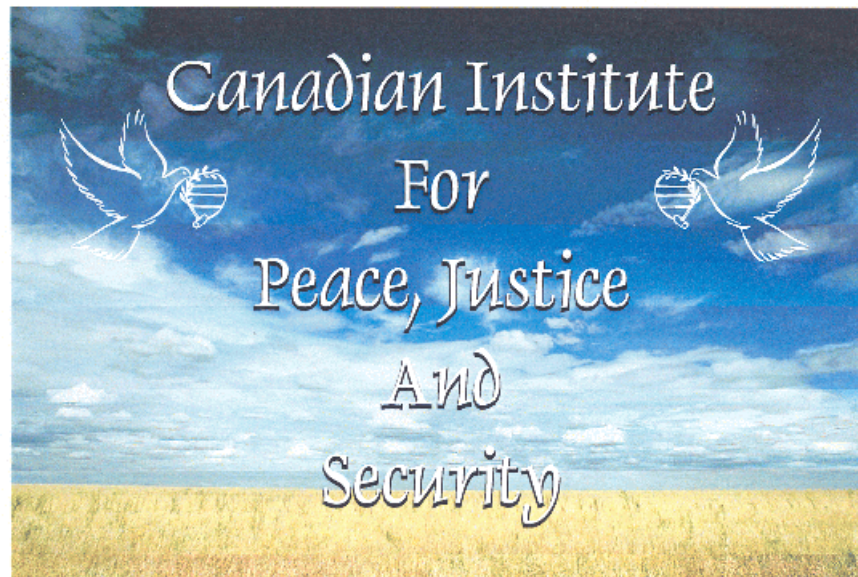


# *University of Regina*

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## REGINA AUTO THEFT STRATEGY: PROCESS EVALUATION October 2002

Prepared by

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UNIVERSITY OF  
REGINA

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October 2002

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## TABLE OF CONTENTS

Executive Summary	3
1. Introduction	12
2. Young Offender Programming	12
2.1 Basic Principles of Effective Young Offender Programs	12
2.2 Intervention Philosophy	14
2.3 Service Delivery Issues	15
3. Young Offender Auto Theft Initiatives	16
3.1 International Auto Theft Programs	16
3.2 National Auto Theft Programs	17
3.3 Regional Auto Theft Programs	18
4. History of the Regina Auto Theft Strategy	19
4.1 Youth at Risk: Education and Information	20
4.2 First Time Offenders: HEAT	23
4.3 Repeat Offenders: Coordinated Supervision	25
4.4 High-Risk Repeat Offenders: (IISCM)	27
5. General Conclusions and Recommendations	30
6. Resources	32
7. Appendices	33
Appendix 1	34
Appendix 2	37
Appendix 3	51

## **EXECUTIVE SUMMARY**

### **Background**

This evaluation was commissioned by the Saskatchewan Department of Corrections and Public Safety and was prepared by Dr. Jeffery Pfeifer and Ms. Kim Skakun of the Canadian Institute of Peace Justice and Security at the University of Regina. The overarching purpose of this project was to conduct a formal process evaluation of the Regina Auto Theft Strategy. As with any process evaluation, the basic objective is to conduct an examination of the specific procedural aspects of the program through: (a) an analysis of the program roots to establish the original intent, goals, and philosophy of the initiative, (b) an analysis of the current goals, philosophies and practices of the program (c) a comparison of the original program to the current program including an evaluation of the consistencies and inconsistencies, and (d) the development and clear enunciation of key measures. The report is based on information garnered from a number of sources including interviews with staff and administration, a review of previous evaluation reports, and literature produced by and about the Regina Auto Theft Strategy. It should be noted that information was not obtained from offenders due to the fact that the emphasis of a process evaluation is on the analysis of the program and procedures as opposed to empirically assessing the impact on clients as is done in a formal outcome evaluation

### **Young Offender Programming**

In order to most effectively evaluate the Regina Auto Theft Strategy it is important to first examine the research literature on young offender rehabilitation. A review of this literature provides insight into the various psychological and criminogenic factors that impact the success of rehabilitation programs on young offenders. As such, the following review of research may provide important information regarding the development and implementation of various aspects of the Regina Auto Theft Initiative. An examination of the literature indicates that research on the effectiveness of young offender programs can be divided into three inter-related categories: (1) basic psychological and criminogenic principles, (2) intervention approaches, and (3) service delivery.

#### ***Basic Principles of Effective Young Offender Programs***

A review of two meta-analyses on young offender rehabilitation programs indicates that there are three specific psychological/criminogenic principles that appear to significantly impact the success of a program. Specifically, it has been suggested that effective young offender programs should be cognizant of risk, need, and responsivity. According to a review of the literature:

- The risk principle indicates that young offender programs that include a formal risk assessment component are more likely to provide a positive result than programs that do not take level of risk into account.
- The need principle indicates that young offender programs that identify the specific needs of an individual are more likely to provide a positive result than programs that do not take individual needs into account.

- The responsivity principle indicates that young offender programs that are cognizant of the learning principles of youth and adolescence are more effective than programs that do not respond to the special requirements of learning for youth.

### ***Intervention Philosophy***

In addition to the above principles, research indicates that the effectiveness of a young offender program is also related to an understanding of intervention philosophies. Specifically, it is suggested that although there are a variety of intervention philosophies available to guide the implementation of offender rehabilitation programs, some of these approaches are more appropriate for youth including: community-based interventions, multi-systemic therapy interventions, cognitive-behavioural therapy interventions, and restorative justice programs.

### ***Service Delivery Issues***

Once a psychologically/criminologically informed young offender initiative is decided upon, it is important to note that specifics regarding the delivery of the program may also play a significant role in its effectiveness. According to research, there are a number of service delivery factors that are related to effective young offender rehabilitation programs, including their ability to be: multi-modal, skills oriented, and cognitive.

### **Young Offender Auto Theft Programs**

Currently, at an international level, auto theft initiatives exist in Australia and the United Kingdom. In Australia, the National Motor Vehicle Theft Reduction Council, Adelaide's Street Legal Program and the Streetwise Communication program seek to address the high rate of auto theft and divert young offenders from criminal behaviour. In the United Kingdom, The Vehicle Crime Reduction Team strives to reduce auto theft through the use of a number of crime prevention techniques.

At a national level, Project 6116 is dedicated to implementing strategies to reduce auto theft in Canada; the Canadian Association of Chief of Police is focused on developing public education and resource material to address the issue of youth joyriding; and the Insurance Council of Canada aims to reduce auto theft at a technical and social level.

At the regional level the Regina Crime Prevention Commission provides educational media support to assist in reducing auto theft, the Saskatchewan Police Practitioners have dedicated proceeds of crime to assist in reducing auto theft, the Saskatchewan Government Insurance has developed a media/education awareness campaign.

### **History of the Regina Auto Theft Strategy**

During 2001/2002 members of the Saskatchewan Social Services, Saskatchewan Justice, Regina Police Service and Regina Intersectoral Committee were brought together to develop a strategy for reducing the incidence of young offender auto theft in Regina. The objectives of the strategy were to substantially reduce young offender auto theft through: (1) strict supervision and control of youth who are at risk to re-offend,

(2) an effective combination of enforcement and rehabilitation, and (3) early intervention and education in crime and its consequences.

Four categories of youth were identified: (1) youth at risk, (2) first time offenders, (3) repeat offenders, and (4) high-risk repeat offenders.

The Regina Auto Theft Strategy consists of the following four-point auto theft reduction approach to reduce auto theft.

### **Youth at Risk: Education and Information**

The youth at risk category includes individuals who are not involved in auto theft but, given their life circumstances (i.e., geographic location, peer groups, etc.), have the potential to be drawn into this offence. Based on research and discussions the Regina Auto Theft Strategy Committee decided the most effective response for this group would be through education and information.

### ***Observations and Recommendations***

During the relatively short length of time that this phase of the Strategy has been in operation, it appears to have made significant positive advancements in a number of areas, including:

- *Inclusion of a Primary Response Phase* – It is noteworthy that this strategy includes the understanding that any successful crime reduction program for youth must include a “primary” response that addresses issues related to youth at risk as well as concentrating on youths who commit crimes.
- *Proactive Approach* – It is important to note that this strategy involves the development and implementation of a proactive approach to identifying and addressing youth at risk. The program clearly reflects the importance of taking a proactive approach to identifying youth who might be at risk with regard to the issue of auto theft.

Although the Strategy reflects a number of significant positive advancements, as with any relatively young initiative, attention must also be given to a number of other areas, including:

- *Equitable Program Inclusion* - It is suggested that the youth at risk category become more firmly established as an integral part of the Regina Auto Theft Strategy. Although there has clearly been some positive movement with regard to this aspect of the Strategy, it appears that less emphasis has been placed on this particular category in comparison to the other three categories.
- *Formal Identification of Target Group* - Consideration should be given to more firmly establishing the target group for this category.
- *Formal Identification of “Youth-at-Risk” Profile* - Consideration should be given to empirically establishing the characteristics that identify a “youth-at-risk” with regard to auto theft in Regina. It is suggested additional attention

needs to be paid to scientifically identifying the specific characteristics of youth that are related to risk with regard to the offence of auto theft.

- *Formal Identification of Effective Programming* - Consideration should be given to identifying the most effective strategies, content, and delivery of programs for information and education on youth offending as it relates to auto theft. Specifically, it is suggested that attention be paid to research from various disciplines regarding the most effective way to transmit information to youth (e.g., developmental psychology, educational psychology, etc.). In addition, it should be noted that there might be a need to develop more than one strategy for the effective delivery of information to youth at different ages.
- *Formal Identification of Empirical Measures of Effectiveness* - It is imperative that a number of empirical measures of effectiveness for this phase are identified and that base-rate information is gathered. There does not currently appear to be any specific measure of effectiveness for the youth at risk initiatives other than continual monitoring of auto theft offences. In addition, the assessment tools must be evaluated to ensure that they are equally applicable to both genders as well as to youth from various cultural backgrounds.

### **First-Time Offenders: Help Eliminate Auto Theft (HEAT)**

Help Eliminate Auto Theft (HEAT) is a unique and creative alternative measures program that was implemented with first-time auto theft offenders. According to the original documentation regarding this phase, young offenders were to be referred to the HEAT program by the Crown during a post-charge process. The HEAT coordinator was to be trained to administer appropriate risk assessment tools and complete an Alternative Measures Assessment Screen with all youth referred to the program. The results of the Risk Assessment Screen were to determine the specific elements of the program that youth are subsequently referred to.

### ***Observations and Recommendations***

During the relatively short length of time that this phase of the Strategy has been in operation, it appears to have made significant positive advancements in a number of areas, including:

- *Risk Assessment* - Identification that risk assessment plays an important role in the potential rehabilitation of first-time young offenders. Research indicates the importance of matching early intervention strategies with the particular criminogenic needs of young offenders.
- *Program Delivery* - Identification of the importance of a program that is comprehensive and relatively short (i.e., 3-6 months). A number of programs aimed at rehabilitation of youth suffer from the problem of including long programs.
- *Incentives* – It is important to note that this phase of the Strategy includes offering youth an incentive in order to motivate their participation in the

program. Research indicates that motivation plays a key role in the subsequent attendance and effectiveness of youth programs.

Although the Strategy reflects a number of significant positive advancements, as with any relatively young initiative, attention must also be given to a number of other areas, including:

- *Training* - Clearly, attention needs to be given to ensuring that staff members are properly trained in a timely fashion to administer and evaluate the identified assessment tools. In addition, it is important that written documentation be produced regarding why the specified assessment tools were selected and describing how each assessment tool relates to the issue of first-time offender rehabilitation. This document is an important aspect of the project in that it will eventually form the basis for evaluating the effectiveness of this phase.
- *Continued Monitoring of Assessment Tools* - Consideration should be given to ensuring that all assessment tools employed in this phase of the projects are applicable to offenders that are male and female as well as from a variety of cultural backgrounds. Although the current tools such as the Saskatchewan Revision of the LSI are based on a valid and reliable prototype, it is imperative that independent analyses be conducted in order to continually monitor: (a) the reliability and validity of the revised tool, and (b) the applicability of the tool to various populations.
- *Measures of Success* - Consideration should be given to examining the level to which the HEAT program contributes to positively impacting first-time offenders beyond simply examining recidivism. Specifically, it is suggested that attention be paid to measuring and evaluating the impact that the HEAT program has on a number of psychological variables related to offending behaviour in youth (e.g., locus of control, attributions of responsibility, attitudes and motivation toward crime).
- *Community Resources* - It is suggested that the HEAT program continue to develop and expand on the number and types of community resources available to young auto theft offenders in order to meet their criminogenic needs and to more effectively respond to reintegration.
- *Formal Identification of Empirical Measures of Effectiveness* - It is imperative that a number of empirical measures of effectiveness for this phase are identified and that base-rate information is gathered on: (a) the effectiveness of the assessment tools, and (b) the effectiveness of the programs.

### **Repeat Offenders: Coordinated Supervision**

According to interviews and documentation, it appears that a significant aspect of the Regina Auto Theft Strategy is to ensure that Corrections and Public Safety workers are able to identify young repeat auto-theft offenders, and for the Crown to alert Youth Court when court orders and conditions of release from remand custody are being considered. It appears that the overarching philosophy of this phase of the Strategy is to respond to the needs of repeat offenders through the use of coordinated supervision.



### ***Observations and Recommendations***

During the relatively short length of time that this phase of the Strategy has been in operation, it appears to have made significant positive advancements in a number of areas, including:

- *Multi-Agency Coordination* – It is important to note that this phase of the strategy includes coordination and communication across a number of agencies including the Department of Corrections and Public Safety, the Regina Police Service, the Prosecutions Office, and Social Services.
- *Post-Release Monitoring* – It is important to note that this phase of the initiative includes a formal post-release monitoring strategy to ensure that young offenders are adhering to their conditions of release.

Although the Strategy reflects a number of significant positive advancements, as with any relatively young initiative, attention must also be given to a number of other areas, including:

- *Documentation* - Consideration should be given to clearly documenting the historical and empirical rationale for employing a coordinated supervision strategy for dealing with repeat offenders.
- *Formal Assignment of Responsibilities* – Although it is clear that a multi-agency approach is a positive strategy, consideration should be given to clearly establishing which entity is responsible for each of the aspects of a coordinated supervision effort.
- *Formal Identification of Empirical Measures of Effectiveness* - It is imperative that a number of empirical measures of effectiveness for this phase are identified and that base-rate information is gathered on a variety of psychological and criminogenic aspects of repeat offenders.

### **High-Risk Repeat Offenders: Integrated and Intensive Supervision and Case Management (IISCM)**

According to the interviews as well as documentation, it appears that a consensus was reached suggesting that in order to attain an immediate impact on the approximately 30 repeat offenders in this group, a focused approach was required that included integrated and intensive supervision and case management (IISCM). The basis for the IISCM approach appears to stem from best practice research and evidence based information such as on the Ontario Camp Turnaround program. This approach suggests that case planning and programming must include a thorough risk assessment, a systemic way of addressing dynamic risk factors, and services that are capable of influencing the criminogenic needs of each young offender.

## ***Observations and Recommendations***

During the relatively short length of time that this phase of the Strategy has been in operation, it appears to have made significant positive advancements in a number of areas, including:

- *Risk Assessment* – It is important to note that this phase of the initiative, like other phases, includes a risk assessment component. This approach reflects research indicating the significant role that risk assessment plays in rehabilitation.
- *Integrated Case Planning* – It is important to note that this phase of the initiative includes an integrated approach to case management between custody and the community. The transition from custody to community is an area that has been traditionally neglected by many programs. It is commendable that the present Strategy not only recognizes the importance of this transition but has also included it as a key aspect of the overall initiative.
- *Police Participation* – It is important to note the inclusion of the Regina Police Service in this phase of the initiative. Projects on young offenders often tend to exclude police agencies once the offender has been processed.

Although the Strategy reflects a number of significant positive advancements, as with any relatively young initiative, attention must also be given to a number of other areas, including:

- *Continued Monitoring of Assessment Tools* - Consideration should be given to ensuring that all assessment tools employed in this phase of the projects are applicable to offenders that are male and female as well as from a variety of cultural backgrounds. Although the current tools such as the Saskatchewan Revision of the LSI are based on a valid and reliable prototype, it is imperative that independent analyses be conducted in order to continually monitor: (a) the reliability and validity of the revised tool, and (b) the applicability of the tool to various populations.
- *Development of Additional Indices for Monitoring Effectiveness* - Consideration should be given to examining the level to which the IISCM program positively impacts high-risk repeat offenders beyond simply examining recidivism.
- *Custody/Community Relations* - Consideration should be given to ensuring that practices are put forth to ensure a consistency of resources from custody to the community.
- *Services* - consideration should be given to expanding the number of resources available to young offenders through the development and implementation of additional rehabilitation groups and services.
- *Relapse Prevention* - Staff should take formal steps to ensure that the specific relapse prevention program is providing an effective response with regard to providing individualized follow-up treatment to auto theft offenders.

- *Restitution* - Consideration should be given to examining the impact of incorporating a restitution aspect to this phase of the Strategy. Should restitution be identified as a key factor in the rehabilitation of certain high-risk offenders, it is suggested that additional avenues be created to allow for this.
- *Coordination With Adult System* - Consideration should be given to examining how to best coordinate the needs of these high-risk youths once they become adults.
- *Formal Identification of Empirical Measures of Effectiveness* - It is imperative that a number of empirical measures of effectiveness for this phase are identified and that base-rate information is gathered on a variety of psychological and criminogenic aspects of high-risk repeat offenders.

## **General Conclusions and Recommendations**

Overall, it is clear that the Regina Auto Theft Strategy has been effective in implementing a number of innovative approaches and techniques to address the issue of young offender auto theft. In addition, it is also abundantly evident that the Regina Auto Theft Strategy was developed in an attempt to respond to the specific needs of the community, at-risk youth and young offenders in Regina. A review of the Strategy indicates a number of specific positive elements, including:

- *Demographic Applicability* – Although it is clear that the strategy has been designed to meet the demographic, cultural and geographic specifications related to young offender auto theft in Regina, it is also clear that the strategy represents a base model for the development of similar strategies in other locales.
- *Risk Assessment* – The inclusion of a risk assessment component in a number of phases of the strategy indicates a keen awareness of the importance of gaining information on the needs of young offenders with respect to effective rehabilitation. The importance of risk assessment as a rehabilitative tool has been clearly defined by the research yet seldom is employed in non-custodial youth programs.
- *Grass Roots Development & Ownership* – A review of the strategy indicates that it was clearly developed through the collaborative efforts of a number of frontline workers. There is a clear indication that this approach to development has resulted in a program that: (a) addresses the needs of young offenders in a practical fashion, and (b) reflects a high degree of ownership from frontline workers.
- *Multi-Agency Cooperation* – The current strategy is also to be commended on the successful development and implementation of an initiative that combines a number of agencies. Although it is widely understood that effective responses to issues such as youth crime call for an integrated response involving a number of agencies, seldom does this occur due to administrative and other difficulties.

Although the current program reflects a number of significant positive advancements, as with any relatively young initiative, attention must also be given to a number of other areas. In addition to the observations and suggestions made in each of the sections above, the following general recommendations are suggested:

- *Identification of Basis for Development of Responses* - Consideration should be given to reviewing all four phases of the Strategy to identify the theoretical models or research that were used to inform the development of each of the responses. For example, the review should clearly indicate the basis upon which it was decided that information and education was the most effective response for dealing with youth at risk.
- *Indices of Effectiveness* - It is recommended that indices of effectiveness be established and base-rate information be formally gathered for all phases of the Strategy. In addition, it is suggested that these indices include psychological and criminogenic aspects of offending as well as recidivism rates.
- *Inter-Agency Communication Protocol* - It is suggested that the Departments of Justice and Corrections and Public Safety (Regina Regional Offices) and the Regina Police Service jointly develop an auto theft communication protocol. The development of this protocol might include elements such as a Procedure Manual and identified training that is consistent for the application of this strategy when working with young auto theft offenders. In addition, the protocol would serve to aid in the distribution of information about the auto theft strategy to other interested parties and stakeholders.
- *Outcome Evaluation* - It is suggested that a formal outcome evaluation be conducted in approximately three to five years. This evaluation should examine the effectiveness of the Regina Auto Theft Strategy by comparing baseline and present data in a number of areas including: (1) offender recidivism (i.e., severity, number, etc.), (2) offender progress in psychological, cognitive, life skills and vocational areas, (3) intake procedures, (4) program delivery, and (5) exit procedures.

## 1. INTRODUCTION

This evaluation was commissioned by the Saskatchewan Department of Corrections and Public Safety and was prepared by Dr. Jeffery Pfeifer and Ms. Kim Skakun of the Canadian Institute of Peace Justice and Security at the University of Regina. The overarching purpose of this project was to conduct a formal process evaluation of the Regina Auto Theft Strategy. As with any process evaluation, the basic objective is to conduct an examination of the specific procedural aspects of the program through: (a) an analysis of the program roots to establish the original intent, goals, and philosophy of the initiative, (b) an analysis of the current goals, philosophies and practices of the program (c) a comparison of the original program to the current program including an evaluation of the consistencies and inconsistencies, and (d) the development and clear enunciation of key measures.

This report is divided into a number of sections. Section 2 (below) provides a brief overview of research related to the principles, approaches and delivery of effective young offender programming. Section 3 provides a summary of auto theft reduction programs at the international, national, and regional levels. Section 4 provides an historical overview of the Regina Auto Theft Strategy, describing the original philosophies as well as the current core program delivery. Finally, Section 5 provides a general conclusion and overarching recommendations for the increased effectiveness of the Regina Auto Theft Strategy.

The report itself is based on information garnered from a number of sources including interviews with staff and administration (*see Appendix 1: Research Plan*), a review of previous evaluation reports, and literature produced about young offenders.

## 2. YOUNG OFFENDER PROGRAMING

In order to most effectively evaluate the Regina Auto Theft Strategy it is important to first examine the research literature on young offender rehabilitation. A review of this literature provides insight into the various psychological and criminogenic factors that impact the success of rehabilitation programs on young offenders. As such, the following review of research may provide important information regarding the development and implementation of various aspects of the Regina Auto Theft Initiative. An examination of the literature indicates that research on the effectiveness of young offender programs can be divided into three inter-related categories: (1) basic psychological and criminogenic principles, (2) intervention approaches, and (3) service delivery. Each of these categories is discussed below in detail.

### 2.1 Basic Principles of Effective Young Offender Programs

A review of two meta-analyses on young offender rehabilitation programs indicates that there are three specific psychological/criminogenic principles that appear to significantly impact the success of a program.<sup>1</sup> Specifically, it has been suggested that effective young offender programs should be cognizant of risk, need, and responsivity.<sup>2</sup>

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<sup>1</sup> Andrews, D.A., Zinger, I., Hoge, R., Bonta, J., Gendreau, P., & Cullen, F. (1990). *Does Correctional Treatment Work? A Clinically Relevant and Psychologically Informed Meta-Analysis*, Criminology, Volume 28, No. 3, pp. 369-404. Lipsey, M. (1995). *What Do We Learn From 400 Research Studies On*

- (a) **The risk principle.** Research indicates that young offender programs that include a formal risk assessment component are more likely to provide a positive result than programs that do not take level of risk into account. Specifically, it is argued that a risk assessment provides basic psychological and criminogenic information regarding the cause of the young offender's behaviour and offers vital information with regard to the most promising rehabilitation approach.
- (b) **The need principle.** Research indicates that young offender programs that identify the specific needs of an individual are more likely to provide a positive result than programs that do not take individual needs into account. Specifically, it has been suggested that young offender needs tend to be related to a number of identifiable "dynamic factors". Further, it appears that these factors, when effectively addressed, are associated with reductions in recidivism. As such, it appears that effective young offender programs tend to identify the specific needs of an individual and then subsequently target the dynamic factors associated to those needs. The most promising targets in the literature include:
1. Changing antisocial attitudes and feelings;
  2. Replacing the skills of lying, stealing and aggression with other more pro-social skills;
  3. Increasing rewards for pro-social behaviour and decreasing rewards for antisocial behaviour;
  4. Increasing self-control and self-management skills;
  5. Changing antisocial peer associations;
  6. Reducing chemical dependencies;
  7. Promoting familial affection in combination with enhanced parental supervision; and
  8. Promoting identification with pro-social role models.

Notably, targets that appear less effective with regard to young offender rehabilitation include: increasing self-esteem without addressing antisocial attitudes; strengthening the cohesiveness of antisocial peer-groups; and attempting to target unclear personal/emotional problems that have not been connected to recidivism.

- (c) **The responsivity principle.** Research indicates that young offender programs that are cognizant of the learning principles of youth and adolescence are more effective than programs that do not respond to the special requirements of

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*The Effectiveness of Treatment of Juvenile Offenders? What Works: Reducing Reoffending, Guidelines From Research and Practice.* John Wiley & Sons Ltd., New York, New York. Dowden, C. & Andrews, D.A. (1999). *What Works in Young Offender Treatment: A Meta-Analysis*. Forum on Corrections Research, May, Volume 11, Vol. 2, pp. 21-24. Leschied, A. (2000). *Informing Young Offender policy in Current Research: What the Future Holds*. Forum on Corrections Research, May, Vol. 2, pp. 36-39.

<sup>2</sup> McGuire, J., & Priestly, P. (1995). *Reviewing 'What Works': Past, Present and Future. What Works: Reducing Reoffending, Guidelines From Research and Practice.* John Wiley & Sons Ltd., New York, New York. Dowden, C. & Andrews, D.A. (1999). *What works in Young Offender Treatment: A Meta-Analysis*. Forum on Corrections Research, May, Volume 11, Vol. 2, pp. 21-24.

learning for youth. Simply put, effective youth rehabilitation includes program delivery that matches the learning style of the youth. This approach involves the use of appropriate types of services such as skill-building and behavioural, or cognitive-behavioural, interventions. It is suggested that attention should also be paid to how the intervention is delivered (i.e., whether the intervention is applied in a way that is positive for the youth). Specifically, it is suggested that programs that encourage participants to take an active role are more effective for young offenders than those that do not involve participation. For example, it is suggested that programs that include interactive role-play and modeling produce more positive results for youth than programs that are delivered strictly through a lecture style.

Overall, it appears that treatment programs that are based on a formal risk assessment, focus on individual psychological/criminogenic needs, and are matched with the learning style of the youth are reported to be more effective than criminal sanctions alone and treatment programs that do not incorporate the above principles.

## 2.2 Intervention Philosophy

In addition to the above principles, research indicates that the effectiveness of a young offender program is also related to an understanding of intervention philosophies. Specifically, it is suggested that although there are a variety of intervention philosophies available to guide the implementation of offender rehabilitation programs, some of these approaches are more appropriate for youth. Leschied<sup>3</sup>, for example, argued that the following intervention philosophies might be most effective for young offender rehabilitation programs:

- (a) **Community-based interventions.** According to research, young offender programs located in the community produce more effective outcomes than those based in isolation from the community.<sup>4</sup> It has been suggested that this finding is also contingent upon the level of risk the youth poses as well as the type and quality of interactions he or she experience with the community.
- (b) **Multi-systemic therapy (MST).** According to research, young offender MST approaches that are family-based and multi-faceted (i.e., treatment initiatives that focus on the youth's family, peer, school and community networks) are more effective than interventions that are singular in nature. This argument is premised on the belief that young individuals are more susceptible to influences from a wider variety of sources than adults. As such, effective MST approaches:
  - 1. Are established on risk/needs assessment that reflects the youth's psychological and social environment;
  - 2. Build on individual and environmental strengths;
  - 3. Enforce positive behaviour and reduce antisocial behaviour;
  - 4. Focus on the present and on specific problems;

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<sup>3</sup> Leschied, A. (2000). *Informing Young Offender policy in Current Research: What the Future Holds*. Forum on Corrections Research, May, Vol. 2, pp. 36-39.

<sup>4</sup> McGuire, J., & Priestly, P. (1995). *Reviewing 'What Works': Past, Present and Future*. What Works: Reducing Reoffending. Guidelines From Research and Practice. John Wiley & Sons Ltd., New York, New York.

5. Require daily and weekly action by youth and family members;
  6. Constantly evaluate the effectiveness of interventions in their ability to achieve successful outcomes; and
  7. Empower caregivers to continue support beyond professional intervention(s).
- (c) **Cognitive-behavioural therapy interventions (CBT).** Research indicates that CBT interventions that are based on a social-psychological aetiology of delinquent behaviour are also more effective than interventions that ignore this aetiology. Specifically, it is suggested that the interaction of the individual with his or her environment can influence attitudes and subsequent behaviour. As such, targeting cognitions is an important focus for service providers seeking to develop and implement effective young offender rehabilitation programs.
- (d) **Restorative Justice Interventions.** Research indicates that Restorative Justice Interventions tend to be an effective approach for young offenders when applied to low-risk youth as an alternative to court. Restorative Justice Interventions generally involve a meeting between the youth, their family and the “community group” in an attempt to reconnect the youth to the values of their community while empowering the victim. The overarching objective of the meeting is to have the young offender take responsibility for his or her actions. This may occur in the form of “public shaming,” an apology, financial restitution or community work.

### 2.3 Service Delivery Issues

Once a psychologically/criminologically informed young offender initiative is decided upon, it is important to note that specifics regarding the delivery of the program may also play a significant role in its effectiveness. According to research, there are a number of service delivery factors that are related to effective young offender rehabilitation programs, including their ability to be:<sup>5</sup>

- (a) **Multi-modal.** Research indicates that programs that attempt to deliver information through a number of modalities are more effective than those only employing a singular modality. As such, programs that include lectures, discussions, role-playing, life-experiences, as well as other modes of delivery, tend to produce more positive results with young offenders than programs that only include one of these modes of delivery.
- (b) **Skills Oriented.** Research indicates that programs that include skill development are more effective than those that merely seek to address the causes of criminal behaviour. Effective skill-oriented programming for young offenders tends to address areas such as problem solving, social interaction and other types of coping skills deficits.
- (c) **Cognitive or Cognitive-Behavioural based.** Research indicates that young offender programs that attempt to modify an offender’s actions through

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<sup>5</sup> McGuire, J., & Priestly, P. (1995). *Reviewing ‘What Works’: Past, Present and Future. What Works: Reducing Reoffending, Guidelines From Research and Practice.* John Wiley & Sons Ltd., New York, New York.



changes in their thought processes, negative attitudes and antisocial values are more effective than programs that concentrate solely on offending behaviour. This research is premised upon the belief that one's behaviours are a product of one's cognitive (thinking) style and, as such, changes in behaviour are best achieved through concentration on cognition. In addition, it has been suggested that the effectiveness of this delivery style is increased by the fact that an offender is given an opportunity to model, role-play and practice pro-social values and behaviours.

### **3. YOUNG OFFENDER AUTO THEFT INITIATIVES**

In addition to the above information regarding basic research on young offender programming, it is also important to review the various programs that have been designed to specifically impact auto theft.

#### **3.1 International Auto Theft Initiatives.**

##### **3.1.1 Australia**

- (a) **National Motor Vehicle Theft Reduction Council (NMVTRC).** The NMVTRC is a joint initiative of all Australian governments and the insurance industry. The objective of the NMVTRC is to decrease opportunistic car theft through improving target hardening, diverting young offenders from criminal behaviour, and successfully reintegrating young offenders into society. Programs and initiatives developed by the NMVTRC are based on the best features of existing programs and has culminated in the following projects:
  - (i) **Adelaide's Street Legal Program.** The purpose of Street Legal is to address the high rate of motor vehicle theft through the use of crime prevention techniques and by rehabilitating young offenders. Street Legal employs the following intervention mechanisms: mechanical training work skills, case management and recreational interventions.

The Street Legal Program underwent an evaluation in 2001. Although the results of the evaluation indicated that the program was able to provide excellent opportunities to rehabilitate young offenders, it was also suggested that the initiative needed to extend its network of support beyond the duration of the program. In addition, it was reported that the program does not currently monitor the progress of its participants, limiting the ability to report successes, weaknesses and benefits produced for the community. For more information on this initiative, please see the following website:  
<http://www.google.ca/search?hl=en&ie=ISO-8859-1&q=street+legal+program&meta>.
  - (ii) **Streetwise Communication.** Streetwise Communication is Australia's primary developer/producer of information on social issues for young people and has been responsible for the development of a series of products related to the issue of car theft for the NMVTRC. The products of Streetwise communication have been distributed to schools, detention

centres, youth centres and support organizations around Australia. For more information on this initiative, please see the following website:  
[http://www.carsafe.com.au/t\\_05\\_b8.html#1](http://www.carsafe.com.au/t_05_b8.html#1)

### **3.1.2 United Kingdom**

- (a) **Vehicle Crime Reduction Action Team.** The Vehicle Crime Reduction Action Team (VCART) is a joint initiative of the Association of Chief Police Officers, the Home Office and the Department of the Environment, Transport and the Regions. The goal of this organization is to reduce auto theft of and from vehicles by 30% over a five-year period (April 1, 1999 to March 31, 2004). The aim of the VCART is to enhance vehicle security, improve enforcement, create safer environments, modernize information systems and improve regulation and the use of communication strategies. In addition, the VCART strives to divert young offenders from criminal behaviour by implementing initiatives that would hold young offenders accountable for their actions, assist parents in controlling the behaviour of their children, and introducing a short-term intervention program that includes punishment, rehabilitation and reparation. These initiatives are currently being piloted. For more information on this initiative, please see the following website:  
<http://www.crimereduction.gov.uk/vrcat1.htm>.

### **3.2 National Auto Theft Initiatives.**

For more information on the following auto theft initiatives, please see *Appendix 2: Auto Theft Information*.

- (a) **National Steering Committee to Reduce Auto Theft – Project 6116.** The goal of this committee is to implement strategies to reduce auto theft across Canada by forming a coordinated national initiative with all stakeholder groups. The Committee focuses on prevention and root causes of auto theft. Project 6116 also serves as a resource for legislators who seek to revise laws pertaining to auto theft.
- (b) **Joyriding and Youth: Communicating the Facts. Canadian Association of Chiefs of Police (CACP) – Crime Prevention Committee.** The objective of CACP is to develop public education and resource materials to address the issue of youth joyriding. CACP aims to address the root causes of youth crime by providing police and others with supplementary tools to help them prevent joyriding among young people.
- (c) **Insurance Council of Canada.** The project initiated by the Insurance Council of Canada attempts to reduce auto theft at a technical and social level. At a technical level, the organization aims to make motor vehicles harder to steal as well as more difficult and less profitable to resell. At a social level, the organization assists in the implementation of crime prevention measures in the community. The Insurance Council of Canada focuses on the development of information sharing and public awareness projects to support these initiatives.

### 3.3 Regional Auto Theft Initiatives

- (a) **Regina Crime Prevention Commission – City of Regina Auto Theft Sub-Committee.** The City of Regina Crime Prevention Commission, in conjunction with other concerned parties, provides information and educational media awareness support, as well as information to assist in reducing auto theft.
- (b) **Saskatchewan Police Practitioners.** In 2000, the Saskatchewan Police Services endorsed a collective agreement to donate all proceeds of crime money to a provincial campaign to help reduce auto theft. Approximately \$25,000 has been dedicated to produce a media campaign that includes radio spots and the development of awareness posters that encourage the use of anti-theft devices.
- (c) **Saskatchewan Government Insurance (SGI).** SGI, in conjunction with the Regina Police Service, have developed a Media/Education Awareness Campaign. In addition, during their “Join the Club” campaign, SGI provided a free anti-theft device (The Club) to those community members that owned one of the 10 top vehicles stolen in Regina.
- (d) **Serious Habitual Offender Comprehensive Action Program (SHOCAP).** SHOCAP consists of the sharing of information between The Regina Police Service, Social Services, schools and other agencies in order to ensure that responses to young offenders are coordinated. The aim of SHOCAP is to assist youth and young adults in modifying their behaviour and to provide incentive for socially acceptable behaviour. The SHOCAP unit, in conjunction with other agencies, tracks approximately 25 youth between the ages of 15 and 25. Based on frequency and escalation of crime and arrest records young people are placed in the SHOCAP program.
- (e) **Car Wash II.** The Regina Police Service, in conjunction with other concerned parties, have developed an auto theft initiative that consists of short, medium, and long-term strategies that involve an informational media program, court and bail alterations and enforcement. For this initiative, the Regina Police Service designated a special team that was trained in various tactics to apprehend auto thieves. In addition, youth workers track, monitor, and supervise young offenders engaging in auto theft.
- (f) **The Regina Multi Media Challenge.** The Canadian Association of Chiefs of Police, along with Project # 6116, Saskatchewan Government Insurance, the Regina Police Service, and the Government of Saskatchewan launched the Regina Multi Media Challenge on March 21, 2002. The intent of the Challenge was to gather insight into the thoughts and ideas of students around the issue of “joyriding”. This was achieved through a poster, video or a written entry. The top entry from each category was rewarded.

#### 4. HISTORY OF THE REGINA AUTO THEFT STRATEGY

It has been estimated that auto theft constitutes 12% of youth crime in Canada.<sup>6</sup> The significance of this estimate is underlined by studies indicating the extent to which auto theft results in injury or loss of life as well as an estimated cost of 1 billion dollars per year to Canadians. Like a number of other Canadian cities, Regina has also experienced an increase in the area of auto theft. For example, from 1989-1997, the Regina Police Service reported an increase from 569 to 2,781 motor vehicle thefts.<sup>7</sup> In addition, the rate of reported motor vehicle thefts in 1996 for the city of Regina was approximately three times the national average (i.e., 1,797 per 100,000 people). In 2000/2001 there was a significant increase in stolen auto activity in Regina. During that year 3,860 auto theft offences occurred, the highest number since 1996. In response to this increase, the Regina Police Service enacted Car Wash II from April 2001 to October 2001. This initiative was a resource-intensive project that outlined specific criteria for the Regina Police Service in dealing with auto theft offenders. During the program period, 329 individuals were charged with auto theft, possession of a stolen auto, or other related crimes in Regina.

In November 2001, a report was produced for the Police Commission highlighting a number of issues such as auto theft rates, offender profiles, disposition of charges, and trends around the issue of auto theft in Regina. Among other things, the offender profiles indicated that young offenders played a significant role in the rates of auto theft in Regina. This report, in combination with concerns voiced by both the Mayor of Regina as well as the Chief of Police culminated in a significant amount of media attention being paid to the issue of young offender auto theft in Regina. These concerns appear to have culminated in the Provincial Ministers of Social Services and Justice endorsing a collaborative “grass-roots” initiative to investigate the issue of young offender auto theft in Regina. This approach to the development of a solution to the problem of young offender auto theft is noteworthy in at least two respects. First, unlike other initiatives, this approach reflects a clear understanding that the issue is one that lies across a number of governmental and community sectors and, as such, required the collaborative and concerted efforts of individuals from various organizations. Second, the initiative also recognized the importance of developing a strategic response through the involvement of frontline members of the various organizations. This grass roots approach is an important aspect in any crime reduction initiative in that it allows experienced individuals to help shape the program while also ensuring their allegiance to the final product due to their personal investment.

As such, from November 2001 to January 2002, frontline members of Saskatchewan Social Services, Saskatchewan Justice, the Regina Police Service and the Regina Intersectoral Committee were brought together to develop a strategy for reducing the incidence of auto theft committed by young offenders in Regina. After reviewing the research and various programs, it was decided that the strategy should be founded upon evidence-based practice that suggested the development of risk management and risk reduction strategies in the rehabilitation of young offenders. Specifically, the objective

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<sup>6</sup> Linden, Rick. (2002). National Study of Young Offender Involvement in Motor Vehicle Theft. National Committee to Reduce Auto Theft.

<sup>7</sup> The City of Regina Crime Prevention Commission. 1999. Vehicle Theft Strategy.

of the strategy was to substantially reduce young offender auto theft through a number of guiding principles, including: (1) strict supervision and control of youth who are at risk to re-offend, (2) an effective combination of enforcement and rehabilitation, and (3) early intervention and education in crime and its consequences.

In addition, it was decided that four specific categories of youth were to be identified and differential responses developed for each. Identified categories included:

- (1) **At-Risk-Youth:** This group represents youth that have the potential to be drawn into the auto theft cycle.
- (2) **First Time Offenders:** Although this category represents the largest group of offenders, the Regina Police Service Stolen Auto Activity Report indicates that 4 out of 5 first time auto theft offenders did not re-offend.
- (3) **Repeat Offenders:** This groups consists of about 40 to 50 youth who have stolen more than one vehicle but are not yet considered to be a high-risk repeat offender.
- (4) **High Risk Repeat Offenders:** This group consists of about 30 young offenders whose criminal record reflects substantial involvement in auto theft. In addition to auto theft, these youth tend to consistently disregard Court orders and tend to be unsupervised in their residence.

Each of these categories is described in detail below and a number of observations and recommendations are put forward. It is important to note that from a program implementation view, the Regina Auto Theft Strategy is still a very new initiative and, as such, many of the following suggestions are reflective of the “age” of the project rather than its effectiveness per se.

#### **4.1 Youth at Risk: Education and Information**

The youth at risk category is developed upon a primary prevention model that attempts to eliminate the opportunity for deviant behaviour by targeting negative behaviours and attitudes that increase the likelihood for involvement in the criminal justice system.<sup>8</sup> The youth at risk category includes individuals who are not involved in auto theft but, given their life circumstances (i.e., geographic location, peer groups, etc.), have the potential to be drawn into this offence. Based on research and discussions the Regina Auto Theft Strategy Committee decided the most effective response for this group would be through education and information. It was decided that the education and information approach would focus on two groups: the general public and young auto theft offenders.

##### **4.1.1 General Public**

In terms of the general public, the Regina Crime Prevention Commission and Saskatchewan Government Insurance (SGI) continued their efforts at ongoing

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<sup>8</sup> Lab, S. (1997). Crime Prevention Approaches, Practices and Evaluations 3<sup>rd</sup> edition. Cincinnati, OH: Anderson Publishing.

education and information directed at car owners to enhance the security of their vehicles. Currently, the Regina Crime Prevention Commission and SGI are continuing their efforts, through scheduled monthly meetings, to focus on innovative techniques that will increase awareness of security and prevention techniques to reduce auto theft.

#### ***4.1.2 Auto Theft Offenders***

In terms of the use of information and education to positively impact auto theft youth at risk, it appears that the original intent of the strategy has altered somewhat. The original goal of this initiative was to specifically identify and address youth who were at risk for engaging in auto theft. In practice, however, it appears that there has been a limited amount of investigation into empirically identifying individuals who fall within this category and, initiatives have been expanded to include youth at risk beyond auto theft. Specifically, the program at present appears to target youth in grades five to eight in the Regina school system, as well as, an alternative program for youth on the Piapot First Nations Reserve through the collaboration on the part of the Regina Police Service School Resource Officers and Auto Theft Youth Workers.

Notably, the John Howard Society was provided a grant from February 2002 to December 2002 to work with auto theft young offenders. The program revolves around providing information and education to youth focused around auto theft. The role of the coordinator is to identify the needs of these youth and promote positive role models. In addition, the coordinator communicates with school youths that have not been involved in auto theft offending.

#### ***4.1.3 Observations and Recommendations***

During the relatively short length of time that this phase of the Strategy has been in operation, it appears to have made significant positive advancements in a number of areas, including:

- **Inclusion of a Primary Response Phase** – It is noteworthy that this strategy includes the understanding that any successful crime reduction program for youth must include a “primary” response that addresses issues related to youth at risk as well as concentrating on youths who commit crimes. That is, young offender crime reduction initiatives often concentrate solely on secondary (i.e., development of programs to deal with the commission of crimes such as sting operations) and tertiary responses (i.e., development of rehabilitation programs) and omit any reference to strategies aimed at addressing the issue at its core by identifying and addressing youth at risk BEFORE they engage in the undesired behaviour. The current program has clearly identified the importance of identifying and addressing a primary response to the issue of young offender auto theft.
- **Proactive Approach** – In addition to the above, it is important to note that this strategy involves the development and implementation of a proactive approach to identifying and addressing youth at risk. The program clearly reflects the importance of taking a proactive approach to identifying youth who might be at risk with regard to the issue of auto theft.

Although the Strategy reflects a number of significant positive advancements, as with any relatively young initiative, attention must also be given to a number of other areas, including:

- **Equitable Program Inclusion** - It is suggested that the youth at risk category become more firmly established as an integral part of the Regina Auto Theft Strategy. Although there has clearly been some positive movement with regard to this aspect of the Strategy, it appears that less emphasis has been placed on this particular category in comparison to the other three categories. It is important to note the significance of research indicating the degree to which primary (or preventative) programs can positively impact offending behaviour in youth if delivered in an effective fashion.
- **Formal Identification of Target Group** - Consideration should be given to more firmly establishing the target group for this category. Currently, it appears that this initiative has been expanded to include the general public as well as youth at risk for offences other than auto theft. Although it is clear that the education of the general public is an important aspect of auto theft, it is less clear how this practice fits within the rubric of positively impacting youth at risk. In addition, it is suggested that concentration be placed specifically on “auto theft” youth at risk with regard to education and information. Although it is clearly important to address issues related to all aspects of young offending, research indicates that attempts to address a variety of behaviours are less effective than attempts to address a single behaviour. It is also worth noting that programs that are specifically focused on a singular behaviour often have a positive “overflow” impact on other behaviours.
- **Formal Identification of “Youth-at-Risk” Profile** - Consideration should be given to empirically establishing the characteristics that identify a “youth-at-risk” with regard to auto theft in Regina. It is suggested additional attention needs to be paid to scientifically identifying the specific characteristics of youth that are related to risk with regard to the offence of auto theft.
- **Formal Identification of Effective Programming** - Consideration should be given to identifying the most effective strategies, content, and delivery of programs for information and education on youth offending as it relates to auto theft. Specifically, it is suggested that attention be paid to research from various disciplines regarding the most effective way to transmit information to youth (e.g., developmental psychology, educational psychology, etc.). In addition, it should be noted that there might be a need to develop more than one strategy for the effective delivery of information to youth at different ages. For example, according to Piaget, some younger children respond more positively to educational information that is presented in a way that makes it personally relevant to them while older children are more likely to respond to information that includes a social factor (i.e., peer pressure).
- **Formal Identification of Empirical Measures of Effectiveness** - It is imperative that a number of empirical measures of effectiveness for this phase are identified and that base-rate information is gathered. There does not currently appear to be any specific measure of effectiveness for the youth at risk

initiatives other than continual monitoring of auto theft offences. Although it is clearly important to monitor and record actual auto theft levels with regard to young offenders, it is important to note that it is impossible to directly “link” these numbers to the Regina Auto Theft Strategy. With the creation of specific measures and the collection of base-rate information, however, it is possible to directly correlate changes in the target population with the reduction of auto theft activity in youth. As such, it is suggested that formal assessment tools be created to evaluate the extent to which education/information programs directed at youth at risk are positively impacting participants. In addition, the assessment tools must be evaluated to ensure that they are equally applicable to both genders as well as to youth from various cultural backgrounds.

## **4.2 First-Time Offenders: Help Eliminate Auto Theft**

The Help Eliminate Auto Theft (HEAT) program is a unique and creative alternative measures initiative to deal with first-time auto theft offenders (*see Appendix 3: HEAT*). Alternative and restorative justice philosophies focus on the harmful effects of offender’s actions and actively involve the victims and offenders in a process of reparation and rehabilitation.<sup>9</sup> Within this perspective the focus is on the attainment of community accountability and personal responsibility. In addition, research has suggested that the earliest point that community and family can provide effective solutions the more effective the outcome will be. HEAT differs from most others in that it clearly reflects underlying philosophy of alternative measures programs in addition to the importance of including risk assessment as a core aspect of effective respond to offending behaviour. According to the original documentation regarding this phase, young offenders were to be referred to the HEAT program by the Crown during a post-charge process. The HEAT coordinator was to be trained to administer appropriate risk assessment tools and complete an Alternative Measures Assessment Screen with all youth referred to the program. The results of the Risk Assessment Screen were to determine the specific elements of the program that youth are subsequently referred to. Interview results and program documentation suggest that the HEAT program differs from most other programs in that it:

- engages youth with the program within days of the offence,
- includes a formalized risk assessment,
- has the youth complete the program within 3-6 months,
- provides incentive to youth (those who complete the program will not have a criminal record and may be excused from future litigation for damages enacted by SGI), and
- assists youth in making reparation to victims.

In addition, documentation suggests that the HEAT program also includes:

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<sup>9</sup> Van Ness, D., Strong, K. (1997). Restorative Justice. Cincinnati OH: Anderson Publishing.



- a restorative justice approach in which all youth participate in a victim-offender mediation or community justice forum,
- a cognitive skills component to target risk factors, and
- a support component where youth are matched with a volunteer to assist them in meeting their HEAT obligations and to provide positive role modeling.

Although the original intent of HEAT remains present, there have been a few modifications to this phase of the project since its inception. Specifically, the cognitive skills component of the HEAT program has yet to be implemented. It has been suggested that cognitive skills training for staff will commence in September 2002. Furthermore, the Level of Service Inventory (Saskatchewan Revision) is currently in a stage of development. In addition, staff members are currently being trained to administer the assessment tool (competency will be achieved once the supervisor has confirmed that the standard 2 days of training, the LSI interview, scoring and report have been completed). In regard to procedural aspects of this phase, referrals from the Crown to the HEAT program have encountered obstacles that appear to interfere with the procedure being completed within a 24-hour time period. This is noteworthy in that research indicates that second offences often occur soon after the initial offence.

#### ***4.2.1 Observations and Recommendations***

During the relatively short length of time that this phase of the Strategy has been in operation, it appears to have made significant positive advancements in a number of areas, including:

- Risk Assessment - Identification that risk assessment plays an important role in the potential rehabilitation of first-time young offenders. Research indicates the importance of matching early intervention strategies with the particular criminogenic needs of young offenders.
- Program Delivery - Identification of the importance of a program that is comprehensive and relatively short (i.e., 3-6 months). A number of programs aimed at rehabilitation of youth suffer from the problem of including long programs.
- Incentives – It is important to note that this phase of the Strategy includes offering youth an incentive in order to motivate their participation in the program. Research indicates that motivation plays a key role in the subsequent attendance and effectiveness of youth programs.

Although the Strategy reflects a number of significant positive advancements, as with any relatively young initiative, attention must also be given to a number of other areas, including:

- Training - Clearly, attention needs to be given to ensuring that staff members are properly trained in a timely fashion to administer and evaluate the identified assessment tools. In addition, it is important that written documentation be produced regarding why the specified assessment tools were selected and

describing how each assessment tool relates to the issue of first-time offender rehabilitation. This document is an important aspect of the project in that it will eventually form the basis for evaluating the effectiveness of this phase.

- **Continued Monitoring of Assessment Tools** - Consideration should be given to ensuring that all assessment tools employed in this phase of the projects are applicable to offenders that are male and female as well as from a variety of cultural backgrounds. Although the current tools such as the Saskatchewan Revision of the LSI are based on a valid and reliable prototype, it is imperative that independent analyses be conducted in order to continually monitor: (a) the reliability and validity of the revised tool, and (b) the applicability of the tool to various populations.
- **Measures of Success** - Consideration should be given to examining the level to which the HEAT program contributes to positively impacting first-time offenders beyond simply examining recidivism. Specifically, it is suggested that attention be paid to measuring and evaluating the impact that the HEAT program has on a number of psychological variables related to offending behaviour in youth (e.g., locus of control, attributions of responsibility, attitudes and motivation toward crime).
- **Community Resources** - It is suggested that the HEAT program continue to develop and expand on the number and types of community resources available to young auto theft offenders in order to meet their criminogenic needs and to more effectively respond to reintegration.
- **Formal Identification of Empirical Measures of Effectiveness** - It is imperative that a number of empirical measures of effectiveness for this phase are identified and that base-rate information is gathered on: (a) the effectiveness of the assessment tools, and (b) the effectiveness of the programs. First, there does not currently appear to be any measure of effectiveness in place to gauge the ability of the assessment tools to identify the specific criminogenic needs of first-time offenders. Similarly, there does not appear to be any measure of effectiveness in place to evaluate the effectiveness of the programs on these individuals. Clearly, it is vital that this phase of the initiative include a strategy for monitoring whether the assessment tools are providing a reliable and valid index of the needs of first-time auto theft young offenders. Likewise, it is vital to include a strategy that will empirically document the effectiveness of the program delivery.

#### **4.3 Repeat Offenders: Coordinated Supervision**

According to interviews and documentation, it appears that a significant aspect of the Regina Auto Theft Strategy is to ensure that the Regina Police Service and Social Services are able to identify young repeat auto-theft offenders, and for the Crown to alert Youth Court when court orders and conditions of release from remand custody are being considered. The overarching philosophy of this phase is based on research that suggests that efforts to reduce crime require collaborative efforts, thus improving

mechanisms of informal social control.<sup>10</sup> The focus of the Strategy is to respond to the needs of repeat offenders through the use of coordinated supervision. The Coordinated Supervision approach includes the following components:

- increased co-ordination between the Regina Police Service, prosecutors and Social Services to provide Courts with comprehensive information regarding the offender and the crime itself. This information may be used for sentencing as well as bail applications,
- integrated case planning between custody and the community that ensures public safety and supports progress for youth released from custody,
- dedication of one youth worker to prepare comprehensive case information for the Courts and to supervise youth who are released into the community with court-ordered bail hearings, and
- dedication of police personnel to compile detailed information for preparation of court files and to closely monitor youth released on conditions.

Although the current Coordinated Supervision approach remains similar to the original conceptualization, there have been some notable modifications. Specifically, the youth worker position, developed to prepare comprehensive case information for the Courts and to supervise youth released into the community, has been assigned to the general auto theft team. Currently, the duties previously performed by the youth worker have been dispersed among the other auto theft workers. In addition, the integrated case planning has not yet reached the level initially established.

#### ***4.3.1 Observations and Recommendations***

During the relatively short length of time that this phase of the Strategy has been in operation, it appears to have made significant positive advancements in a number of areas, including:

- Multi-Agency Coordination – It is important to note that this phase of the strategy includes coordination and communication across a number of agencies including the Regina Police Service, the Prosecutions Office, and Corrections and Public Safety. This approach to ensuring that the rehabilitation of the young offender is coordinated is one that is lacking in most other comparable strategies.
- Post-Release Monitoring – It is important to note that this phase of the initiative includes a formal post-release monitoring strategy to ensure that young offenders are adhering to their conditions of release.

Although the Strategy reflects a number of significant positive advancements, as with any relatively young initiative, attention must also be given to a number of other areas, including:

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<sup>10</sup> Lab, S. (1997). Crime Prevention Approaches, Practices and Evaluations 3<sup>rd</sup> edition. Cincinnati, OH: Anderson Publishing.

- Documentation - Consideration should be given to clearly documenting the historical and empirical rationale for employing a coordinated supervision strategy for dealing with repeat offenders. This document is an important aspect of the project in that it will eventually form the basis for evaluating the effectiveness of this phase.
- Formal Assignment of Responsibilities – Although it is clear that a multi-agency approach is a positive strategy, consideration should be given to clearly establishing which entity is responsible for each of the aspects of a coordinated supervision effort.
- Formal Identification of Empirical Measures of Effectiveness - It is imperative that a number of empirical measures of effectiveness for this phase are identified and that base-rate information is gathered on a variety of psychological and criminogenic aspects of repeat offenders.

#### **4.4 High-Risk Repeat Offenders: Integrated and Intensive Supervision and Case Management (IISCM)**

According to the interviews as well as documentation, it appears that a consensus was reached suggesting that in order to attain an immediate impact on the approximately 30 repeat offenders in this group, a focused approach was required that included integrated and intensive supervision and case management (IISCM). The basis for the IISCM approach appears to stem from evidence-based information on the Ontario Camp Turnaround program as well as best-practice research from psychological, criminological and sociological literature.<sup>11</sup> This approach suggests that case planning and programming must include a thorough risk assessment, a systematic way of addressing dynamic risk factors, and services that are capable of influencing the criminogenic needs of each young offender.

To date, a combination of case management strategies has been employed by the IISCM workers to reduce the high level of auto theft by the 30 identified repeat offenders. The principal aspects of the strategy is as follows:

- strict control of the offender's environment. When not in custody youth should be under supervision 24 hours per day.
- increased co-ordination between the Regina Police Service, prosecutors and Social Services to provide Courts with comprehensive information, including

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<sup>11</sup> Hoge, D., and Andrews, A. (1996). *An Investigation of Risk and Protective Factors in a Sample of Youthful Offenders*. Journal of Child Psychology and Psychiatry, Volume 4, pp. 419-424. Bonta, J. (1989). Native inmates, institutional response risk and needs. Canadian Journal of Criminology, Volume 31, Vol. 1, pp. 49-62. Cottle, C., Lee, R., and Heilbrun, K. (2001). *The Prediction of Criminal Recidivism in Juveniles*. Criminal Justice and Behaviour, Volume 28, Vol. 2, pp. 367-394. Funk, S. (1999). *Risk Assessment for Juveniles on Probation*. Criminal Justice and Behaviour, Volume 26, Vol. 1, pp. 44-68. Jung, S., and Rawana, E. (1999). *Risk and Need Assessment of Juvenile Offenders*. Criminal Justice and Behaviour, Volume 26, Vol. 1, pp. 69-89.

information about the crime itself and the offender. This information may be used for sentencing as well as bail applications.

- the use of a new risk assessment tool (i.e., the Level of Service Inventory – Saskatchewan Revision).
- integrated case planning between custody and the community that ensures public safety and supports progress for youth released from custody.
- dedication of four youth workers and one supervisor to case management and supervision.
- dedication of police personnel to compile detailed information for preparation of court files and to closely monitor youth released on conditions.

Although the current IISCM procedures remain similar to those identified at the inception of the Regina Auto Theft Strategy, there have been a few modifications. Specifically, there has been an addition of an auto theft youth worker at the Paul Dojack Youth Centre. The role of the auto theft worker is to administer risk assessments, deliver cognitive skills training (with a focus on risk-taking behaviour) and provide case management to chronic young auto theft offenders in custody. This role is currently in a stage of development as the cognitive skills program has not yet been implemented and the training for the risk assessment is ongoing until a level of mastery is achieved.

#### ***4.4.1 Observations and Recommendations***

During the relatively short length of time that this phase of the Strategy has been in operation, it appears to have made significant positive advancements in a number of areas, including:

- Risk Assessment – It is important to note that this phase of the initiative, like other phases, includes a risk assessment component. This approach reflects research indicating the significant role that risk assessment plays in rehabilitation.
- Integrated Case Planning – It is important to note that this phase of the initiative includes an integrated approach to case management between custody and the community. The transition from custody to community is an area that has been traditionally neglected by many programs. It is commendable that the present Strategy not only recognizes the importance of this transition but has also included it as a key aspect of the overall initiative.
- Police Participation – It is important to note the inclusion of the Regina Police Service in this phase of the initiative. Projects on young offenders often tend to exclude police agencies once the offender has been processed.

Although the Strategy reflects a number of significant positive advancements, as with any relatively young initiative, attention must also be given to a number of other areas, including:

- Continued Monitoring of Assessment Tools - Consideration should be given to ensuring that all assessment tools employed in this phase of the projects are applicable to offenders that are male and female as well as from a variety of cultural backgrounds. Although the current tools such as the Saskatchewan Revision of the LSI are based on a valid and reliable prototype, it is imperative that independent analyses be conducted in order to continually monitor: (a) the reliability and validity of the revised tool, and (b) the applicability of the tool to various populations.
- Development of Additional Indices for Monitoring Effectiveness - Consideration should be given to examining the level to which the IISCM program positively impacts high-risk repeat offenders beyond simply examining recidivism. Specifically, it is suggested that attention be paid to measuring and evaluating the impact that the IISCM program has on a number of psychological variables related to offending behaviour in youth (e.g., locus of control, attributions of responsibility, attitudes and motivation toward crime).
- Custody/Community Relations - Consideration should be given to ensuring that practices are put forth to ensure a consistency of resources from custody to the community. This may be achieved through the shared supervision of community and custody IISCM workers, contracted service providers, educators, elders and counsellors. It has been recommended that youth have a sustainable plan and ongoing support for the future. In order to provide youth with consistent and continual support, treatment initiatives such as family therapy and various interventions programs should be offered in both custody and the community. Specifically, once the cognitive skills program is implemented it is suggested that this resource be available to young offenders in both custody and the community.
- Services - consideration should be given to expanding the number of resources available to young offenders through the development and implementation of additional rehabilitation groups and services. For example, the current number of resources results in difficulties with compliance to non-association clauses on probation orders. Non-association clauses on probation orders direct that a young offender is not to interact with specified individuals. Youths who have been prohibited from interacting often have no choice but to participate in the same program.
- Relapse Prevention - Staff should investigate the possibility of incorporating a specific relapse prevention program into the initiative in order to provide individualized follow-up treatment to auto theft offenders. Such a program would allow youth to build on the skills learned while in custody and continue to focus on criminogenic needs. In addition, a relapse prevention program would serve to occupy auto theft young offenders during periods of increased risk to re-offend (e.g., during the summer months and evenings).
- Restitution - Consideration should be given to examining the impact of incorporating a restitution aspect to this phase of the Strategy. Should restitution be identified as a key factor in the rehabilitation of certain high-risk offenders, it

is suggested that additional avenues be created to allow for this. Currently, Atoskata is Regina's only victim compensation program. Atoskata strives to make young offenders more aware of the impact their actions have on victims, and when possible, to provide the opportunity for youth to make a symbolic offering to victims as a symbol of respect. The program is currently experiencing a significant waiting list.

- **Coordination With Adult System** - Consideration should be given to examining how to best coordinate the needs of these high-risk youths once they become adults. A number of these young will shortly be graduating into the adult correctional system and, as such, staff should investigate and comment upon the availability of providing a consistency of resources to young offenders between the youth and adult systems.
- **Formal Identification of Empirical Measures of Effectiveness** - It is imperative that a number of empirical measures of effectiveness for this phase are identified and that base-rate information is gathered on a variety of psychological and criminogenic aspects of high-risk repeat offenders.

## **5. General Conclusions and Recommendations**

As per mandate, this evaluation report has attempted to present a comprehensive examination of the original program, modifications to the program, and recommendations for continued improvement. It is important to note that the following general recommendations are based on a process evaluation model rather than an outcome evaluation model. As such, the following recommendations are made within the context of evaluating a program that is relatively new and in the process of development. Specifically, the following comments revolve around issues that should be addressed within a framework of solidifying the program with regard to its goals, practices and the development of outcome measures suitable for use in a future outcome evaluation.

Overall, it is clear that the Regina Auto Theft Strategy has been effective in implementing a number of innovative approaches and techniques to address the issue of young offender auto theft. In addition, it is also abundantly evident that the Regina Auto Theft Strategy was developed in an attempt to respond to the specific needs of the community, at-risk youth and young offenders in Regina. A review of the Strategy indicates a number of specific positive elements, including:

- **Demographic Applicability** – Although it is clear that the strategy has been designed to meet the demographic, cultural and geographic specifications related to young offender auto theft in Regina, it is also clear that the strategy represents a base model for the development of similar strategies in other locales.
- **Risk Assessment** – The inclusion of a risk assessment component in a number of phases of the strategy indicates a keen awareness of the importance of gaining information on the needs of young offenders with respect to effective rehabilitation. The importance of risk assessment as a rehabilitative tool has

been clearly defined by the research yet seldom is employed in non-custodial youth programs.

- Grass Roots Development & Ownership – A review of the strategy indicates that it was clearly developed through the collaborative efforts of a number of frontline workers. There is a clear indication that this approach to development has resulted in a program that: (a) addresses the needs of young offenders in a practical fashion, and (b) reflects a high degree of ownership from frontline workers.
- Multi-Agency Cooperation – The current strategy is also to be commended on the successful development and implementation of an initiative that combines a number of agencies. Although it is widely understood that effective responses to issues such as youth crime call for an integrated response involving a number of agencies, seldom does this occur due to administrative and other difficulties.

Although the current program reflects a number of significant positive advancements, as with any relatively young initiative, attention must also be given to a number of other areas. In addition to the observations and suggestions made in each of the sections above, the following general recommendations are suggested:

- Identification of Basis for Development of Responses - Consideration should be given to reviewing all four phases of the Strategy to identify the theoretical models or research that were used to inform the development of each of the responses. For example, the review should clearly indicate the basis upon which it was decided that information and education was the most effective response for dealing with youth at risk.
- Indices of Effectiveness - It is recommended that indices of effectiveness be established and base-rate information be formally gathered for all phases of the Strategy. In addition, it is suggested that these indices include psychological and criminogenic aspects of offending as well as recidivism rates.
- Inter-Agency Communication Protocol - It is suggested that the Departments of Justice and Social Services (Regina Regional Offices) and the Regina Police Service jointly develop an auto theft communication protocol. The development of this protocol might include elements such as a Procedure Manual and identified training that is consistent for the application of this strategy when working with young auto theft offenders. In addition, the protocol would serve to aid in the distribution of information about the auto theft strategy to other interested parties and stakeholders.
- Outcome Evaluation - It is suggested that a formal outcome evaluation be conducted in approximately three to five years. This evaluation should examine the effectiveness of the Regina Auto Theft Strategy by comparing baseline and present data in a number of areas including: (1) offender recidivism (i.e., severity, number, etc.), (2) offender progress in psychological, cognitive, life skills and vocational areas, (3) intake procedures, (4) program delivery, and (5) exit procedures.



## 6. RESOURCES

Key Stakeholders Interviewed:

<b>Corrections and Public Safety</b>
<ul style="list-style-type: none"> <li>▪ Denis Losie</li> <li>▪ Neil Yeates, Deputy Minister of Corrections and Public Safety</li> <li>▪ Tammy Kirkland, Program Consultant</li> <li>▪ Bob Kary, Director of Community and Young Offender Programs</li> <li>▪ Dr. Brian Rector, Director of Program Development and Therapeutic Services</li> </ul>
<b>Social Services</b>
<ul style="list-style-type: none"> <li>▪ Rick Bereti, Family Service Division</li> <li>▪ Dave Hedlund, Regional Director of the Department of Social Services</li> <li>▪ Shannon Thomas, Auto Theft Worker</li> <li>▪ Gary Sanderson, Auto Theft Worker</li> <li>▪ Trisha Green, Auto Theft Worker</li> <li>▪ Nicole Sorsdahl, Auto Theft Worker</li> <li>▪ Lisa Lockie, Auto Theft Worker Supervisor</li> <li>▪ Jamie Boldt, HEAT Program Coordinator</li> <li>▪ Doris Schnell, Director of Programs at Paul Dojack Youth Center</li> <li>▪ Linda Clements, Regional Manager of Adult Probation Services</li> <li>▪ Bonnie Durnford, Deputy Minister of the Department of Social Services</li> </ul>
<b>Regina Intersectoral Committee</b>
<ul style="list-style-type: none"> <li>▪ Donna Benesh</li> </ul>
<b>Regina Police Service</b>
<ul style="list-style-type: none"> <li>▪ Wendy Stone, Crime Prevention Strategist</li> <li>▪ Cal Johnston, Chief of Police</li> <li>▪ Bob Morin,</li> <li>▪ Sgt. Jim McKee</li> <li>▪ Sgt. Peever</li> </ul>
<b>Crown Prosecution</b>
<ul style="list-style-type: none"> <li>▪ Daryl Rayner, Public Prosecutions</li> <li>▪ Frank Impy, Public Prosecutions</li> </ul>
<b>John Howard Society</b>
<ul style="list-style-type: none"> <li>▪ Robert Yee</li> </ul>

## **APPENDICES**

**Appendix 1: Research Plan**

**Appendix 2: Auto Theft Information**

**Appendix 3: HEAT**

## **APPENDIX 1: RESEARCH PLAN**

## **General Outline of Research Plan and Proposed Interview Questions**

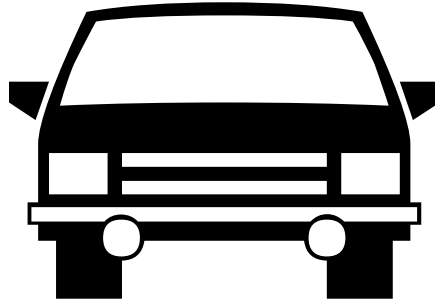
### **Phase 1: Analysis of Original Program**

<b>Research Questions</b>
<p>(1) What was the intent behind the original program?</p> <p>(2) Where did the need for the program come from?</p> <p>(3) What needs were to be addressed by the program?</p> <p>(4) Where did the guiding philosophy and suggested practices of the program originate from?</p> <p>(5) What specific role was the program to serve in terms of the rehabilitation of offenders?</p> <p>(6) What were the original expectations of the program?</p> <p>(7) Who is responsible for the development and implementation of the program?</p>

## **Phase 2: Analysis of Current Program**

<b>Research Questions</b>
<p>(1) What is the intent behind the current practices of the program?</p> <p>(2) Have the current practices of the program deviated from the proposed original practices? If yes, what is the nature and the rationale for the changes?</p> <p>(3) What needs are addressed by the current practices of the program?</p> <p>(4) Have the current practices departed from the original philosophical basis of the program? If yes, what is the nature and the rationale for the changes?</p> <p>(5) What specific role do the current practices of the program serve in terms of the rehabilitation of offenders?</p> <p>(6) What are the current expectations of the program?</p> <p>(7) Who is currently responsible for implementing the current program?</p> <p>(8) Are there any new or innovative practices that are currently being employed?</p> <p>(9) What are the defined criteria for dealing with <i>youth at risk</i>? 10) What are the defined criteria for dealing with <i>first time offenders</i>?</p> <p>(11) What are the defined criteria for dealing with <i>repeat offenders</i>?</p> <p>(12) What are the defined criteria for dealing with <i>chronic repeat offenders</i>?</p>
<b>ABOVE INFORMATION TO BE COMPILED BY RESEARCHER</b>

## **APPENDIX 2: AUTO THEFT INFORMATION**



## Auto Theft Information

Where does it all fit?

Updated December 06, 2001

June 21, 2001

Compiled by: Wendy Stone RPS - Crime Prevention Strategist

# Nationally

## ONE

**Name of Project:**

National Steering Committee to Reduce Auto Theft - Project #6116

**Contact Person (s) & Address:**

Ms. Marlene Viau

Chairperson

National Steering Committee to Reduce Auto Theft

990 Townline Road, RR#2

Kemptville, Ontario

K0G 1J0

Telephone: (613) 258-9753

Email: marleneviau@aol.com

**Project Description:**

The strategy of the Committee is to reduce auto theft by:

- Making cars more difficult to steal
- Making cars and parts harder to resell

With respect to the addressing the causes of youth involvement in this type of crime, the committee will be aided with the co-operation and partnership that has been formed with the Canadian Association of Chiefs of Police (CACP). The organization will use the results of the CACP project on Youth and Joyriding to orient its strategies on the issue.

**The goals and objectives of the National Steering Committee to Reduce Auto Theft are:**

- To form a partnership and lead a cooperative and coordinated national initiative to reduce auto theft
- To form a partnership with government agencies and private sector industries to add value to their existing and proposed initiatives to reduce auto theft levels in Canada
- To facilitate cooperation between all stakeholder groups in order to implement the identified strategies to reduce auto theft levels in Canada
- To have the committee serve as a resource tool and information sharing opportunity
- To negotiate stakeholder agreement for the provision of timely, cost effective data related to auto theft levels in Canada



- To encourage approaches focused on prevention and addressing where possible the root causes of auto theft

### **Action Plan**

The first item for action is the establishment of sub-committees that will focus on the four following areas:

- 1) Youth involvement in auto theft
- 2) Organized vehicle theft rings
- 3) Creation of national and international vehicle information exchange
- 4) Communications

Based on several source documents, including the Groupement des assureurs automobiles "Fight against auto theft action plan", the Australian auto theft report titled, "Driving Down Vehicle Theft: 4 Year Strategic Plan" and the United Kingdom's report, "Tackling Vehicle Crime: A Five Year Strategy".

### **Youth Involvement in Auto Theft**

The objective of this committee will concentrate on youth's involvement in motor vehicle theft while focusing on two areas:

#### **Youth Prevention:**

- Promoting and facilitating the CACP research and continuing to identify motivations and underlying root causes of youth's involvement in auto theft
- When published the research from the CACP project will be used to orient this sub-committees intervention strategies on the issue of youth involvement in auto theft
- Target youth intervention groups and verify whether they discuss auto theft as an issue
- Integrate an auto theft control section in youth groups interventions
- Recommend and examine programs that could be established for young offenders such as: preventive measures and reactive measures

#### **Preventive Measures:**

Work with existing programs to better understand the characteristics of successful youth vehicle theft prevention programs

#### **Reactive Measures:**

Continue to address the underlying root causes of joyriding as identified in the CACP Youth and Joyriding project by researching potential chronic offender rehabilitation programs (e.g. Serious Habitual Offender Comprehensive Action Program known as SHOCAP – a multi-disciplinary program that has been successfully

implemented in some US jurisdictions and in the Prairies to lower recidivism rates of habitual offenders).

- Monitor and facilitate best practice programs with responsible government departments and industry (possible conference in collaboration with NCPC)

#### **Vehicle Protection:**

- Promote the importance of anti theft devices to the public and auto manufacturers in preventing auto theft by thieves and collaborate with auto manufacturers and promote voluntary compliance with the VICC Standard for Automotive Theft Deterrent Systems
- Endorse and promote the VICC standard for Automotive Theft Deterrent Systems
- Ensure that the Vehicle Information Centre of Canada (VICC) program gets public recognition by broadcasting its results on vehicle safety programs. This information will induce consumers to acquire those anti-theft devices deemed the safest and most efficient.
- Secure a commitment from insurers to recognize only VICC-certified anti theft devices

#### **Task force on Youth Involvement in Organized Vehicle Theft Rings**

##### **Objective:**

- Sub-committee will review products which are exploited by organized vehicle theft rings
- Various stakeholders on this task force will identify which measures their own organizations or associations need to implement in order to reduce auto theft  
Sub-committee will collaborate with the GAA in implementing the following actions identified in their GAA action
- Analyze the criticality of parts marking (manufacturers) and the incentives that the Industry could use to promote marking
- Find ways to encourage manufacturers to increase the number of marked parts on their vehicles
- Find way sot encourage consumers to increase the number of marked parts on their vehicles

##### **Judicial System:**

There are three primary objectives with respect to the judicial system:

- Position appropriate stakeholders as a referral agency for the courts in auto theft related cases – the information it can provide on the magnitude of auto theft in Canada and its adverse effect on society will influence the courts
- To act as a resource tool to inform judicial representatives associations (such as crown attorneys, lawyers and judges) of the complexity of auto theft in Canada and the violence potential that

may elevate this crime beyond the perception that it is a property crime (e.g. indicate who the victims are).

- Provide them with statistics, auto theft costs and information on the means used by thieves to evade the system.

**Presentations:**

Committee representatives to use every possible occasion to:

- Create awareness among the public; and
- Speak on auto theft at conventions and conferences

**Task force that will address the need for a National Vehicle Database:**

- Exchange information on a national and international basis
- Collaborate with Transport Canada and CCMTA to examine if a national vehicle database can be established using existing provincial infrastructures
- Examine the possibility of other technological solutions to disseminate and identify the status of vehicles registered nationally and internationally

**Communications/Strategy Plan**

The overall plan of the National Steering Committee is to raise public awareness of the scope and consequences of motor vehicle theft and promotion of industry's and individual's responsibility in implementing basic practices to reduce auto theft levels in Canada.

**The integration of the communications strategy will occur via:**

- Web site
- Insurance Council of Canada Publicity Awareness Campaign
- Canadian Association of Chiefs of Police
- High school engagements
- Presentations

**Two**

**Project Name:**

Joyriding and Youth: Communicating the Facts

Canadian Association of Chiefs of Police (CACP) – Crime Prevention Committee

**Contact Person (s) & Address:**

Chief **Edgar MacLeod**

Chair

Crime Prevention Committee

Canadian Association of Chiefs of Police

1710 – 130 Albert Street

Ottawa, Ontario

K1P 5G4

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Fax: (902) 567-2266

Email: [eaclarke@cbrmps.cape-breton.ca](mailto:eaclarke@cbrmps.cape-breton.ca)

**Project Description:****Background**

Automobile theft is estimated to cost Canadians close to \$1 billion each year. In 1998, 165,799 incidents of motor vehicle theft were reported to police – an average of 454 vehicles a day. A significant portion of these cars are stolen for the purpose of joyriding. Joyriding is often thought to be a thrill-seeking prank undertaken by teenagers but it is a serious public safety issue. All too often joyriding results in property damage, injury and even death. Joyriding puts the lives of the individuals involved, police officers and innocent bystanders at risk.

The Canadian Association of Chiefs of Police (CACP) is dedicated to the support and promotion of efficient law enforcement and to the protection and security of the people of Canada. Much of the work in pursuit of these aims is done through the activities and special projects of a number of committees and through the active liaison with various levels of government and departmental ministries having legislative and executive responsibility in the matter of laws and policing. The project *Joyriding and Youth: Communicating the Facts* is being supervised by the Crime Prevention Committee.

**Objectives**

The National Strategy on Community Safety and Crime Prevention, through its Business Action Program on Crime Prevention is funding the CACP \$100,000 to develop public education, learning and


resource materials around the issue of joyriding, aimed at youth. The overall objective of this project is to address the root causes of crime among youth by providing police and others with additional tools to assist them in working with young people to prevent joyriding. Youth are a key resource in working with their peers to prevent crime, including joyriding, and as such, young people will be involved throughout this initiative.

To ensure that the tools are relevant to police and to youth themselves, the first phase of the initiative will involve interviews with police chiefs and front line officers and roundtable discussions with police, youth, community and youth-serving organizations, parents, school personnel and others. Through these discussions the CACP will identify the kinds of tools which currently exist and those that are needed. Interviews and roundtables will take place in six regions across the country to help ensure that the tools and resources reflect regional perspectives.

Based on existing knowledge and the information collected, the second phase of the project will see the development of materials, which could include, a video or CD-ROM, information and teaching kits for police who make presentations in schools or educational posters. These materials will be used to aid police officers, teachers, youth peers and youth serving agencies in undertaking a public awareness and public education campaign aimed at preventing youth from becoming involved in joyriding.

### **The Partners**

The CACP is actively working in partnership with various police departments across the country, Solicitor General Canada, Transport Canada , youth serving organizations and communities.

 I have been in contact with key folks involved in the CACP project and have put Regina forward as being a *possible pilot project* site for the poster and video challenge portion of the project. If Regina is chosen, details would be worked out and I would let folks know our role.

## THREE

### **Project Title:**

Insurance Council of Canada

**Contact Name & Address:**

Mr. Robert Tremblay  
151 Yonge Street  
Toronto Ont  
Telephone: 416 362 2031  
Fax: 416 361 5952

**Project Description:**

This project offers an approach to curb auto theft at two levels, technical and social. With respect to the technical aspects something must be done to make automobiles harder to steal. When cars are stolen, they must be more difficult and less profitable to sell. On a broader social level, the organization is going to facilitate the implementation of preventive measures at the community level. For organized criminal groups, auto theft is a training ground that often includes drawing young people into criminal behaviour. Youth involvement in the theft of automobiles is overwhelming. Thus, the organization is going to approach the issue by undertaking an information sharing and public awareness project. The organization sees the need to inform Canadians about the scope of this problem, so that they can make a difference in their communities. This includes providing communities with information and supports they need to help young people stay away from criminal behaviour. A variety of strategic activities will be developed and implemented by the organization and various partners over the next two years.

I have a series of 5 videos and speakers notes from this project. There is also an interesting document titled *An Overview of the Fight Against Auto Theft*.

## Regionally

ONE
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**Group Title:**

Regina Crime Prevention Commission – City of Regina  
Auto Theft Sub-Committee

**Contact Name:**

Mayor Pat Fiacco Chair person of the Commission  
Mr. Larry Fogg Chair of Auto Theft Sub-Committee

**Description:**

As one of 5 priority areas the City of Regina Crime Prevention Commission has decided to focus on, Auto Theft is one of the priorities. They are willing to provide assistance in the form of informational and educational media awareness support, as well as attempt to provide information to assist in curbing the auto theft problem. This group encourages that the work undertaken is done in partnership with other concerned parties.

One project that the Auto Theft Sub Committee of the Crime Prevention Commission (in collaboration with SGI and the Regina Police Service) is undertaking right now is a gather of youth who have been involved in and caught by the Police, participating in thefts of autos. This gathering is aimed at establishing some of the motivation and feelings from the youth as to why they become involved in these activities. There is the hope that some of the information provided by some of the youth can be used to better suit programs, activities, community supports, and school engagements to alleviate the pressures that have caused them to get involved in.

## Two

**Group Title:**

Saskatchewan Police Practitioners

**Contact Name:**

Murray Sawatsky – Director of the Saskatchewan Police Commission

On the average 2 times a year, a group of police practitioners from across the province gather to speak to each other about programs, initiatives and topics that they are experiencing, and may feel are of greater importance at the time. This gives police services from around the province the opportunity to learn about what others are doing. This past year (2000-2001) a collective agreement was made among all the police services in the province to dedicate all the dollars available from the proceeds of crime money to a provincial campaign to help in dealing with the auto theft problem. Approximately \$25,000 has been allocated as resources to produce a media campaign including radio spots, produce awareness posters all encouraging the use of antitheft

devises and suggestions for caution. SGI has also contributed financially (\$5,000) to this media campaign.

Another project from the Police Practitioners is that they intend to bring together a group of law enforcement officials from across the province to educate and promote the project that was mentioned above. It was felt that it was necessary to inform the front line people clearly of the project and how the project intends to work. This will increase the likelihood of success from the media and poster campaign.

## THREE

### **Contact Person:**

Larry Fogg  
Penny McCune  
Toni Ennis

### **Description:**

*SGI in partnership with the SK Police Practitioners Project*

SGI has agreed to play a role in a number of the auto theft projects that are taking place. SGI has provided financial assistance to the Police Practitioners media campaign project for printed material as well as dedication to future auto theft projects.

*SGI in partnership with the Crime Prevention Commission Auto Theft Project*

SGI and the Crime Prevention Commission –Auto Theft Sub Committee are working together with the Regina Police Service and Street Culture Youth Project to pull together a group of youth who have been convicted of auto thefts to have a candid discussion about what motivates them to steal autos. What might deter them, and how supports may be put in place to assist the youth in healthier choices. SGI has agreed to dedicate some resources to projects of this sort specifically working and understanding the youth.

SGI is holding a Join the Club campaign at Al Ritchie Community Centre towards the end of June 2001. At this time SGI will be giving away 2000 Clubs to vehicles which fall under the top 10 most stolen vehicles in Regina. There will be volunteers from SGI as well as representatives of the Citizens Police Academy Alumni assisting also.

## **Locally**

## ONE



**Project Title:**

Enforcement Strategy 2001

**Contact Name:**

Management Committee and Stolen Auto Committee

**Project Description:**

Due to an astronomical increase in the number of automobiles being stolen and a gradual increase over the past 4 years, it was determined that a strategy of action needed to occur.

As part of the initiative there are 6 short term goals with numerous medium to long term goals. The 6 to take action on immediately consisted of:

- 1) the opposition of release;
- 2) taking photographs of the damage when a vehicle is recovered and arrest is made – with discretion to be used;
- 3) attach a stolen auto statistical graph to each court report;
- 4) estimation of the cost to victims to go in every report (case summary) including cost of the vehicle, damage to the vehicle, loss of wages, etc.;
- 5) launch Car Wash 2; and
- 6) possibly halt pre-charge diversions to RAMP.

Long term goals of the Strategy include, but are not limited to offender profiling, historical trends, new/re-adjusted programs, and a review of what other jurisdictions are doing, media awareness and education.

## Two

**Project Title:**

RPS Planning and Research

**Contact Name:**

Planning and Research Team

**Project Description:**

This project is a sub section of the Enforcement Strategy 2001. Within the planning and research section, a number of projects will be undertaken. Research will occur that will assist in answering the following questions:

- 1 Who is stealing the vehicles? (Offender Profile)

- 📌 Where, when, why are they being dumped?
- 📌 What are the consequences?
- 📌 What is occurring in other jurisdictions?
- 📌 Is there a trend? If so, what is it?

## THREE

**Project Title:**

Serious Habitual Offender Comprehensive Action Program (SHOCAP)

**Contact Name:**

SHOCAP Unit

**Project Description:**

The Program involved youth as young as 12 years of age, but are typically between the ages of 15-25 and have been involved in crimes of a serious and escalating nature. When prioritizing potential candidates, consideration is also given to age and the likelihood of successful intervention. SHOCAP's ultimate goal is to assist the youth and young adults in modifying their behaviour and provide incentive leading to conformity with societal rules. The alternative is the protection of society by incarcerating the offender should they not comply with the law.

This program is a network between the Department of Social Services, Department of Justice Prosecutors Office, Community Corrections and the Regina Police Service.

The SHOCAP Unit in co-operation with the other agencies, tracks the activities of approximately 25 persons. Based on their arrest records, frequency in crime and escalation in crime, young people are placed on the SHOCAP program. Based on certain criteria, they are considered Serious Habitual Offenders.

Once selected as a SHOCAP Candidate, they stay on the program until they complete one crime free year on the streets. Periods of incarceration are not included in one crime free year. The individuals are closely monitored and supervised on the street, in their homes and at school. This serves as a control over their activities and provides a true picture of their living environment.

## FOUR

**Project Title:**

Car Wash II

**Contact Name:**

## Street Crimes

### **Project Description:**

As part of the overall Enforcement Strategy 2001, Project Car Wash is a rigorous approach to combating the auto theft problem in Regina. A special team has been briefed and trained in various tactics to apprehend auto thieves. The project Car Wash will remain active until the problem seems to be somewhat controlled.

## FIVE

### **Project Title:**

SGL – Join the Club

### **Contact Name:**

SGL – Toni Ennis

### **Project Description:**

SGL provided the opportunity for people to pick up a free Club at the Al Ritchie Community Centre. This initiative targeted the top 10 vehicles stolen in Regina.

## SIX

### **Project Title:**

Video/Poster Challenge – Project #6116 & CACP

### **Contact Name:**

Marlene Viau and Wendy Stone

### **Project Description:**

Details still to be set. Looking at involving schools, community groups and other interested groups be involved. Looking to youth to raise awareness through poster and video development.

Winners will be part of Marlene Viau's speeches in schools (victim testimonials, and discussion of joyriding impacts) across Canada.

## **APPENDIX 3:**

### **HEAT**

## HEAT (Help Eliminate Auto Theft)

HEAT is an alternative measures program for youth receiving their first auto offence related charge (exclusionary charges would be dangerous driving and evading police). It is one component of a comprehensive strategy being implemented within the city of Regina to meet the needs of auto owners and young auto theft offenders. The objective of the HEAT program is to identify youth who can benefit from an alternative measures intervention, and by providing early, targeted interventions, interrupt potential re-offending behaviours. The services offered through the HEAT program will be specifically designed to 1) address the needs and concerns of the victim, including the insurer 2) address the criminogenic risk factors that have been identified for each youth, and 3) engage the offender's family and community in addressing those risk factors.

As HEAT is a strategy developed for first time auto related offenders, new auto related charges incurred during involvement in the program will result in a youth being removed from the program. If additional charges result from auto related offences that took place prior to the youth committing to the HEAT program the youth will be maintained in the program. Other types of offences that occur during involvement with the program will be assessed on a case by case basis.

The original HEAT proposal was initiated by the Regina Youth Forum Pilot and is now being funded and/or endorsed by the Forum, the Department of Corrections and Public Safety, the Saskatchewan Department of Sask Justice, the Regina City Police, SGI, Regina Alternative Measures Program and Child and Youth Services.

The increased emphasis on a timely alternative measures response in addressing behaviours that significantly impact society is consistent with the language and intentions of the proposed Youth Criminal Justice Act. In referencing extrajudicial measures (presently alternative measures) the YCJA states that extrajudicial measures:

- "are often the most appropriate and effective way to address youth crime";
- "provide an effective and timely response to offending behaviour outside the bounds of judicial measures";
- "encourage families of young persons - including extended families where appropriate and the community to become involved in the design and implementation of those measures" and;
- "provide an opportunity for victims to participate in decisions related to the measures selected and to receive reparation."

In applying the HEAT program, it should be recognized that it is a pilot being used to test new concepts (i.e. policy of arrest, screening, programming targeted to risk factors) based on advanced evidence-based practice research. As the program is developed and evaluated we would look toward applying this level of program standard across the province.

Significant program development has occurred and referrals to the program will begin May 1, 2002. The pilot project will be given two to three years to fully develop and provide results to analyze for effect. The Regina Alternative Measures Program has been engaged as the host organization. A project coordinator was hired to administer the program and a HEAT advisory committee will be maintained to provide direction and support. Current statistics suggest that 75 to 100 youth will be eligible for this program yearly (pre-screening). Program capacity will be established through experience and adjusted as additional resources are developed to address

youth needs. This will facilitate timely application of services and maximize the ability to customize services to individual needs.

Auto theft files will be tagged by the city police R.A.M.P. coordinator for the Crown and youth will be referred to HEAT by the Crown, as a post charge process, applying provincial eligibility criteria (Section 4, YOA) and the specific criteria of HEAT. The HEAT coordinator will be in daily contact with the city police R.A.M.P. coordinator/Crown to identify possible referrals and will establish the most efficient and timely referral and communications process. If the youth agrees to HEAT a future court date will be set at this initial appearance to allow time for the HEAT program or other appropriate programming to be completed. All youth should complete the HEAT program within three to six months.

If referred to HEAT, youths' first contact with the HEAT coordinator will occur within two days. Research indicates that second offences occur soon after the initial offence, emphasizing the need for timely intervention. Youth and their parents/guardians will meet with the HEAT coordinator and receive a full explanation of the program, and sign a copy of the program detail to indicate they have received and understood the orientation (expectations, what constitutes a breach, response to other offences being revealed during HEAT involvement, duration and benefits of the program). Family involvement will be encouraged and facilitated to the greatest extent possible as a fundamental success factor for youth to avoid re-offending. Youth will also sign an agreement to participate and the necessary release of information forms. Youth may withdraw from the HEAT program at any point and have their matter returned to court.

The program approach HEAT takes with each youth will be determined by the findings of the Level of Service Inventory Alternative Measures Screen (LSI-R: SV). The HEAT coordinator will have been trained to administer this screen. The screening tool has a high level of validity in determining low risk. Research indicates that with youth at low risk to re-offend the best thing we can do is 'nothing' (i.e. do not further involve youth in the formal judicial system or expose them through programming to increased contact with higher risk youth). These youth will be referred to regular alternative measures programming with R.A.M.P. or John Howard Society. Once low risk youth have successfully met the conditions of their victim-offender mediation or community justice forum agreement their involvement in the alternative measures program is completed.

Youth who screen with more than two indicators of risk (three to nine) will have the full LSI-SK Risk Assessment and SK Strengths Assessment for Youth administered. The screening tool is able to differentiate medium risk (three to five indicators) and high risk. (six to nine indicators) in a limited way. However, it is recommended with medium risk, and mandatory with high risk, that the full LSI-SK be used to ensure maximum validity. The strengths assessment will help with case planning by providing more descriptive information on the personality of the youth/family/community that can impact on the identified risk factors. It is important to note that a finding of high risk indicates that the youth is at higher risk to re-offend if nothing is done to address the identified risk factors, and not that the youth is an inappropriate candidate for alternative measures programming.

The HEAT coordinator will be trained to administer the complete LSI-SK Risk Assessment and the SK Strengths Assessment for Youth. While consideration is being given to having an outside agency (possibly the Kinship Centre) administer these tools, it will be critical for the coordinator to fully understand the assessments, the results, and the implications for programming.

All youth not screened out as low risk will be engaged in specific follow up activities of HEAT that will address criminogenic risk factors, as identified by the screening and assessment. This approach is consistent with the YCJA direction of making diversion services available to those who are willing to participate. It is considered unlikely that any youth referred will be assessed as inappropriate for alternative measures due to the level of support and supervision required to

meet their needs. However, the option will remain, as with all alternative measures programs, for the HEAT coordinator to recommend the charge be returned to court.

The specific activities of the HEAT program will include (in addition to the original screen and assessment):

1. A restorative justice approach - All youth (low, medium and high) will participate in a victim offender mediation or community justice forum (to be determined by the HEAT coordinator). The agreement reached through the mediation/CJF may include restitution, personal or community service hours, a letter of apology, or specific counseling as identified by the restorative justice process (e.g. ADS). In addition to providing therapeutic treatment value to the youth and family, this component will ensure the victim is considered, offered the opportunity to participate, and receives the maximum possible satisfaction from the process (this is supported by research). Once the terms of the mediation/CJF agreement have been met the youth will be considered to have successfully dealt with the criminal charge and a recommendation will be made to the court that the charge be stayed.

Additional programming as described in points two, three and four will be determined by the risk and strength indicators for each youth. Completion of this recommended programming will be mandatory if the youth is to receive the commitment from SGI that no civil action will be taken to demand full payment for damages. Refusing programming and risking prosecution could result in the youth being unable to obtain a driver's license and garnishing of future wages.

2. A cognitive skills component to target criminogenic risk factors. Skills programs will be customized to meet the needs of each individual, rather than a standard program applied equally to all (non-effective). Modules could include skills for responsible thinking, development of higher stages of moral reasoning, healthy relationships, and community responsibility. Sessions with parents will be included where appropriate and possible. The skills component could also include educational material, possibly developed in partnership with SGI and the John Howard Society, demonstrating the repercussions of auto theft and the dangers of high speed chases. **As this is a diversion program for first time auto theft offenders, the program must not be so onerous as to outweigh the benefit to the youth of being diverted from the formal justice system.** Therefore, any cognitive skills component would need to be limited to a maximum of four weeks in duration

3. A support component. Youth may be matched with a volunteer or paid service provider (to be determined) to assist them in meeting their HEAT obligations and to provide positive role modeling and companionship. These individuals will be recruited, screened trained and supported by the HEAT coordinator, in conjunction with the Advisory Committee. Specific services offered by these individuals might include attendance at the community justice forum, supervision of community service hours and transportation to appointments. The duties will be task specific, goal oriented and time limited. The role will be similar to that of the Department's present service providers, with targeted duties, goals and time commitments being clearly defined prior to involvement. Support involvement could be present through the entire period of the youth's involvement with HEAT and could be extended beyond this point at the recommendation of the HEAT coordinator.

4. Referrals. The HEAT coordinator will work in partnership with other agencies and departments to develop a network of support and services for the youth participating in the HEAT program. Referrals will be made based on the particular agency's ability to address specific criminogenic risk factors.

All youth should complete the HEAT program within three to six months. Successful completion of the HEAT program (i.e. commitments of the community justice forum met,

individualized skills modules completed) will result in a recommendation by R.A.M.P. to the Crown that the charge be stayed/withdrawn and a commitment from SGI that no civil action will occur.