Webster et al., 2013). Of note, the authors attributed the reductions in homicides to the conflict mediation component of the program.

Operation CeaseFire targets high-risk individuals and high-risk areas, and it is community-based in utilizing a range of community stakeholders in the identification and response to gun violence.

In a more recent publication, Roman, Klein, Wolff, Bellamy, and Reeves (2017) concluded that the Philadelphia CeaseFire program achieved statistically significant reductions in gun violence in general areas of the city as well as in identified hot spots. While not using random assignment, the program was implemented specifically in areas with documented high levels of gun violence. Importantly, within those jurisdictions were some hot spots for shootings. This enabled the researchers to conduct several comparisons. First, they used an interrupted time series design, which essentially involved a comparison of gun violence pre- and post-program implementation. Secondly, they identified comparison zones in the city using propensity score matching. In other words, they specifically selected areas of the city that matched the intervention areas on issues such as shootings, the number of street gangs, public housing, and U.S. census measures of population characteristics and then examined rates of gun violence in these comparable areas (Roman et al., 2017). Lastly, they also compared hot spots within each of the intervention and comparison jurisdictions to each other to specifically measure the effects of the program in areas with higher rates of gun violence, which also happened to be areas of greater need.

When examining the within-jurisdiction differences two-years before to two-years after program implementation, at the jurisdiction level, the analyses demonstrated a 30% reduction in shootings overall between the pre- and post-program implementation, but not specifically for victims between the ages of 10 and 35 years old. However, when examining the hot spots outcomes, there was a significant reduction overall of 34%, as well as a 35% reduction in shootings specifically for victims between 10 and 35 years of age. When comparing between program and non-program areas of the city, the comparison jurisdictions also experienced reductions in shootings overall, although they were much smaller than in the CeaseFire jurisdictions, and when comparing against CeaseFire hot spots, the comparison areas did not experience any significant reductions in gun violence overall or for victims between 10 and 35 years of age. This led the authors to conclude that "[t]aken together, the results … suggest that CeaseFire was responsible for statistically significant reductions in gun violence" (Roman et al., 2017: p.4).

Gang Injunctions

Gang injunctions, or civil lawsuits against gangs, have been successfully implemented across the state of California. In this model, gangs are considered illegal due to their effects on public nuisance and, consequently, gang members are legally prohibited from wearing gang specific clothing, giving gang-related hand signals, and from being seen together in public places (O'Deane & Morreale, 2011). The injunctions provide police with the authority to arrest gang members who violate these conditions. O'Deane and Morreale (2011) compared police calls for service in a sample of 25 California counties with gang injunctions in place to a comparison sample of 25 California jurisdictions matched on gang ethnicity, gang size, proximity, and gang activity. For jurisdictions with gang injunctions in place, they also examined rates of police calls for service one year prior to and one year following the introduction of the injunction. They concluded that areas with injunctions in place saw statistically significant reductions in violent crime calls, less serious calls, and overall calls for service as compared to non-injunction jurisdictions (O'Deane & Morreale, 2011). Injunction jurisdictions saw an overall reduction of violent crime calls for service of 11.6%, whereas comparison jurisdictions experienced a 0.8% reduction. While injunction jurisdictions experienced a 15.9% reduction in less serious calls, comparison jurisdictions saw an increase of 1.6%. Finally, injunction jurisdictions reported an overall reduction in total calls for service of 14.1%, whereas comparison jurisdictions saw an increase of 2.3%.

While this program appears to be an effective police enforcement approach to gang activity, the legality of this approach in a Canadian context needs to be more thoroughly examined. Further, it is possible that gang injunctions may displace gang-related activity to neighbouring jurisdictions, and replication studies that utilize an experimental design are necessary. A final point that is particularly relevant to gangs in the Lower Mainland of B.C. is that unlike in other jurisdictions, gangs in B.C. typically do not visually identify through the wearing of gang colours or insignia (McConnell, 2015) and so injunctions that rely upon visual identification of a violation of this law may be more difficult to enforce in communities like Surrey.

Summary of What Works

A number of consistent factors appear in the gang-related programs showing promising results. One element, which will also be critical for Surrey, is programming that is inclusive not only of youth but of their family and caregivers as well.

A second consistent trend was the individualized nature of the programming. While based on consistent goals, the flexibility of intervention programming such as FFT-G, MST, and wraparound programming to adapt to the specific needs and risks profiles of the youth and their families appeared to elevate the success of the intervention in both the short and long-term.

A third was identified in Wong et al.'s (2012) review, wherein the authors concluded that programs that were more effective tended to be those that specifically targeted their interventions at an identified group.

Designing Gang Programming for Surrey, B.C.

Although the research on best practices is limited, there are a number of prevention, intervention, and enforcement programs that the City of Surrey may be interested in adopting or adapting as part of its gang violence prevention. It is important to consider that the City of Surrey is a large geographical area with a diverse population, and what works for gang programming in one community may not be effective in another community with a different socio-demographic makeup. Evidence-based practice would suggest that the City should first identify where pockets of gang-related activities are concentrated and then analyze the demographics of that area before matching that with gang programming. As a recent example, Cohen, McCormick, Davies, and Neudecker (2017) identified hot spots for intimate partner violence calls for service in 33 RCMP jurisdictions across B.C. and then statistically compared the census demographic profile of hot spot zones to non-hot spot zones. While some factors (i.e. a higher proportion of renters, lower median household income, greater population density, rate of unmarried persons, and rates of residential mobility) were consistently present in statistically significantly higher levels in hot spot zones, the results revealed that each jurisdiction had its own specific profile of risk factors that would speak to the need for a range of different programming.

Previous research in Surrey has identified that each community has its own specific identity and unique set of demographics that contribute to different patterns of behaviours and public safety outcomes (Cohen & McCormick, 2017; McCormick, 2009; McCormick & Garis, 2009). For instance, an analysis of residential fires in the Surrey communities of Newton, Guildford, Fleetwood, Whalley (now City Central), Cloverdale, and South Surrey revealed community-specific rates and causes of residential fires (McCormick, 2009; McCormick & Garis, 2009). Guided by an understanding of these community dynamics, the Surrey Fire Service engaged in a targeted fire intervention campaign that specifically targeted sub-groups depending on their risk and needs profile. This targeted approach resulted in substantial reductions in residential fires as well as reductions in injuries and deaths caused by residential fires (Clare, Garis, Plecas, & Jennings, 2012). Since this initial research, several additional reports have utilized Statistics Canada Census and National Household Survey data on demographics and socio-economics to identify residential neighbourhoods across Canada that are at heightened risk for residential fires based on a select list of criteria associated with fire risk (Garis, Hughan, Maxim, & Tyakoff, 2016; Garis, Hughan, & McCormick, 2016; Garis, Hughan, McCormick, & Maxim, 2016).

Geographical analyses have also been applied in gang research, where several studies have now examined gang membership or gang-related activities at city or neighbourhood levels. This kind of research can provide guidance to a city regarding where to concentrate its resources and programming. For example, Robinson et al. (2009) identified that community homicide rates were primarily affected by density of local street gangs, though other community-level variables, including high school dropout rates, high rates of unemployment, high population densities, and racial and ethnic concentration, also contributed to the explanation of homicides within a community. Likewise, Papachristos and Kirk (2005) examined neighbourhood levels of concentrated disadvantage (i.e. the proportion of residents below the poverty line, the proportion of female-headed households, proportion of unemployed residents, the proportion of residents on public assistance, the proportion of residents under 18, and the proportion of residents who were African-American) in comparison to rates of homicide and found that homicides occurred in neighbourhoods with higher amounts of concentrated disadvantage and residential stability, and lower rates of collective efficacy. Valasik, Barton, Ried, and Tita (2017) also found that gang homicides were more likely to occur in neighbourhoods with higher rates of concentrated disadvantage, leading them to conclude that "efforts to reduce gang homicide should focus on the deconcentration of disadvantage" (p. 304). This conclusion could also apply to gang membership more generally, as Pyrooz, Fox, and Decker (2010) similarly connected areas of economic disadvantage and racial and ethnic heterogeneity with higher rates of gang membership.

At a city-level, Pyrooz (2012) examined the relationship between rates of gang membership and gang homicide in 88 American cities and determined that there was a positive relationship between these factors; however, neighbourhood dynamics, such as population density and levels of socioeconomic deprivation were also positively related to gang homicide rates whereas they were less relevant in explaining non-gang homicides. One explanation for this finding may be that gangs are more prevalent in areas characterized by concentrated disadvantage; in fact, Katz and Schnebly's (2011) research confirmed that census areas characterized by economic deprivation and social disadvantage had higher rates of gang members, which they attributed to a lack of social control mechanisms within the neighbourhood. Interestingly, gang membership was less likely in areas experiencing significant residential mobility or other structural changes. These studies demonstrate the importance of understanding city-wide as well as neighbourhood specific dynamics when examining the causes and correlates of gang activities and the need for a variety of gang prevention, intervention, and enforcement programming that are specific to the needs of the community. Pyrooz and colleagues (2010) concluded that since "social and economic variables are more important in explaining levels of gang membership than are criminal justice system characteristics" (p. 885) that comprehensive models of gang prevention, intervention, and enforcement will be more effective than solely utilizing criminal justice system options, such as attempting to arrest and incarcerate the way out of the problem.

Similarly, social network analysis has gained ground as a useful application for understanding gang activity (e.g. Papachristos, Hureau, & Braga, 2013). As an example, Papachristos, Braga, Piza, and Grossman (2015) examined the risk for gunshot victimization amongst friends of gang members and concluded that the more "ties" (connections) to known gang members, the higher the risk of gun victimization for the non-gang member peer.

These findings have implications that the City of Surrey must consider when designing its strategic response to gangs. Conclusions drawn from program evaluation research suggests that program adaption must be cognizant of the underlying community dynamics that may affect the successful implementation of a program operating in another jurisdiction (Smith-Moncrieffe, 2013; Wong et al., 2012). In other words, what works in one community will not necessarily be the same as what works in another community. While there is a need to develop "scientific evidence about what works best" (Sherman, 1998: 2) in gang prevention, intervention, and enforcement, what these lessons also signify is that there is a need to develop evidence-based practices specific to the risk, needs, and available resources in the various communities of Surrey. To understand how to best prevent and respond to gangs operating in the Surrey landscape, the specific dynamics of each community must be analyzed to provide a picture of the particular "risk and protective" factors at play in each community. This knowledge will inform whether programs operating elsewhere can likely be transferred successfully into a neighbourhood in Surrey or whether program adaption or new program development is required. Taking an evidence-based approach that develops interventions on the basis of recognized risk and needs increases the likelihood programs will work efficiently and effectively (Sherman, 2013).

There a number of prevention, intervention, and enforcement programs already operating in Surrey. These programs are summarized in the Mayor's Task Force on Gang Violence Prevention report (https://www.surrey.ca/city-government/25179.aspx). Of note, with the exception of the Surrey Wraparound program, these programs have not been evaluated.

Conclusion

There are a limited number of gang-related programs that can objectively be considered effective at this stage given the lack of rigorous evaluations and replication studies. It is essential that any gang programming implemented in the city include careful attention to best practices in evaluation. These include establishing an evaluation team from the outset, selecting from validated assessment and measurement tools, implementing pre- and post-tests with a number of follow up points, creating a matched comparison sample and/or using randomized assignment from the outset, and using quantitative measures.

It is also essential that intervention programs identify the right youth for inclusion. A number of the studies previously funded by the National Crime Prevention Centre involved participants who were either not right for the program (e.g., not high-risk for gang involvement) or who the program was unprepared for (e.g. inclusion of current gang members). Given the developmental research on gang recruitment and participation (e.g. Howell & Egley, 2005; Pyrooz & Sweeten, 2015), it is also critical that youth are targeted by programs at early ages, when they are still malleable to program influences. This means that prevention programming must start during elementary years, while intervention programming should include youth as young as 10. To identify the right children and youth for referral, it is essential that multi-sectoral partnerships between stakeholders such as educators, social workers, and criminal justice representatives be developed in order to facilitate information sharing that can help identify youth at-risk at the early stages and develop comprehensive action plans that wrap services around these youth.

A number of the programs that to date have been identified as promising or best practices in gang-prevention or reduction are options for implementation implemented in Surrey, as they are based on the provision of individualized youth and family services that are dependent upon the specific risks and needs presented by the youth and their families, and which therefore allow for flexibility in terms of resource and service matching. While program fidelity is always a concern in program replication, some of the programs showing promise have developed manuals and training programs which will facilitate program replication in new jurisdictions (e.g. FFT-G, MST, G.R.E.A.T.).

It is also likely that given the unique context of gang "pulls" in Surrey, the community will also need to develop some unique programming elements that specifically counter the elements of a perceived sophisticated lifestyle. Some programs that may offer promise in this area include the End Gang Life school presentations by the Combined Forces and Special Enforcement Unit, an Inadmissible Patron program, and other targeted interventions that increase the perceive costs and reduce the perceived benefits of being gang-affiliated. Still, these programs need further research and evaluation before they can conclusively be identified as best, or even promising practices in gang enforcement.

What is clear for Surrey is that a comprehensive gang model that integrates all aspects of the continuum, from awareness through to enforcement, is required to most effectively counter the current and future gangs and gang-related activities (Greene & Pranis, 2007). Further, an evidence-based approach that supports a strategic use of resource deployment in those areas assessed as high-risk, as being hot spots, or as having a concentration of risk factors traditionally linked to gang membership and activity would enable the City and its partners to implement efficient and effective gang prevention, intervention, and enforcement strategies.

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Summary of Evaluated Gang Programs funded by the National Crime Prevention Centre (NCPC, 2012)

PROGRAM	PROGRAM SUMMARY	METHODOLOGY	OUTCOMES
Durham Youth Gang Strategy	33 week comprehensive intervention program for 12-18 year olds (conflict resolution, leadership and youth development, skills training, social emotional learning, school-based strategies, job employment, community mobilization, and parent training)	Single group repeated measures, but no youth were included by the 3rd assessment point	Reduced connections with gang affiliated peers
Gang Prevention Strategy	Hamilton, youth 13-25 at risk or gang involved, Wraparound	Quasi-experimental design planned but due to recruitment issues for comparison group, utilized a single group repeated measures; program implementation changed mid-way due to limited family involvement	Increase in community awareness; sig reduction in percent of youth in a gang (dose response relationship), some reductions in delinquent behaviour, sig more youth accessing legal sources of income, some reductions in drug use
Regina Anti-Gang Services	Wraparound, MST, harm reduction, cultural and faith-based; 16-30 year old Indigenous (mostly) gang-involve	Non-random comparison group	Reduction in beliefs about aggression (short-lived), gang exiting
Youth Alliance Against Gang Violence	Saskatchewan, Aboriginal youth 12-21 at high-risk or gang involved. Wraparound and MST	Non-random, included a matched control group (gang involvement, demographic and criminal history) (147 treatment and 48 control) that was later determined to be non-equivalent. Had large attrition rates over 30 months. Use of standardized measures, pre-post assessments up to 30m post intervention	Reduced acceptance of gangs (between T5 and T6), symptoms of depression, gang exiting (all by 24m follow up) or resist recruitment, sig improvement in conflict resolution skills between T1 and T6, short-term (not sustained) significant differences in non-violent crimes

PROGRAM	PROGRAM SUMMARY	METHODOLOGY	OUTCOMES
Youth At Risk Development (YARD)	Calgary wraparound style for 10-17 year old high-risk and gang involved; social development and referrals	Pre-post tests but no control or comparison group, no random assignment; unclear sample size, limited quantitative data, use of case studies, unclear significance of findings, screening tool unreliable, change in focus mid-way through, pre-test began midway through, massive attrition	49% decrease in positive attitudes towards gangs – significant? Small but sig change in attitudes to employment
Youth Advocate Program (YAP)	Halifax, targeted 9-14 year olds, secondary prevention; Wraparound	Screened in but used non-validated measure, repeated measures but no control group (substituted several comparison groups but not analyzed in the short summary)	Many changes, but no significance tests reported for many (small sample size)
Surrey Wraparound	Wraparound, comprehensive plan for 11-17 at-risk youth	Quasi-experimental matched comparison group (20 youth from wait list), matched on gender, age, ethnicity; validated screening tool	Reductions in negative police contacts

Programs with Limited Effects or Lacking Rigorous Evaluation

Universal Programming – Gang Awareness
Growing Against Gangs and Violence (GAGI)

Growing Against Gangs and Violence (GAGI), a problem adopted in the United Kingdom, was based off of the G.R.E.A.T. curriculum, in terms of reflecting on the known "push and pull" factors for gang involvement (Densley, Adler, Zhu, & Lambine, 2017). Similar to the G.R.E.A.T. program, GAGI utilizes a school-based delivery method with young adolescents (12 to 14 year olds), and, consistent with the 2.0 version, focuses on skill development in the areas of refusal skills, conflict resolution, and mood management (Densley et al., 2017). GAGI also borrows from the earlier version of G.R.E.A.T. by focusing on specific issues in some of their lessons, such as gun violence (Densley et al., 2017). The program differed from G.R.E.A.T. in using paid facilitators, in addition to the usual police facilitators.

The evaluation by Densley et al. (2017) was methodologically sound in that the evaluators used a randomized control trial approach. Four schools were selected for participation, and within each school, two cohorts were randomly assigned to the GAGI program and two were randomly assigned to the non-intervention group. However, confidence in the findings was limited by a number of issues with program fidelity and missing data from two of the schools at the year one follow-up period.

The program goals overall had included reduced gang involvement, delinquency, and violent offending, as well as higher levels of confidence in the police. While Densley et al. (2017) observed positive outcomes in terms of improved attitudes towards the police, the effects on gang involvement, delinquency, and violence were less clear. Overall, although the results were trending in the right direction, with the intervention groups showing some reductions in the target behaviours as compared to the control group, the program did not have a statistically significant effect on gang membership, delinquency, or violence.

Secondary Prevention
Gang Prevention Strategy

The Gang Prevention Strategy, is a secondary gang prevention program that uses a wraparound approach for 13 to 25 year old youth and young adults at risk of gang involvement (National Crime Prevention Centre, 2012b). Participants were surveyed pre-treatment and at the conclusion of treatment six months later. While there were no significant changes in attitudes or self-esteem and mental health symptoms, some positive findings included significant reductions in gang involvement and some significant reductions in delinquent behaviours and drug use. Youth also shifted towards more legitimate sources of income (National Crime Prevention Centre, 2012b). However, a limitation to this program was that it suffered from low retention rates, and therefore perhaps was most effective with youth at the lower end of risk for gang involvement. Initially 201 youth were admitted into the program, but 43% dropped out over the six month period (National Crime Prevention Centre, 2012b). In addition, due to issues with recruiting a comparison sample, the evaluation was based on the single group of participants, using pre- and post-measures to assess change; therefore, there is less confidence in the results being the consequence of the program itself.

Enforcement Programming

Comprehensive Anti-Gang Initiative (CAGI)

The Comprehensive Anti-Gang Initiative (CAGI) is part of a larger comprehensive gang program (i.e. Spergel, Curry, Chance, Kane, Alba, Simmons, & Oh, 1994) that focuses on the role of enforcement alongside gang prevention and prevention of gang re-entry. McGarrell et al. (2013) examined the effects of the CAGI on gun homicides in 12 United States jurisdictions one year after program implementation. Across the 12 sites, the authors reported an overall range of reduction in gun homicides of between 11 and 12.4%. They attributed much of this reduction to the law enforcement strategies, including the comprehensive partnerships and proactive strategies (e.g. directed patrol, anti-gang ordinances, comprehensive gun tracking) implemented by police, as well as offender notification sessions, and enhanced prosecutions. While the reductions in gun homicides were positive outcomes, the outcome variable of gun homicides was used as a proxy for gang violence, which somewhat limits the conclusions that can be drawn regarding this as a useful intervention for gang-specific activities. Further, the range of different police and criminal justice system strategies implemented across the 12 sites (for an overview, see Table 2 in McGarrell et al., 2013) limits the conclusions that can be drawn regarding the specific effectiveness of each strategy for enforcement of gang-related activities.

Inadmissible Patron Programs

Although not yet operating in Surrey, as identified in the Mayor's Task Force on Gang Violence Prevention report one additional program that may have potential for application in Surrey is the Restaurant Watch program (Gahunia, 2017), which is an example of an Inadmissible Patron Program. This program involves a partnership between police and the private sector, specifically, restaurant owners and operators. Owners and operators meet with the police agency, in this case, the Vancouver Police Department, to review current trends and individuals involved in gang activity in the Lower Mainland. Restaurant owners and operators are instructor to call the enforcement team when known gang members visit their establishment, at which point the enforcement team will attend the establishment, politely ask the gang member to leave the establishment, and enforce them out. Those who are unwilling to leave the establishment can be arrested for trespassing. A preliminary evaluation of this program from the perception of the police enforcement team members and the restaurant owners and operators suggested that this program was highly effective and contributed to public safety through the reduced risk for victimization (Gahunia, 2017). Still, more research that utilizes a quantitative approach to measuring the effects of this program is needed.

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