

City of Kelowna

Regular Council Meeting

AGENDA



Monday, June 21, 2021

9:00 am

Council Chamber

City Hall, 1435 Water Street

Pages

1. Call to Order

2. Confirmation of Minutes

3 - 4

Regular AM Meeting - June 14, 2021

3. Reports

3.1. Community Safety Plan Council Workshop

90 m

5 - 33

To present an overview of the work achieved to date in relation to the Community Safety Plan (CSP), engage Council in a workshop to identify key community safety priorities, and to validate/distill preliminary findings from the community safety assessment.

4. Resolution Closing the Meeting to the Public

THAT this meeting be closed to the public pursuant to Section 90(1)(c)(f)(g) and 90(2)(b) of the Community Charter for Council to deal with matters relating to the following(c)

- Labour Relations
- Law Enforcement
- Potential Litigation
- Confidential Information from the Province

5. Adjourn to Closed Session

6. Reconvene to Open Session

7. Issues Arising from Correspondence & Community Concerns

7.1. Mayor Basran, re: Issues Arising from Correspondence

30 m

8. Termination



City of Kelowna Regular Council Meeting Minutes

Date: Monday, June 14, 2021
 Location: Council Chamber
 City Hall, 1435 Water Street

Members Present Mayor Colin Basran, Councillors Maxine DeHart, Brad Sieben, Luke Stack and Loyal Wooldridge

Members participating remotely Councillors Charlie Hodge, Ryan Donn and Mohini Singh

Members Absent Councillor Gail Given

Staff Present City Manager, Doug Gilchrist; City Clerk, Stephen Fleming

(* Denotes partial attendance)

1. Call to Order

Mayor Basran called the meeting to order at 9:09 a.m.

2. Confirmation of Minutes

Moved By Councillor Hodge/Seconded By Councillor Donn

R0564/21/06/14 THAT the Minutes of the Regular AM Meeting of May 31, 2021 be confirmed as circulated.

Carried

3. Resolution Closing the Meeting to the Public

Moved By Councillor Wooldridge/Seconded By Councillor Singh

R0565/21/06/14 THAT this meeting be closed to the public pursuant to Section 90(1)(c)(e)(f)(g) and 90(2)(b) of the Community Charter for Council to deal with matters relating to the following:

- Labour Relations
- Acquisition of Land or Improvements
- Law Enforcement
- Potential Litigation
- Confidential Information from the Province

Carried

4. **Adjourn to Closed Session**

The meeting adjourned to a closed session at 9:09 a.m.

5. **Reconvene to Open Session**

The meeting reconvened to an open session at 11:36 a.m.

6. **Issues Arising from Correspondence & Community Concerns**

There were no issues arising.

7. **Termination**

The meeting was declared terminated at 11:36 a.m.

Mayor Basran

sf/acm



City Clerk

Report to Council



Date: June 21, 2021

To: Council

From: City Manager

Subject: Community Safety Plan: Council Workshop

Department: Corporate & Protective Services Division – Community Safety Department

Recommendation:

THAT Council receives, for information, the report from the Community Safety Department, dated June 21, 2021 regarding the Community Safety Plan.

Purpose:

To present an overview of the work achieved to date in relation to the Community Safety Plan (CSP), engage Council in a workshop to identify key community safety priorities, and to validate/distill preliminary findings from the community safety assessment.

Background:

In September 2020, Council endorsed the development of a CSP which seeks to engage government ministries, community organizations and the public to generate shared ownership, vision, and collective action to reduce crime and increase sense of safety.

After delays due to the provincial election, a Steering Committee comprised of senior leaders representing key “systems” (i.e. health, education, and police) commenced in January 2021. Since, the Committee has met four times and a comprehensive community profile was completed based on statistical and qualitative data.

In March 2021, City staff terminated its contract with the original consulting firm which was assessed to have insufficient capacity to support the project. In April 2021, the [Canadian Municipal Network on Crime Prevention](#) (CMNCP) was procured as the Plan’s new consulting partner. CMNCP is a nationally recognized community of practice created to build capacity and mobilize Canadian municipalities to prevent crime and foster community safety and well-being. CMNCP has extensive experience completing CSPs and strategies that go beyond established, reactive police and criminal legal activities.

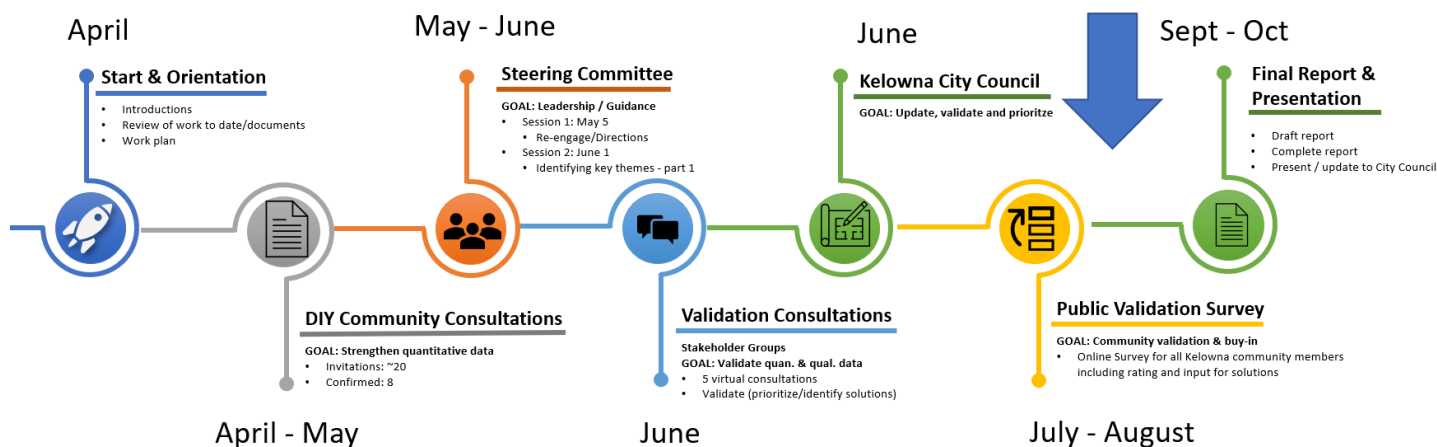
Project Workplan and Activities:

Developing Kelowna’s CSP includes looking at what currently exists and is working well to support community safety, as well as uncovering challenges and needs to be met. To do so, the project team has engaged in an assessment process to help develop a better understanding of the perspectives and

experiences of various groups in Kelowna, particularly those who tend to be more marginalized or experience more challenges related to community safety and well-being.

To date, eight groups conducted self-led consultations to share their perspectives and experiences related to community safety in Kelowna. Between June 14 and June 29, four additional consultations will be conducted virtually – facilitated by CMNCP – with social service and well-being agencies, community-based organizations, the business community, and Indigenous communities / organizations. The goal of these consultations will be to distill and validate findings from the quantitative (existing statistics) and qualitative data (consultations) gathered to date. A Public Validation Survey will also be completed this summer.

The workplan and timelines are outlined below:



Key Community Safety Challenges:

Analysis of statistics and results from community consultations conducted to date identified key challenges/themes relating broadly to community safety in Kelowna. The key themes will be presented during the workshop and there will be an opportunity to distill and validate them. They include:

- Unemployment
- Housing precarity
- Transportation challenges
- Lack of sense of belonging
- Mental health & substance use challenges
- Crime rates (violence and property crime)
- Victimization and women's safety
- Number of children in care
- Homelessness & social disorder
- Youth assistance
- Driving & road safety
- Forest fires

Internal Circulation:

Communications Department

Submitted by: C. Cornock, Community Safety Department

Approved for inclusion:



S. Leatherdale, Divisional Director

COMMUNITY SAFETY ASSESSMENT

SUMMARY OF PRELIMINARY RESULTS

Kelowna Community Safety Plan

**Prepared by:
Canadian Municipal Network
on Crime Prevention**

June 2021



**CANADIAN MUNICIPAL
NETWORK ON CRIME
PREVENTION**

Together for Safer Canadian Cities

**RÉSEAU MUNICIPAL
CANADIEN EN PRÉVENTION
DE LA CRIMINALITÉ**

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BACKGROUND INFORMATION

The City of Kelowna is partnering with the Canadian Municipal Network on Crime Prevention to develop a Community Safety Plan (CSP). Increasing community safety and well-being for people living in Kelowna requires a collective approach to issues such as poverty and inequality as well as services for those struggling with mental illness, substance use challenges, and homelessness. While this will go a long way to help address community safety in the long run, these efforts should be balanced with more immediate interventions to prevent and reduce harms.

Community Safety Assessment

Generally, developing a CSP includes looking at what currently exists and is working well to support community safety as well as identifying challenges and needs to be met. To do so, conducting a community safety assessment is a vital step. It is important to include quantitative and qualitative data sources in this process because in combination they can provide a more holistic understanding of local risks and protective factors.

Quantitative Data (Data Collection and Analysis)

Quantitative data and analysis involve the identification, collection, and analysis of indicators related to community context, demographics, crime and disorder, health and well-being, perceptions of safety, risk factors, as well as impact and economic costs of various local issues. The use of quantitative data is an important part of community safety assessments as they can “powerfully convey the dimensions of a particular problem or issue, providing answers to questions about what and how much is happening”.

Qualitative Data (Community Consultations)

Qualitative data supporting the development of Kelowna’s CSP was collected through community consultations (May 2021). Consultations help to develop a better understanding of the perspectives and experiences of various groups in Kelowna, particularly those who tend to be more marginalized or experience more challenges related to community safety and crime prevention.

The goals of engaging with the community are to:

- Inform the planning process
- Understand how people think and feel about safety
- Ensure that needs / priorities of the community are addressed in the plan

Recognizing that certain groups may not feel comfortable or safe engaging with staff from the City of Kelowna or from CMNCP given that they may not have a pre-established trusting relationship, consultations were led by local partners and/or service providers who already work with and deliver services to that specific group. A “Do-It-Yourself” Guide was provided to the facilitator, providing an outline of the objectives and questions for the engagement.

The key themes identified through the quantitative data analysis and community consultations conducted to date are outlined below.

Quantitative Data Findings

Key Themes

Unemployment	Increased unemployment between 2019 and 2020, which can be attributed to impacts of COVID-19.
Housing Precarity	There is a higher housing precarity among renters in Kelowna compared to the provincial average. A higher number of renters are spending at least 30% of their income on shelter.
Homelessness	Homelessness is growing in Kelowna, particularly among youth.
Transportation	The rate of people who regularly take public transportation is significantly lower in Kelowna compared to the rest of Canada. The majority of residents take a private vehicle to work. Transportation is seen as an important issue in Kelowna.
Mental Health	Most residents in Kelowna report positive mental health, but there has been an increase in mood and anxiety disorders in the past decade. Furthermore, the incidence of children and youth hospitalized for mental health disorders is higher in Kelowna than in British Columbia and Canada.
Substance Use	The number of individuals who reported having experienced or witnessed an overdose is slightly lower in Kelowna than the provincial average. However, the rate of drug toxicity deaths is higher in the Okanagan than in BC and is trending upward in 2020 and 2021.
Children in Care	The rate of Indigenous children in care is higher than the rate of non-Indigenous children in care. However, numbers are consistently declining for both Indigenous and non-Indigenous children.
Youth Assistance	The number of youth claiming income assistance within six months of youth-on-youth agreements is somewhat higher in Kelowna than BC average. Only a small number of youth receive income assistance. This number is lower among Indigenous populations.
Sense of Belonging	The overall sense of community and belonging among Kelowna residents are generally positive but have decreased in the past few years. More people are indicating that their quality of life declined in the past 5 years due to increases in homelessness, substance use, and lack of safety across the city.
Crime Rate	Crime rates declined between 2008 and 2018 but are still an area of concern as the crime severity index, violent crime severity index, and non-violent crime severity index have all increased.
Property Crime	Rates of property crime increased in 2019. They then declined in 2020, likely due to COVID-19 restrictions (i.e., lockdowns and stay-at-home orders).
Hate Crime	Rates of hate crime in Kelowna increased between 2014 and 2018 but remain lower than elsewhere in the province.
Victimization	A high number of individuals reported having experienced unwanted sexual behaviour in public.

Qualitative Data Findings (May 2021)

Q1: What makes people feel safe and happy in their community?

- General sense of community: friendly people, being outside, feeling safe in their neighbourhood
- Beauty of Kelowna – areas that are well-maintained, clean, flowers, shrubs, greenery, free of garbage
- Visible police presence and rapid response time
- Outdoor amenities – parks, green spaces, trails for walking, hiking, biking, beaches, lake, etc.
- Having a safe place to live / stay

Q2: Which areas do people enjoy in Kelowna?

- Parks – City Park, Orchard Park, Stewart Park, etc.
- Beaches and water fronts – Mushroom Beach, City Beach, Sarsons Beach, Mission Creek
- Trails (e.g., Rail Trail, Eagle Trail) for walking, biking, hiking)
- Knox Mountain
- Golf Course
- Vineyards/Wineries
- Parkinson Recreation Centre
- Downtown
- All of Kelowna

Q3: What makes people feel unsafe in their community?

- Many people mentioned feeling unsafe or uncomfortable because of different people out in the streets – homeless people, people doing drugs, asking for money, panhandlers, people checking cars
- Lots of concern around the driving in Kelowna – many people mentioned excessive speeding, unsafe intersections, people blatantly ignoring road rules (stop signs, speed limits), cars with loud mufflers, people driving under the influence, and safety issues with double-sided parking.
- Crime – large emphasis on theft in Kelowna, particularly from homes, backyards, and cars.
- Some women indicated they feel unsafe going out alone in Kelowna, particularly at night.
- Concern about the risk of forest fires and the inability to get out of the area quickly if an evacuation were necessary.

Q4: Which locations in Kelowna do people have safety concerns about?

- Downtown was commonly mentioned, particularly due to its high population of homeless individuals, and people engaging in substance use
- Rutland Area
- Leon Street Area – lots of people hang around there at night
- Orchard Park Mall and surrounding area – washrooms, parkade, etc.
- Airport Way, Pier Mac Way and intersections in the area
- Quail Ridge – lots of thefts, loud and speeding vehicles, unsafe roads

Q5: What ideas or opportunities do people have to increase CSWB in Kelowna?

- Supports and resources to address homelessness and housing
 - More places for homeless people to stay
 - Warmer locations for the winter
 - Security at shelters to people do not have their stuff stolen
 - Should note that some indicated a desire to have places for homeless people and shelters located further away from them (complaints about the existing facilities and the people around them)
- More addictions support and harm reduction – e.g., safe consumption sites,
 - Emphasis on these facilities being outside of the city
- More compassion, understanding, upstream prevention approaches
- Greater bylaw presence and better enforcement of rules
- Greater police presence and more funding for RCMP officers
- Measures to address unsafe streets – traffic calming in areas like Quail Ridge, more traffic lights, reduce noise pollution, steps to address speeding and people ignoring traffic rules, better parking options to avoid double-sided parking
- Address challenges related to scooters, and cyclists – challenges on roads but can endanger pedestrians on sidewalks
- Improved public transit options – build a rapid light rail system from airport to downtown, UBC-O, and other areas
- Supports for marginalized groups, BIPOC, 2SLGBTQ+ and efforts to prevent discrimination
 - Indigenous participants indicated they do not feel safe around police in Kelowna
- Better lighting in certain areas of the city (e.g., alleys, parts of Downtown)
- Community clean up – tidy up areas of Downtown, add recycling bins with public garbage bins, air quality testing, needle disposals, etc.

KELOWNA COMMUNITY SAFETY PLAN 2021 PRIMER

COMMUNITY SAFETY PLAN (CSP)

Purpose Statement: Engage systems, organizations, and citizens to co-create a shared vision and a realistic five-year action plan to address, through collaborative effort, the risk and protective factors underlying crime, vulnerability, and harm in Kelowna.

Vision: Creating a community where all people are safe and feel safe.

Background: Since 2017 when Ontario legislated municipalities to create CSPs, such efforts have become increasingly common across Canada. Although there is no single approach or form for CSPs, they all seek to engage a cross-section of government and non-government leaders as well as the broader community through a process designed to generate a shared vision and commitment to actions that address local conditions to improve community safety and sense of safety.

CSPs are grounded in the knowledge that social, economic, community, familial, and individual conditions and experiences (i.e., trauma) significantly influence whether a person is likely to come in conflict with the law. Consistent with the social determinants of health, CSPs focus on decreasing risk and conditions *and* increasing protective factors known to impact pathways to pro-social values, attitudes, and behaviour or, alternatively, crime.

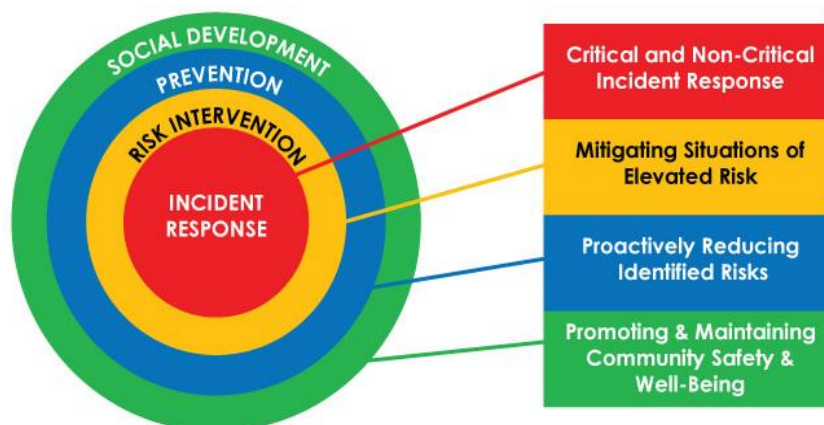
Risk and protective factors are varied. Some, typically led by federal and provincial governments, require broad-based, long-term, sustained investments and commitments by example, social inequalities such as racism, poverty, and conversely privilege. Others are readily achievable through localized consensus, leadership, and commitment to action. For example:

- Community: neighbourhood cohesion via access to social, recreational, and cultural resources.
- Schools: focus on academic underachievement and attachment to school.
- Families: positive family dynamics and consistent rather than erratic parenting.
- Individual: good mental, physical, spiritual, and emotional health along with the ability to seek and acquire support, when needed.

Evidenced in these examples is that risk and protective factors align directly with the mandates of all orders of government and varied institutions (i.e., community, cultural, education, social, health and enforcement). Accordingly, CSPs are fundamentally based on the belief that a “systems-based approach”, one that has varied organizations enhancing how they work together is critical for success.

Essentially, CSPs are focused on reducing risks, vulnerabilities, and harm. While police are focused on **crime reduction** (attending to the people, places and situations already known to have a crime and victimization issue), CSPs are more about [upstream approaches to crime prevention](#); attending to the people, places and situations not yet troubled/known. The Community Safety Framework below highlights the different “levels” of prevention/interventions that are possible.

COMMUNITY SAFETY FRAMEWORK



Social Development	Longer-term strategies (>five years) to improve social determinants of health for the general population and enhancing local capacity (skills, knowledge, and resources).
Prevention	Pragmatic, medium term (two to five years) strategies that collectively identify and target priority risks and/protective factors at the level of community.
Risk Intervention	Targeted, short to medium term (6 months to three years) efforts to prevent escalation/recurrence of vulnerability / criminality / harm often at the level of individual or groups before an enforcement response is required
Emergency Response	Immediate response to urgent incidents to stop harms, minimize victimization and hold individuals responsible.

The Kelowna Community Safety Plan is committed to being tangible, pragmatic and targeted. While remaining aspirational and challenge the status-quo of how systems operate, it will endeavor to be realistic in the context of “real-world” constraints (i.e., organizational structures and budgets) and the great complexities of bringing together multiple organizations and communities to co-create and implement a plan. The Kelowna CSP will seek solutions that are *achievable locally and within the next five years*.

With this focus on delivering tangible results and having measurable impact through localized action, the Kelowna CSP priorities/objectives/initiatives will focus on prevention, risk intervention and social development to reduce the demands for incident response.

DEFINING COMMUNITY SAFETY

There is no single or universal definition of community safety. Often, it is viewed and assessed simplistically by the presence or absence of crime and victimization and, in more recent years, a reported sense of safety. Critically, in the Kelowna CSP, community safety will be:

- broadly interpreted as much more than the frequency or severity of crime and victimization or the visible presence and profile of “social issues”,
- understood to include people’s perceptions, sense of safety and sense of vulnerability;
- recognized as one piece of overall community vitality and well-being;
- regarded as fundamental to the quality of life and the ability of people to fully participate in community; and
- assumed to be relevant to all who live, work, learn and play in Kelowna.

Fundamental to community safety is the reduction of vulnerability and a decrease in the number of people already on a *pathway to criminality*. In doing so, we seek to create an ideal state of a sustainable community where everyone is safe, feels safe, has sense of belonging, and access to the services and opportunities that Kelowna has to offer.

COMMUNITY SAFETY ASSESSMENT

Generally, developing a CSP includes looking at what currently exists and is working well to support community safety as well as identifying challenges and needs to be met. To do so, conducting a community safety assessment is a vital step. It is important to include quantitative and qualitative data sources in this process because in combination, they can provide a more holistic understanding of local risks and protective factors.

Quantitative Data (Data Collection and Analysis)

Quantitative data and analysis involve the identification, collection, and analysis of indicators that speak to community context, demographics, crime and disorder, health and well-being, perceptions of safety, risk factors, as well as impact and economic costs of various local issues. The use of quantitative data is an important part of any community safety assessments as they can powerfully convey **the dimensions** of a particular problem or issue, providing answers to questions about what and how much is happening.

Qualitative Data (Community Consultations), May 2021

Qualitative data supporting the development of Kelowna’s CSP was collected through community consultations. Such consultations help to overcome gaps in the quantitative data, resulting in a more comprehensive understanding of the perceptions of safety, particularly among those who tend to be more marginalized or experience more challenges related to community safety and crime prevention when compared to the rest of the population. Incorporating qualitative data when assessing community safety (both real and perceived) helps ensure the inclusion of different but important perspectives on community safety such as more in-depth, personal information and, in some cases, experiences of citizens.

The goals of engaging with the community are to:

- Inform the planning process
- Understand how people think and feel about safety
- Ensure that needs and priorities of the community are addressed in the plan.

IMPLEMENTING COMMUNITY SAFETY PLANS

Crime prevention experts and practitioners, governments, and inter-governmental agencies have identified a list of “essentials” for the successful implementation of community safety efforts. Municipalities that have implemented these essential elements have achieved positive results and fostered *sustainable* implementation of community safety efforts.

DEDICATED RESOURCES IN CRIME PREVENTION AND COMMUNITY SAFETY

Dedicated resources that can be the “energy” behind developing and implementing local community safety plans goes a long way in achieving the planning objectives. The role of the local office includes mobilizing talent, facilitating the exchange of information between various sectors, and disseminating and exchanging pertinent information to key stakeholders and the public.

INFORMED BY PREVENTION SCIENCE AND DATA

Basing community safety and crime prevention efforts on a multidisciplinary foundation of knowledge about community safety challenges, their multiple causes, and promising and proven practices is also important for success. Since 2010, the availability of solid prevention science has exploded on portals and in national and international science reports and evidence-based data are thus readily available.

PLANNING USING ASSESSMENT, IMPLEMENTATION, AND EVALUATION

A local plan that mobilizes various community and economic sectors to prevent harm and is supported by local government can ensure that the assessments of community safety challenges remain locally focused. The plan can also outline performance standards, targeted solutions, training protocol, and outcome indicators.

MOBILIZING SECTORS AND LEVERAGING PARTNERSHIPS TO TACKLE CAUSES

Because of the nature of the risk factors that lead to violence and lack of safety, a permanent crime prevention office can mobilize talent to help solve the problems. These individuals might include social workers, educators, health professionals, employment specialists, and sports figures as well as Criminal Justice System workers. Furthermore, it is important to leverage partnerships among relevant ministries and sectors to ensure buy-in and accountability at the decision-making level.

ADEQUATE AND SUSTAINED FUNDING

Sustainable funding of community safety and crime prevention initiatives with a clear accountability for implementation, and evaluation furthers the achievement of planned results. We cannot expect small, temporary, and neighbourhood-based projects funding alone to lead reductions in violence across an entire city.

STANDARDS AND TRAINING FOR HUMAN TALENT

For innovations to be successful, they require the human talent capable of planning and implementing effective solutions. Just as we would not expect a police officer to make an arrest without training or a lawyer to prosecute without attending law school, we should not expect the planning, community engagement, or monitoring and evaluation functions of community safety plans to happen without training human talent.

PUBLIC SUPPORT AND ENGAGEMENT

The public can play many roles in applying violence prevention science. They can become mentors, take precautions, and help to map crime. They also advocate for funding to implement local community safety plans/strategies.

CHAMPIONSHIP

It is not enough to just raise awareness; the need for action is urgent. To that end, politicians and decision-makers in all orders of government must be brought to the community safety table and be provided with new tools to increase community safety and well-being.

KELOWNA COMMUNITY SAFETY PLAN

Council Workshop
June 21, 2021

Felix Munger, Christiane Sadeler, & Audrey Monette



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AGENDA

**Overview of
CSP & Work
to Date**

**Community
Safety
Priorities**

**Community
Safety
Assessment –
Presentation
of Results**

**Community
Safety
Assessment –
Validation
Engagement**

Next Steps

OVERVIEW OF CSP & WORK TO DATE

CSWB PROCESS IN KELOWNA



COMMUNITY SAFETY CHALLENGES / THEMES

CHALLENGES / PRESSURE POINTS



What are 3 key capacities/assets related to community safety in Kelowna?



What are 3 key issues related to community safety in Kelowna?

COMMUNITY SAFETY ASSESSMENT - RESULTS

DATA TRIANGULATION



COMMUNITY SAFETY ASSESSMENT

- Existing data (quantitative)
- Community Consultations (qualitative)
- **Next steps:**
 - Validation consultations (June)
 - Council workshop (June)
 - Public survey (July-September)

ASSETS / CAPACITIES

Sense of
community

Beauty of
Kelowna

Police

Outdoor
amenities and
activities

Parks

Beaches and
waterfronts

Trails

Vineyards /
wineries

Downtown

KEY THEMES / CHALLENGES

Unemployment

Housing
Precarity

Forest Fires

Locations
(downtown,
Leon, Rutland)

Homelessness

Transportation

Mental health

Addictions

Children in care

Youth assistance

Sense of
Belonging

Crime rate
(violent crime &
property crime)

Victimization &
Women's Safety

Social Disorder

Driving / Road
Safety

RECOMMENDATIONS / SOLUTIONS

Supports and
resources to
address housing
and homelessness

More addictions
supports

Compassion,
understanding,
upstream
prevention

Greater bylaw
presence and
enforcement

Greater police
presence and
funding for RCMP

Measures to
address unsafe
streets

Improved public
transit options

Supports for
marginalized
groups

Environmental
design (lightning,
etc.)

Neighbourhood
activities and
patrols

COMMUNITY SAFETY ASSESSMENT - VALIDATION

Validation Engagement Questions

Which of the issues rising to the top are **already on your radar** and what do they mean for the community?

What other challenges do you see that are **not mentioned**?

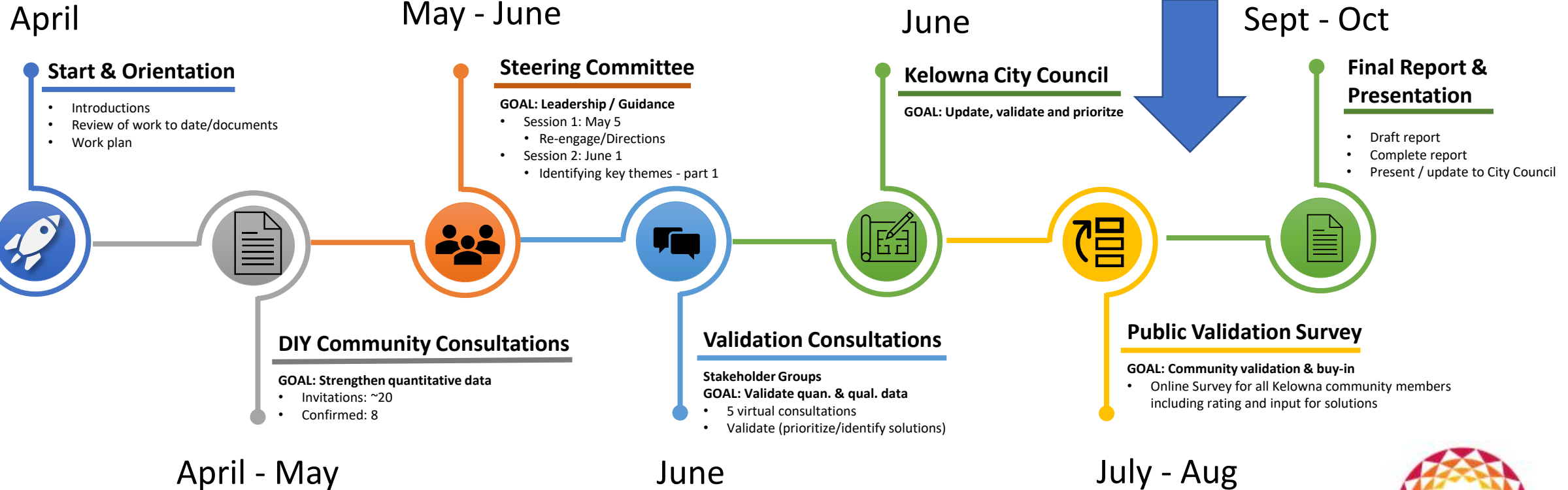
What elements have been mentioned that you **disagree** with?

Of those issues that rose to the top, **what do they mean** for you in your role?

What are your **ideas / recommendations** to address the top challenges?

CONCLUSION & NEXT STEPS

KELOWNA WORK PLAN (next steps)



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ESSENTIALS FOR IMPLEMENTATION



Permanent Offices of Crime/Violence Prevention and Community Safety



Informed by Prevention Science and Data



Planning using Diagnosis, Mobilization of Partners, Implementation & Evaluation



Mobilizing Sectors and Leveraging Partnerships to Tackle Causes



Adequate and Sustained Funding



Standards and Training for Human Talent



Public Support and Engagement



Championship