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Coalition on Community Safety, Health and Well-being  
Coalition pour la sécurité, la santé et le bien-être des communautés



## COMMUNITY SAFETY ROUND TABLE

**22-23 February 2006**  
**The Westin Ottawa**

### I. Background

The Canadian Association of Chiefs of Police (CACP) has taken the position put forward by its Crime Prevention Committee that effective crime prevention requires sustainable social development, rooted in and owned by the community.

In 2004, the CACP sought funding under the Crime Prevention Partnership Program of the National Crime Prevention Strategy to develop a coalition of national organizations not primarily involved in community safety to promote the concept of crime prevention through social development. This objective was supported formally by the Federation of Canadian Municipalities, the Canadian Association of Police Boards, and the Canadian Professional Police Association and informally by the Canadian Council on Social Development and Family Service Canada. In March 2005, a contribution agreement was signed between Public Safety and Emergency Preparedness Canada and the CACP.

The first special event of the CACP's coalition-building on community safety, health and well-being was the Community Safety Round Table in Ottawa.

### II. Context and Purpose of This “As-it-was-recorded” Report

On February 22 and 23, 2006, the Canadian Association of Chiefs of Police held a round table with national organizations involved in social development with a view to promoting community safety, health and well-being. The objectives of this round table were to:

- (a) build linkages with national non-governmental associations in order to reinforce the vision of a community-based approach to crime prevention through sustainable social development, and
- (b) articulate messages which will garner support for community-owned strategies for sustainable social development.

The purpose of this “as-it-was-recorded” report is to present the key messages emerging from this retreat. It is not intended to be a polished synthesis or think piece, but rather a presentation of the most salient points arising from the meeting.

### **III. Agenda**

The agenda for this meeting was as follows:

#### **I. Opening**

- Welcome and purpose
- Review of agenda and process
- Participant introductions
- Launching exercise

#### **II. What do we know about crime prevention through sustainable social development? (Keynote presentation by Daniel Sansfaçon)**

#### **III. Learning from Experience**

- Panel presentations on community crime prevention initiatives

#### **IV. The Key Ingredients of Community Safety, Health and Well-being and the Most Critical “Key Messages”**

#### **V. Strategies for Moving Forward**

### **IV. In Attendance**

Forty-four representatives attended the Round Table from national associations involved in education, health and mental health, substance abuse, municipal affairs, child and family services, police governance, literacy, faith-based community support, refugee services, cross-cultural understanding, citizen engagement, sports and recreation, and support to seniors and Aboriginal people. Governments were represented by officials from the National Crime Prevention Centre and the co-chairs of the Federal/Provincial/Territorial Working Group on Crime Prevention. Seven police executives from the CACP Crime Prevention Committee hosted discussion groups. Annex A contains the complete list of participants.

## V. Points Raised in Opening Discussions

### I. Opening: Community Challenges and Concerns Regarding Crime Prevention

To launch the Round Table, participants discussed in small groups, and then in plenary, what they felt were some of the major challenges faced by communities in preventing crime, as well as their most important concerns in relation to community safety. The following presents the key points made during the plenary debriefing.

- Our society is increasingly diverse; while this presents many advantages, it also results in different perspectives, values and experiences of law enforcement, inequities, tensions between and within racial groups, a growing generation gap and misperceptions leading to fear of youth and of racial or ethnic groups.
- Communities suffer from an internal lack of connectedness and cohesion as the different stakeholders and interveners work in silos. As a result, response to crime and initiatives in crime prevention are often disjointed and not driven by common goals; this means missed opportunities for measuring outcomes and missed opportunities for learning from each other. Often, decisions made in one area have significant consequences on other stakeholders or interveners who cannot always cope with the resulting new realities (e.g., when increased resources for law enforcement are not accompanied with increased resources in the court system, the courts simply cannot process the cases generated by more policing).
- Lack of engagement/ownership within communities is a third area of concern. Indifference, a culture of cocooning, fear, and many other factors result in uneven citizen engagement and even disengagement in some parts of the community. Public perceptions that the solutions reside in a “tough on crime” approach can lead governments and communities to focus their resources on law enforcement to the detriment of prevention.
- Lack of adequate coordination among the three orders of government is another challenge as is lack of clarity with regard to who is responsible for what aspect of crime prevention. Perhaps more important is a need for a fundamental shift from focusing on how to *divide* the responsibilities to one of *sharing* the responsibility in a cohesive manner and to building an *integrated* framework for social development.
- Lack of sustainable funding is a critical problem because sustainable crime prevention requires long-term investments in integrated solutions that address root causes such as

poverty and lack of education. To be effective, the life span of such investments must outlive the mandate of governments.

- Another challenge is building trust between communities and law enforcement so that people can trust police to reduce crime and violence in the community and so that communities will work with police on crime prevention. Changing the language to “community safety” might help change attitudes in this regard and bring law enforcement and citizens closer together.
- The culture of policing itself might pose challenges as people often come into policing for law enforcement, rather than crime prevention; the policing world is still struggling to find its rightful place and role in prevention. There is a need to recruit the right people for policing, to deliver programs in policing schools that integrate prevention as part of policing and to ensure that managers at all levels support their officers in investing time in prevention and community safety.

## **II. What do we know about crime prevention through sustainable social development?**

***Keynote Speaker: Daniel Sansfaçon, Deputy Director General, International Centre for the Prevention of Crime***

In his presentation, Mr. Sansfaçon identified five things that need to occur if sustainable results are to be achieved in crime prevention:

1. The need for clear definitions of roles and responsibilities between various orders of government.
2. The need to move away from a “project mentality” because sustainability means taking successes and translating them into policies and programs, a process that requires a great deal of rigour (e.g., processes must include community safety audit, planning at neighbourhood levels, translating into action plans, providing data but also getting people to work together, confronting perspectives, developing common approaches and prioritizing).
3. Interventions need to be specific and focussed (e.g., youth at risk, first-time young offenders).
4. Need to create benchmarking criteria and indicators.
5. Stop looking at crime as an issue detached from its social/historical context; policies work best when integrated, even in the case of situational crime prevention. We need a broad range of interventions, integrated at the community level.

### **III. Learning from Experience**

Three examples of concrete experiences of community engagement in crime prevention were presented to the group.

#### **1. Michael Mann, Deputy Chief of the Waterloo Regional Police Service**

***“Community Response to the Heroin Situation at Waterloo/Oxford High School”***

Some of Deputy Chief Mann's messages were:

- The community wanted to do something to deal with high school kids taking heroin. The community took the initiative, called a meeting, and 750 students, parents, teachers and a heroin user were involved.
- Parents formed a “CLEAN” group, developed a video made by kids; the police, youth group and CLEAN group presented this to 1500 grade 7-8 students; this had a significant impact on youth/parents groups; support for youth increased.
- Heroin use was rampant in the High School; petty crime was high; to help the kids, police went after suppliers and intercepted shipments.
- What made a difference is that the community saw it as a community problem; everyone got involved (e.g., parents/teachers and others).
- Kids were seen as victims by police. When police went in, they did not look at students as offenders; this attitude is what helped build the trust. As a result, relations were established and these kids and parents were not afraid to talk to police; the focus was all about rehabilitation for kids, to get them back on the right track (as opposed to punishing them); families became very active and continue to be involved.
- Students learned; they understood the impact on their parents, families and friends of choosing to take drugs. Peer-to-peer support groups were put in place and kids who had heroin problems are now back in school and sharing the consequences of using drugs.
- Police played a major part in bringing the players together; the community took responsibility, but police were a catalyst. It was all about rehabilitation, education and all the players at the table were ready to develop a solution to a problem.
- In Waterloo, police talk about how to get involved in prevention, how to work with the community if there is a problem; those notions are built into recruits who are encouraged to look for ways of developing a relationship with the community.

**2. Abid Jan (Project Coordinator, South-East Ottawa Centre for a Healthy Community) and Constable Mario Bergeron (Ottawa Police Service): “No Community Left Behind”**

Some of the messages delivered by Mr. Jan and Constable Bergeron included:

- The process of “no community left behind” started with a Steering Committee which met on a monthly basis, collected neighbourhood information and worked on an action plan, implementation and evaluation.
- At the beginning, community participation was a challenge; community members were afraid to show up; there was a general lack of trust and it was difficult to get information.
- A community survey identified safety as a primary concern.
- Key lessons learned included the need to establish trust with the community and the need for a consistent program and committed partners.
- This was a process that led to a change in the community (e.g., community members now look forward to police presence).
- Community policing is a strong component of an initiative such as this one; establishing relations of trust results in being able to obtain intelligence essential to policing and follow-up.

**3. Yew Lee, Community Development Specialist: “Making Ottawa Safe Together” (MOST):**

Mr. Lee emphasized that social cohesion and inclusiveness are essential. He indicated that the shrinking of middle class means, for example, fewer activities for youth and the watering down of intercultural programs which results in the creation of silos in social institutions and agencies as well as within ethnic groups. He pointed out that groups become “silos” to feel safe or for fear of being shut-out; isolation of youth is a problem. The attitude of “them and us” creates a lot of fear. Police are nation-builders: they uphold the rule of law for everyone in the community.

MOST was developed by bringing together different groups, by people who want to create opportunities for individuals to state what they need in order to feel safe in Ottawa. Three forums identified the need for a safer community and the need to build relationships with police, school boards and others. City governance at all levels must be involved.

A number of committees were formed. Respectful relations are fundamental. In true power sharing, everyone brings 100% of their power to the table. The next forum will be April 12.

## **VI. Identification of Key Ingredients and Messages**

### **IV. The Key Ingredients of Community Safety, Health and Well-being and the Most Critical “Key Messages”**

The Round Table participants worked their way through a number of steps allowing them to:

- (1) identify in small groups (using primarily open discussion and brainstorming) the driving principles and key ingredients to sustainable community safety, health and well-being which resulted in a list of issues which was shared in plenary;
- (2) regroup the issues from the long list into key themes;
- (3) discuss each theme in small group to define it more clearly and identify its components as well as identify the key messages that need to be delivered to the public and decision-makers about these ingredients or principles; and
- (4) take a second look at the ingredients, their components and their related messages in a final exercise to refine and consolidate the work done up to that point.

As the outputs of the first three exercises (the long list, the regrouping into themes and the first exercise to define the ingredients and messages under each theme) represent “early drafts” and “work in progress”, these are attached as Annex B. The following are the final results of the group work on identifying the key ingredients and the most important messages that need to be delivered.

#### **A. Overview of the six key ingredients:**

The key ingredients of sustainable community safety, health and well-being are:

1. Collective social accountability.
2. Addressing, in an inclusive manner, marginalization, systemic barriers and the root causes of crime.
3. Having an integrated strategic plan that is characterized by inclusive community engagement, resulting in strategies built by and for the community.
4. A coordinated and cohesive public engagement process.
5. Sustainable funding and resources including the requisite human resource capacity to deliver on policies through programs and services.
6. A full range of basic infrastructure services available in communities (e.g., youth activities, preventive health programs, literacy programs, cross-cultural initiatives, seniors support, family services, etc.).

## B. Detailed notes and key messages on each of the key ingredients

### 1. Collective social accountability which includes

- a culture of commitment
- engaged leaders
- community ownership
- empowered citizens
- mutual respect and trust in each other's values
- shared responsibility (among all orders of government and within communities)

***Key messages –***

- Canadians value safety in their communities.
- Community safety is best and most efficiently achieved using a balanced approach that includes crime prevention in addition to police, the courts and corrections.
- Crime prevention is an investment that pays and produces short, medium and long-term benefits.
- Community safety and crime prevention is a shared responsibility that also requires a national infrastructure to support and fund targeted crime prevention at the local level.
- Federal leadership is needed to facilitate and provide funding but action must come from the local level.

### 2. Addressing, in an inclusive manner, marginalization, systemic barriers and the root causes of crime

***Key messages –***

- There are social and institutional factors that constitute barriers and lead to marginalization.
- There is a need to identify the factors and to empower all stakeholders to make changes.
- Change will require flexible and sustainable funding for local solutions to address marginalization.
- Government commitment to looking internally and to changing programmes, policies, services and legislation is essential.
- Sustainable leadership from within marginalized communities is necessary.
- The future is today. If we don't invest today, our communities will increasingly become unsafe and there will be increasing strain on social infrastructure and public institutions.

**3. Having an integrated strategic plan characterized by inclusive community engagement, resulting in strategies built for and by the community**

***Key messages –***

- A community safety plan resulting from an inclusive process that brings together all parts of the community is fundamental to sustainable crime prevention.
- A national planning model should be developed and made available to all communities.
- Diversity of participants and a shared vision are essential to success.
- The process for building a shared vision must allow for an understanding of the barriers that prevent the different stakeholders from working together.
- Trust the community to find local solutions to local priorities.

**4. A coordinated and cohesive public engagement process which:**

- includes a strategic communication plan
- takes into account public values and perceptions
- leads to citizen participation in changing stakeholder attitudes on crime prevention through social development

***Key messages –***

- Public engagement is at the core of crime prevention.
- Social development and social infrastructure are foundational to crime prevention.
- “New” strategic partnerships are needed among social development groups, policing groups and community.
- Communities need to take back the agenda – integrate it – “pool their collective influence” in order to bring government jurisdictions together, develop community capacity and assets and reduce silos.

**5. Sustainable funding and resources including the requisite human resource capacity to deliver on policies through programs and services**

***Key messages –***

- Safe and healthy communities, like solid chairs, rest on four legs: prevention, enforcement, justice and corrections.
- Right now, the chair is broken.
- A multi-tiered government framework based on a clear understanding of tri-level government mandates and responsibilities (roles) in CPSD is required.

- The federal government must take a leadership role by:
  - confirming that CPSD is the foundation for ensuring safe and healthy communities;
  - working with the provincial, territorial and municipal orders of government to put in place a long-term and sustainable multi-tiered strategic framework; and then
  - collaborating with all orders of government and communities to achieve CPSD.
- The delivery of CPSD must occur at the local level; communities must ensure they have in place an integrated community safety plan which outlines their priorities and response strategy.
- The sustenance/support for local delivery has to come from federal/provincial governments which must recognize that each community has different capacity/vulnerabilities.
- Lack of connectivity must be addressed; a cohesive and comprehensive framework is required.
- In order for communities to do CPSD, there has to be a minimum level of security to start with.
- A “Centre of excellence” is required to help communities by providing the tools, best practices, etc.

**6. A full range of infrastructure services available in communities (e.g., youth activities, preventive health programs, literacy programs, cross-cultural initiatives, seniors support, family services, etc.)**

***Key messages –***

- Crime prevention is everyone’s business (governments, communities, individuals, private sector).
- There is a clear link (cause and effect) between crime and lack of social development.
- Crime is rooted in social reality.
- Community safety requires public investments in social programs and services at the local level.
- Community safety must be an integral part of municipal planning.
- Community safety requires effective prevention, law enforcement, justice and corrections components.
- Community safety requires that we all take ownership and work together to enhance wellness.

- Locally accessible social programs and services are key ingredients of community safety.

## V. Strategies for Moving Forward

Before bringing closure to their deliberations, participants spent some time talking about next steps. Specifically, they asked: Where do we go from here? Is there value in pursuing the dialogue, in pursuing a coalition? If yes, what needs to happen next?

As part of this discussion, Dorothy Franklin, Co-chair of the CACP Crime Prevention Committee, reminded participants of the original intent behind the Round Table – to see if national organizations engaged in social development could agree on a few messages related to crime prevention and safe communities that they could then use. The original intent was not to form a formal coalition with a governance structure but rather a “loose coalition of like-minded organizations”.

Participants agreed on the following:

- Yes, there is much value in continuing with the dialogue, collaboration and joint work.
- The messages developed here (and to be finalized through an electronic consultation) can be used by each organization as it sees fit.
- Considering the current political and social context, there is some urgency to mobilizing forces and putting messages forward in ways that will be heard by decision-makers; for this reason, there is much value in having these messages delivered through the CACP.
- In the longer term, it would be extremely valuable to find ways for a broad spectrum of social development and law enforcement organizations to join forces and jointly craft strategies related to safe and healthy communities, in general, and to crime prevention, in particular. So, yes, there is value in pursuing the idea of a more structured coalition, but it is not clear yet what that could be or would look like exactly.

Structurally speaking. . .

- Follow-through will not happen by itself and the CACP, although it wants to stay involved and play some form of leadership role (e.g., conduit/facilitator), cannot do this alone.
- There is a need to look at some form of structure, coalition or alliance; CACP could lead but it must have support in order to do this.

- The Advisory Committee set up to advise the CACP on its coalition-building initiative is mandated to explore specific ways of moving forward. Among the things they will need to consider are:
  - developing an electronic consultation process to finalize the messages so that organizations can use them individually and collectively;
  - bringing closure to this first exercise and considering expanding or recreating the Advisory Committee for the longer term;
  - identifying other key players (e.g., the judiciary) who should be in part of this dialogue and process (or coalition) in the future;
  - clarifying the objective to be achieved in pursuing the development of a more formal or permanent coalition and propose a governance structure and *modus operandi*; and
  - exploring ways of developing a virtual network (which could become the start of a Centre of Excellence and Knowledge).
- The National Showcase on Community Safety, Health and Well-being to be held in 2007 should be an opportunity for the coalition to get together and to convey key messages to the PM as well as to start the Centre of Excellence (get exemplary community programs to “show and tell”).
- The Advisory Committee agreed to take all of this under advisement.

## VII. Closing – Jack Ewatski

In closing, the President of the CACP, Jack Ewatski indicated that he was totally inspired by the passion generated in the Round Table. He called the meeting historic and noted with pleasure that there is a willingness on the part of social development organizations to work with law enforcement. He indicated that a news release will be put out as soon as the final version of the messages is crafted. Chief Ewatski said he was looking forward to the coming meetings he will be having with Ministers Toews and Day and that he would be bringing them information about what happened at the Community Safety Round Table.

Chief Ewatski thanked the facilitator, the Advisory Committee, the Crime Prevention Committee of the CACP, the Project Manager and all participants.

**Annex B**  
**Results of Early Group Work**  
**To Identify Key Ingredients and Key Messages**

**Exercise 1: First list of key conditions for sustainable crime prevention through social development in our communities**

- Focus on positive outcomes: celebrate success, make it real, publicize successes, tell stories that are real to involve people individually (e.g., clear water)
  - initiatives that contribute to safe community should be shared and recognized;
- Clear and effective and efficient communication strategies
  - coordinated social marketing, campaign/awareness;
  - good commercial about parent pulled over and how parent reacts, very effective;
- Social accountability - essential to develop social infrastructure, prevention services; it must transcend partisan politics;
- A culture of commitment - need clarity of roles and responsibilities and enhanced commitment to work together
  - develop integrated working relationships;
  - get people involved, community ownership;
  - attitudes, knowledge and education; public, organizations not competitive rather work together – integration;
  - advocate for a long term non-political approach; need to convince policy makers at all levels that prevention is a legitimate activity;
  - need key leaders to move the community, need a plan and accountability for key leaders; how to build that culture of commitment and accountability; not unique to crime prevention, need to bring different levels of governments,;
  - adding community responsibility to change of attitudes;
- Systemic barriers must be removed;
- Knowledge mobilization, empowering citizens;
- Funding – should be tied to per capita, would create a sustainable pot of money that should be applied as needed;

- Having a standard strategic planning process with:
  - (1) a long term vision,
  - (2) identified obstacles and barriers,
  - (3) strategies built by the community, and
  - (4) a decisive and detailed action plan

**Exercises 2 and 3: Regrouping of key elements into themes, each representing a key ingredient, and first draft of key messages**

Key Ingredients	Key Messages
<p>1. <b><u>Collective social accountability</u></b> which includes a culture of commitment, engaged leaders, community ownership, empowered citizens, mutual respect and trust of each other's values, shared responsibility (at all orders of government and within communities).</p>	<ul style="list-style-type: none"> <li>• We are all responsible for creating a culture that values safe communities.</li> <li>• Investment in crime prevention through social development is an expression of social accountability.</li> <li>• It is a <u>long term</u> investment that requires public involvement and commitment, shared responsibility among all orders of government, leadership and community ownership.</li> <li>• It is anchored in a set of core values and beliefs that . . .</li> </ul>
<p>2. <b><u>Addressing the systemic barriers and root causes</u></b> and being inclusive of all groups in society, including the marginalized.</p> <p><b>Some of the barriers to be addressed include:</b></p> <p><b>Social:</b> poverty, lack of capacity, marginalization of groups, stigma, ghettoization</p> <p><b>Organizational:</b> competition for \$, how orders of govt work together, lack of understanding /awareness re: who is doing what, lack of political will/buy-in for real change, lack of capacity.</p>	

Key Ingredients	Key Messages
<p><b>Addressing the systemic barriers will require:</b></p> <ul style="list-style-type: none"> <li>• Recognizing barriers/variables on both sides; bring in those most effective;</li> <li>• Community engagement and outreach, (bring in those most affected);</li> <li>• Developing a “picture” of what will happen to community safety and well-being if we <u>do nothing</u>;</li> <li>• An accountability process to measure change;</li> <li>• Adopting a concept of a “social contract” (this is a long term process that must transcend government barriers, be non-partisan and include all orders of government)</li> <li>• Measuring <u>how</u> we have been inclusive and for <u>whom</u></li> <li>• Having an integrated collaborative approach</li> </ul>	
<p>3. <b><u>Having a standard strategic planning process with (1) a long term vision, (2) identified obstacles and barriers, (3) strategies built by the community, and (4) a decisive and detailed action plan</u></b></p>	<ul style="list-style-type: none"> <li>• Trust the process and respect the results</li> <li>• Respect the community – local solutions for local priorities</li> <li>• A diversity of participants and a shared vision provides greater results and success</li> <li>• Think strategically and act specifically (in the community)</li> <li>• Knowing your obstacles is the first step to creating effective strategies</li> <li>• Ongoing evaluation and review to reset priorities with stakeholders is essential (one size doesn't fit all)</li> </ul>

Key Ingredients	Key Messages
<p><b>4. A coordinated and cohesive public engagement process which</b></p> <ul style="list-style-type: none"> <li>• includes a strategic communication plan</li> <li>• takes into account public values and perceptions</li> <li>• leads to citizen participation in changing stakeholder attitudes on crime prevention through social development</li> </ul>	
<p><b>5a. sustainable funding and resources</b>, i.e., leveraging all sources of funding (governments, community, corporate)</p> <p><b>5b. the requisite human resource capacity</b> to deliver the policies, programs and services (this includes recruiting, developing people, tools and leadership capacity)</p>	<ul style="list-style-type: none"> <li>• We need to invest in integrated community strategies of short, medium and long term (Horner Report);</li> <li>• Crime prevention is as essential to community safety as the police, courts and corrections;</li> <li>• Funding is required to put in place centralized coordination (a centre of excellence?) to share best practices, research and to leverage the assets, knowledge and expertise that exists nationally and internationally.</li> <li>• Governments must accept responsibility and accountability must be shared amongst federal, provincial municipal orders of govt;</li> <li>• Funding has to recognize future trends/issues</li> </ul>
<p><b>6. Ensuring the full range of infrastructure services are provided</b>, e.g., youth programs, children and family services</p>	<ul style="list-style-type: none"> <li>• Values – trust - respect</li> <li>• Community accountability and infrastructure</li> <li>• Core programs and services</li> <li>• Inclusiveness of partners</li> <li>• Political, social, economic education, health, voluntary business, FPTM</li> </ul>

<b>Key Ingredients</b>	<b>Key Messages</b>
	<ul style="list-style-type: none"> <li>• In a community - what exists, how is it connected</li> <li>• Competition for limited resources</li> <li>• Need roots in community organizations; under some parameters/guidelines;</li> <li>• Government levels – all things to all people (“Take back the government”, “Power of the people”)</li> <li>• Values of community principles</li> <li>• Accountability – community – funders</li> <li>• Holistic approach vs. silo approach</li> <li>• Resources in community utilized</li> <li>• Funding systems reviewed</li> </ul> <p>Inclusion – make sure everyone's there</p>