



Kelowna Community Safety Plan

Creating a community where all people are safe and feel safe



This Community Safety Plan was developed by the Steering Committee in partnership with the City of Kelowna and the Canadian Municipal Network on Crime Prevention.

Disclaimer

While care has been taken in the preparation of this document to ensure its contents are accurate, complete, and up to date, the Community Safety Planning Steering Committee recognizes certain limitations with the data. The information presented in this report is based on a review of existing data, consultations with various community groups, and findings from a public validation survey. One major challenge with qualitative data (focus groups, open-ended survey questions, etc.) is the subjectivity of responses. Participants share their perspectives and opinions based on their own experiences and knowledge. As a result, the statements made by an individual may not reflect the perspectives of others. It is therefore important to recognize that the findings from this research must be considered in their own context and not deemed as unequivocally representing the reality of community safety challenges in the City of Kelowna. At the same time, they offer valuable insight for future planning as a thematic analysis. A more detailed discussion of data limitations can be found in the [Community Safety Assessment](#) section of the report. Additionally, please refer to the [Key Findings](#) section for a further discussion on limitations that occurred because of the COVID-19 pandemic.

Please note that this is a living document. New evidence, actions, and recommendations related to community safety emerge regularly. This report reflects the data collected at the time of the Community Safety Plan (CSP) development.

Trigger Warning: This document includes discussion about sensitive topics related to crime, safety, and victimization that could be triggering to some people.

If you have any questions about the Community Safety Plan, please contact Colleen Cornock, Community Safety Supervisor at ccornock@kelowna.ca or 250-862-0432.

Land Acknowledgement

We acknowledge that the city of Kelowna sits on the traditional, ancestral, unceded territory of the Syilx/Okanagan people. We recognize, honour, and respect the presence of Indigenous Peoples, past, present, and future.

Why is this here?

A land acknowledgement statement represents an act of reconciliation, honouring the land and Indigenous heritage and history that dates back thousands of years. To recognize the land is an expression of gratitude and appreciation to those whose territory we reside on, and a way of honouring the Indigenous Peoples who have lived here for thousands of years. It is important that we understand our history that has brought us to reside on the land, and to seek to understand our place within history.

Contents

Executive Summary	6
Why a Community Safety Plan?	7
What We Did	7
What We Heard	7
Strategies	8
Foundational Values	9
Strategic Approaches	10
Background	11
Kelowna, British Columbia	11
Defining Community Safety	12
Kelowna’s Community Safety Plan	12
Community Safety Planning	13
Community Safety at All Levels of Government	13
Community Safety Assessment	14
Data Collection Considerations	14
Data Sources	15
Key Findings	17
Positive Aspects About Kelowna	18
Community Safety Priorities in Kelowna	18
Community Safety Plan Priorities	19
Crime Prevention, Intervention and Sense of Safety	19
Domestic Violence and Intimate Partner Violence	20
Housing and Homelessness	21
Mental Health and Problematic Substance Use (including alcohol)	22
Racism and Discrimination	23
Addressing Kelowna’s CSP Priorities	24
Crime Prevention, Intervention and Sense of Safety	25
Domestic Violence and Intimate Partner Violence	26
Housing and Homelessness	26
Mental Health and Problematic Substance Use (including alcohol)	27
Racism and Discrimination	27
Governance for CSP Implementation	28
Key Elements to Successful Implementation	29
Proposed Governance for the Kelowna CSP	29
How Can I Get Involved?	31
Monitoring, Evaluating, and Reporting	32
Developmental Evaluation	32
Key Performance Indicators	32
Reporting	34
References	35
Appendices	37
Appendix 1: The Prevention Spectrum	37
Appendix 2: Risk and Protective Factors	39
Appendix 4: Scope 2 and Scope 3 Themes	40
Appendix 5: Key Elements to Successful Implementation	42
Appendix 6: Preliminary List of Indicators	43
Appendix 7: Sample Performance Measurement Framework	44

placeholder for message
from Mayor Basran

Message from the Superintendent

RCMP play a critical role in ensuring the safety and well-being of our citizens. As the Officer in Charge for Kelowna RCMP, I am proud to be involved in the development and implementation of Kelowna's first Community Safety Plan. Together, with community members, organizations, and leaders of the key systems, we need to improve safety in our community. We have created a collaborative approach to better address the underlying factors associated with crime, vulnerability, and harm in our community. This proactive approach will serve us well into the future.

Through the development of this plan, Kelowna already has a deeper understanding of the local issues and needs in our community, and available services and supports. With greater understanding comes our ability to enhance responses to issues in a coordinated manner, taking us beyond conventional approaches to increase safety and sense of safety for all citizens.

On behalf of the Kelowna RCMP, I thank all partners involved in the development of this important initiative, and I look forward, particularly, to working with many more in its implementation. When we work together to prevent crime and victimization, and to increase community safety and well-being, the result is a better quality of life for everyone.



A handwritten signature in black ink that reads 'Kmt' followed by a horizontal line.

Kara Triance, O.3086 (Supt.)
Officer in Charge
Kelowna Regional RCMP Detachment

Acknowledgements

Developing Kelowna's CSP was a collective and collaborative effort. Sincere gratitude is offered to the community members who attended the consultations, completed the survey, and shared their perspectives, experiences, and concerns. Your participation was instrumental in identifying local priorities and ensuring that community safety efforts are rooted in the experiences and context of the residents within the city of Kelowna. This CSP is stronger because of your voices.

Kelowna's capacity and strength to improve conditions for residents is evident in the talent and tireless work of many organizations. Thank you to all that contributed to this plan:

- Central Okanagan Elizabeth Fry Society
- Central Okanagan Journey Home Society
- Community Living BC
- Downtown Kelowna Association
- Invest Kelowna
- John Howard Society of Okanagan & Kootenay
- KCR Community Resources
- Kelowna Chamber of Commerce
- Kelowna South-Central Association of Neighbourhoods
- Kelowna's Gospel Mission
- Lived Experience Circle on Homelessness
- Metro Community
- NOW Canada Society
- Okanagan College Students' Union
- Quail Ridge Residents Association
- Rutland Residents Association
- Seniors Outreach & Resource Centre
- Society of St. Vincent de Paul of Central Okanagan
- Students' Union Okanagan of UBC
- The Bridge Youth & Family Services
- Uptown Rutland Business Association
- Westbank First Nation

Providing a comprehensive list of actions to address community safety priorities in Kelowna required the input and expertise of several expert academics and practitioners across the country. Thank you to the following individuals for their invaluable expertise, knowledge, and recommendations:

- Dr. Irvin Waller – Emeritus Professor, University of Ottawa
- Dave Critchley – Director of Public Safety and Community Services, City of Burnaby
- Julie Thompson – Community Engagement Coordinator, Waterloo Region Crime Prevention Council
- Wisam Osman – Coordinator, Toward Violence Free Homes

List of Abbreviations

CMNCP	Canadian Municipal Network on Crime Prevention
COJHS	Central Okanagan Journey Home Society
CoK	City of Kelowna
CSD	Community Safety Department
CSP	Community Safety Plan
CSWB	Community Safety and Well-Being
DE	Developmental Evaluation
DV	Domestic Violence
FNHA	First Nations Health Authority
FTE	Full-Time Equivalent
HSDA	Health Service Delivery Area
IH	Interior Health
IPV	Intimate Partner Violence
KOaST	Kelowna Outreach and Support Table
LECoH	Lived Experience Circle on Homelessness
MCFD	Ministry of Children and Family Development
MSDPR	Ministry of Social Development and Poverty Reduction
NGO	Non-governmental organization
RCMP	Royal Canadian Mounted Police
S/C	Steering Committee
SD23	School District #23



Executive Summary

PURPOSE

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.

The City of Kelowna is among a small, yet growing, number of municipalities nationally demonstrating leadership and vision in the development of a Community Safety Plan (CSP). With a focus on reducing risk, vulnerability, and harm in a community, CSPs are grounded in the knowledge that social, economic, familial, and individual conditions and experiences (i.e., trauma) significantly influence whether a person turns to crime or is more likely to be victimized.

While there is no single or universal definition of community safety, it is regarded here as fundamental to quality of life and the ability of people to fully participate in community; therefore, relevant to all who live, work, learn, and play in Kelowna.

Achieving our vision, an ideal state of a “community where all people are safe and feel safe”, is complex, dynamic, multi-generational, and multi-sectoral. Accordingly, CSPs universally seek to bring together a spectrum of government ministries, community organizations, and the public to assess local conditions, generate a sense of shared ownership and responsibility, inspire a shared vision, and forge a commitment to *collectively* reduce crime and increase sense of safety. We accomplish this goal by realizing the connections between our work and the underlying risk and protective factors of crime and victimization and by choosing to work differently, through a systems approach, to accomplish what no single organization can on its own – collective and sustained impact.

In 2020, the City of Kelowna invited senior leaders of government systems (i.e., health, social, education, and justice) to imagine new ways of working together toward common goals, and to participate as Steering Committee (S/C) members. The S/C launched in earnest in 2021, despite the practical challenges and pressures presented by the global pandemic, and, in 2021, the S/C partnered with the [Canadian Municipal Network on Crime Prevention](#) to support the development of this CSP.

Kelowna's CSP is committed to being aspirational and attainable by being realistic, focused, and time-based. The complexities of bringing diverse organizations, communities, and people together to co-create a vision and a CSP they can commit to implement collaboratively cannot be understated. Therefore, this CSP endeavours to be pragmatic by flexibly reflecting real-world constraints (i.e., differing organizational mandates, structures, and budgets) while still challenging the status quo of how systems operate. Kelowna's CSP is composed of priorities, recommendations and actions that are realistically achievable by our local leaders within their spheres of control (i.e., independent of provincial / national policy changes). This CSP is also focused on what the data uncovered about our challenges, and especially what we heard from the diverse cross-section of ~100 people representing 30 organizations, 775 community members, national subject matter experts, and others in its development. Further, this Plan focused within the City of Kelowna geographical boundaries, and time-limited; recommendations and actions will be implemented, and results evaluated within the next five years.

Why a Community Safety Plan?

In 2018, [Imagine Kelowna Vision 2040](#) established a vision and set a path toward a smarter, connected, responsible, and collaborative community. This was created with the community, for the community. In 2019, Kelowna City Council identified six priorities for its 2019-2022 term to put the Imagine Kelowna vision into action. Community safety was established as a priority, with a focus on reducing crime, increasing sense of safety, and using data and analysis to understand problems and target responses. Further, City Council cited several supporting actions to be taken including the development and implementation of a CSP.

What We Did

To inform the development of Kelowna's CSP, local data was collected to provide an understanding of strengths and challenges related to community safety. This process included a review of existing data, community-led and virtual consultations with diverse groups (i.e., local service providers, Indigenous Peoples, individuals with diversabilities, youth, older adults, business associations, social service and well-being agencies), and a public validation survey, open to all Kelowna residents. Extensive input and expertise were also provided by the CSP Steering Committee, City staff, and external academics/experts throughout the process.

What We Heard

An analysis of the data collected during the community safety assessment resulted in the identification of several community safety concerns in Kelowna. Based on the scope of the CSP, five priorities were identified:

- Crime Prevention, Intervention and Sense of Safety
- Domestic Violence (DV) and Intimate Partner Violence (IPV)
- Housing and Homelessness
- Mental Health and Problematic Substance Use (including alcohol)
- Racism and Discrimination

Strategies

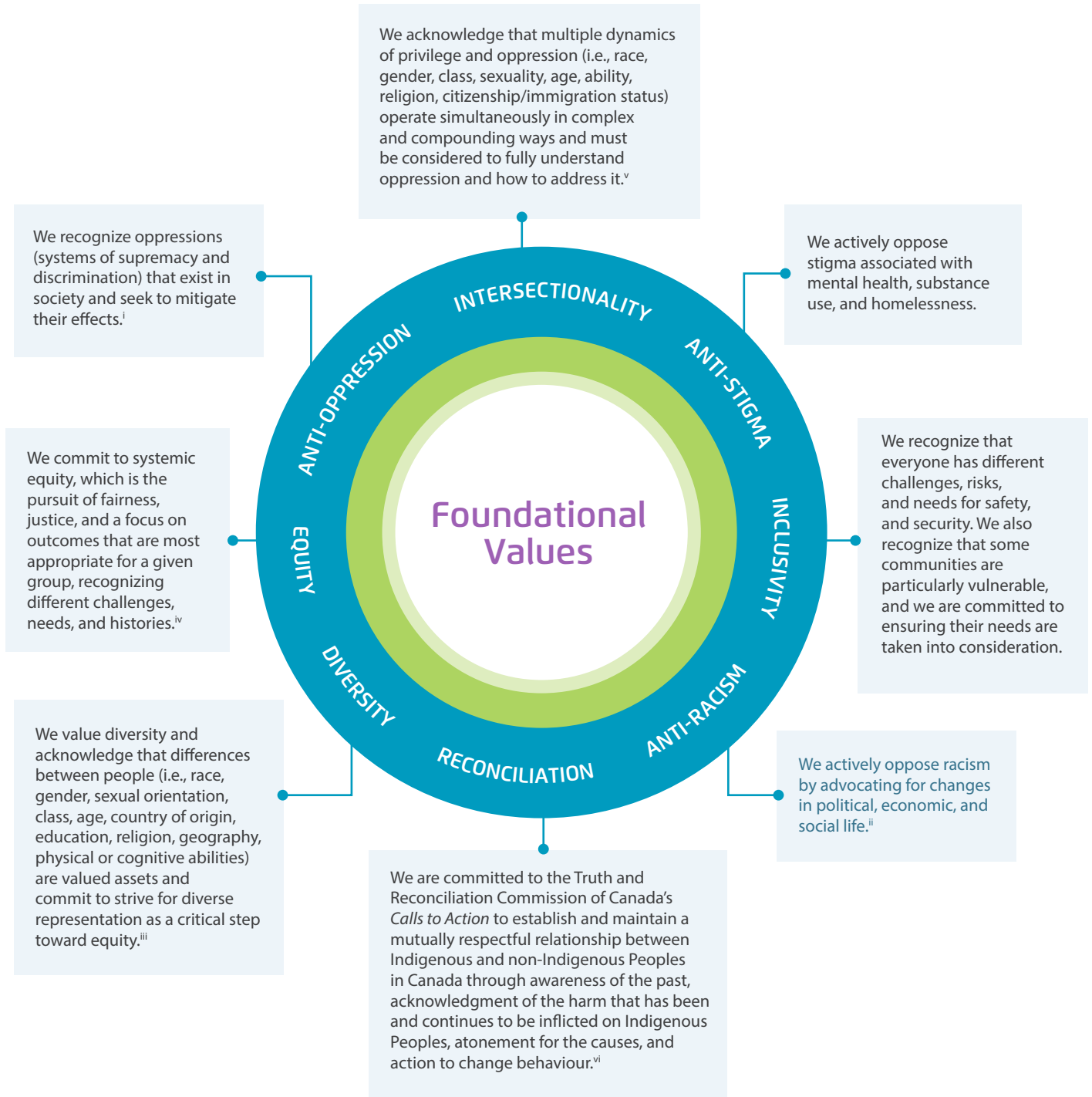
Once the CSP priorities were established, a list of recommendations to address each one were developed. These recommendations were based upon what we heard from the community, steering committee, and what we learned from City Council and national experts/practitioners. They include:

PRIORITIES	RECOMMENDATIONS
<p>1 Crime Prevention, Intervention and Sense of Safety</p>	<ul style="list-style-type: none"> • Improve multi-sectoral collaboration and support for crime prevention and interventions services. • Strengthen upstream prevention and early intervention to reduce risks, harm, crime, and victimization. • Communicate crime prevention/intervention strategies and provide information on community safety realities. • Support and enable engagement in crime prevention by all community members.
<p>2 Domestic Violence (DV) and Intimate Partner Violence (IPV)</p>	<ul style="list-style-type: none"> • Research and support initiatives that reduce the vulnerability of people to DV and IPV. • Empower people to identify and offer support in situations of DV and IPV. • Ensure adequate emergency supports are available to those fleeing situations of DV and IPV.
<p>3 Housing and Homelessness</p>	<ul style="list-style-type: none"> • Enhance multi-sectoral participation to improve housing / sheltering. • Implement strategies to prevent and reduce homelessness in Kelowna.
<p>4 Mental Health and Problematic Substance Use (including alcohol)</p>	<ul style="list-style-type: none"> • Increase or support services and programs to prevent and address mental health challenges. • Reduce the stigma surrounding mental health challenges and substance use. • Engage in activities that prevent and reduce addictions, overdoses, and the harms associated with substance use.
<p>5 Racism and Discrimination</p>	<ul style="list-style-type: none"> • Recognize and reject racism and discrimination in Kelowna. • Support individuals in accessing safe space and services. • Provide opportunities to create diverse and inclusive workplaces.

This document begins with a discussion of the foundational values and strategic approaches to guide this work in Kelowna. It then provides background information on community safety plans in general, and within a local context. This is followed by a discussion of the process employed in the development of this CSP which included a data-based community safety assessment, engagement of local organizations, elected officials and people with lived experience, and a public survey. Based on the findings from this process, the Plan priorities and specified actions emerged. Following this, the document outlines recommendations to address the CSP priorities, a planned governance model to ensure successful implementation, along with an outline of plans to monitor, evaluate, and accountably report publicly.

Foundational Values

The CSP foundational values will ensure all efforts to improve community safety in Kelowna consider the perspectives, recommendations, and implications for *all* members of the community, including those who are marginalized and most vulnerable. These values provide the lenses that will guide this work.



Strategic Approaches

To address the priorities of this CSP and effectively create change in Kelowna, it is essential to take an approach that is both integrated and strategic. While the foundational values provide the lenses that inform the CSP, the following strategic approaches will help put it into action.

Base Actions in Evidence and Knowledge

Ensuring community safety work is guided by evidence and the wisdom of community members is vital for achieving desired outcomes, grounding them in available data, and considering the historic and current knowledge of the community and its stakeholders.

Collaboration, Coordination, and Alignment of Services

The success of the CSP depends on the collective willingness and ability of system leaders to create change in current service systems, including working beyond conventional silos and in collaboration with others toward a collective vision through mutually agreed-upon actions.

Communication

Obtaining buy-in to address priorities is highly dependent on the communication of desired outcomes and their connections to priority actions. Ongoing communication within and across systems is vital to CSP success.

Engage the Community

No CSP can be accomplished solely through the efforts of organizations and systems. Grassroots and community level involvement is critical for its success. All system sectors must commit to engaging the community, including people with lived or living experience, in the development and implementation of solutions.

Focus on Social Determinants of Safety and Well-Being

Addressing determinants of community safety and well-being in relation to plan priorities. This should include determinants at different levels, including individual, relationship, community, and societal levels.

Leverage Partnerships

The CSP is meant to harness existing efforts, build on them, and form novel connections between existing approaches. Partnerships are critical for maximizing limited resources and finding solutions based in multi-disciplinary thinking and practice.



Background

Kelowna, British Columbia

Kelowna is part of the Regional District of Central Okanagan which also includes Peachland, Lake Country, West Kelowna, and unincorporated communities on both sides of Okanagan Lake.

Kelowna is the largest community in the Regional District. It is part of the Interior Health Authority, and the First Nations Health Authority, Central Okanagan Local Health Area as well as Health Service Delivery Area Profile (HDSA).

Over the past 20 years, Kelowna's population has grown by approximately 40,000 people, reaching over 145,000 residents in 2021. The city is among the fastest growing in the country, and BC Statistics estimates it will have an additional 50,000 residents by 2040. Kelowna sits on the traditional, ancestral, unceded territory of the Okanagan Syilx people. In Kelowna, 11% of the population identify as a visible minority and 14% of the population are immigrants, with just under 3% being new immigrants. Close to 6% of the population identify as Indigenous.

Kelowna is experiencing many of the same issues that are endemic across the province: a housing crisis, systemic mental health and addictions (i.e., opioid) crises and, more recently, a global pandemic. As the city transitions to a larger population base, many of these issues may become amplified, and have a greater impact on many dimensions of community safety.

In 2019, Kelowna City Council established community safety as one of six priority areas for 2019-2022 to advance the Imagine Kelowna: Vision 2040. In addition to resource investment in policing and bylaw services, City Council expressly committed to the development of a CSP to provide a strategy to align the work and resources of diverse sectors and agencies, ensuring coordinated prioritization of issues and interventions, and improving the effectiveness of the 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 / victimization and, in recent years, reported sense of safety. Critically, in Kelowna's CSP, community safety is:

- broadly interpreted as much more than the frequency or severity of crime / victimization or the visible presence and profile of "social issues";
- understood to include people's perceptions, sense of safety, and vulnerabilities;
- recognized as one piece of overall community vitality and well-being²;
- regarded as fundamental to quality of life and the ability of people to fully participate in community; and
- assumed as relevant to all who live, work, learn and play in Kelowna.

Fundamental to community safety is the reduction of marginalization, vulnerability, and the number of people who are on a pathway to criminalization. In doing so, we strive to create an ideal state of a sustainable community where everyone is safe, feels safe, has a sense of belonging, has access to services, and has opportunities to participate fully in all that Kelowna has to offer.

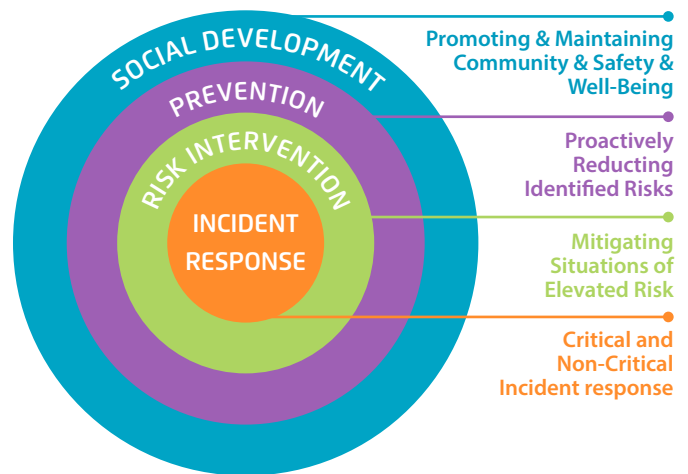
Kelowna's Community Safety Plan

While CSPs were legislatively mandated in Ontario in 2017, the City of Kelowna is among a small yet growing number of municipalities nationally demonstrating leadership and vision in the development of a CSP. Among other objectives, a CSP brings together system leaders, organizations, and community members to co-create a vision and an actionable plan to improve safety and sense of safety in the community.

Kelowna's CSP is committed to being tangible, pragmatic, and focused. While remaining aspirational and challenging the status quo of how systems operate, it endeavors to be realistic to reflect real-world constraints (i.e., organizational structures and budgets) and the complexities of bringing multiple organizations and communities together to co-create and implement a plan. Further, the Kelowna CSP seeks solutions that are achievable by local leaders within their spheres of control (i.e., independent of provincial / national policy changes), within the boundaries of the City of Kelowna, and within the next five years.

Like all CSPs, this Plan is focused on reducing risk, vulnerability, and harm. Accordingly, while police are focused on crime reduction (attending to the people, places, and situations already known), CSPs focus on upstream prevention; attending to the people, places and situations not yet troubled/known (for more information, see Appendix 1). To visualize this, the Community Safety Framework^{vii} highlights the different levels of prevention/intervention.

Diagram 1: Community Safety Framework



Social Development

Intervening to reduce risk factors and/or enhance protective factors in the general population.

Prevention

Identifying at-risk individuals or communities and intervening to reduce risk factors and/or enhance protective factors.

Risk Intervention

Responding to acutely elevated risk situations to mitigate harm and decrease the likelihood of (re)victimization.

Emergency Response

Immediate response to urgent incidents to stop harms, minimize victimization and hold individuals responsible.

With this focus on delivering tangible results and having measurable impact through localized action, the Kelowna CSP priorities and actions focus on prevention, risk intervention, social development, and reducing demand for incident response, respectively.

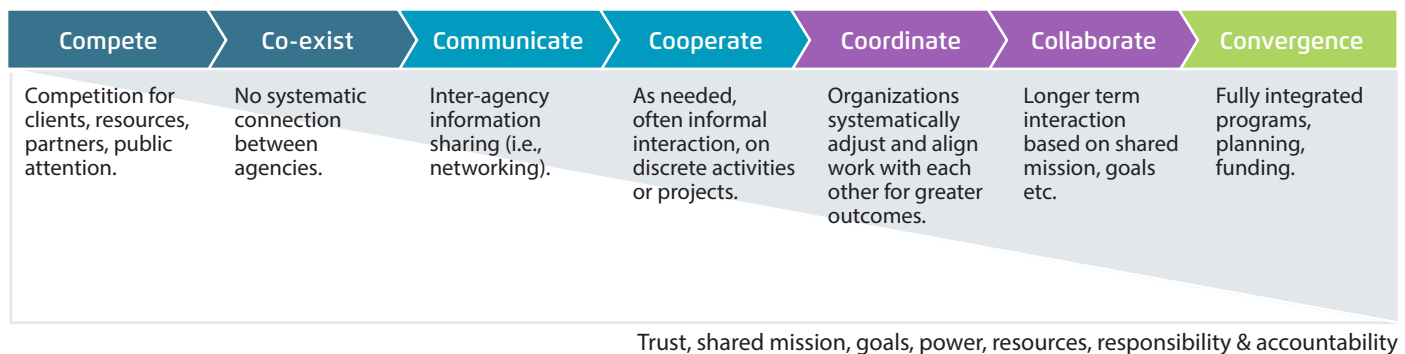
² For more information on overall community vitality and well-being in Kelowna, please refer to the Healthy City Strategy: <https://www.kelowna.ca/our-community/planning-projects/healthy-city-strategy>.

Community Safety Planning

Although there is no single approach or form for CSPs, all are grounded in the knowledge that social, economic, familial, and individual conditions and experiences (i.e., trauma) significantly influence whether a person turns to crime or is more likely to be victimized. Accordingly, all CSPs seek to engage a cross-section of local leaders as well as the broader community to generate a shared vision and commit to actions that address local conditions to improve community safety and sense of safety. It follows that to be successful, CSPs must inspire and enable a shift in “how we work”; from siloed organizations working toward isolated interventions toward a systems approach in which a cross-section of organizations and people work differently, and elevate their partnership (see diagram #2 below) to accomplish collective impact.

Importantly, CSPs are consistent with the social determinants of health through a focus on decreasing risk factors and strengthening protective factors - the “root causes” known to impact a person’s pathway to pro-social values, attitudes and behaviour or, alternatively, crime. Risk and protective factors are varied. Some require broad-based, long-term, sustained investment and commitment (social development), typically led by federal and provincial governments, to improve social inequities such as racism, poverty, and unemployment. Others are more readily achievable through localized consensus, leadership, and commitment to action. For more information on risk and protective factors, see Appendix 2. Even at a glance, it is evident that risk and protective factors align directly with the mandate of varied institutions (i.e., community, cultural, education, social, health, etc.) and all levels of government.

Diagram 2: Partnership Continuum



Community Safety at All Levels of Government

At the international level, the United Nations’ System-wide Guidelines on Safer Cities and Human Settlements (2019) repeatedly call for a coordinated, multidisciplinary effort to address the multiple root causes of delinquency, violence, and insecurity. The guidelines state it is crucial that local governments, in collaboration with national and subnational (i.e., provincial/territorial) governments, fully integrate safety and security in their strategic urban planning and decision-making processes and in the delivery of services. Local governments, in collaboration with national and subnational governments, “also need to base their policies and strategies on a comprehensive assessment of the city, drawing on appropriate disaggregated data and a knowledge base of good practices and effective interventions, where available.”^{viii}

Alignment with other City and Community Plans / Initiatives

A CSP is an important strategy for a community and because of the nature of safety, it touches many aspects of municipal and community planning. Therefore, a coordinated and integrated approach with other local municipal plans and community partner initiatives best mitigates or prevents future social concerns.

Accordingly, the Kelowna CSP builds upon existing plans, strategies, and initiatives at the municipal and community levels. For example, the Kelowna CSP has been developed to align with and enhance Kelowna’s Healthy Housing Strategy, Community for All Action Plan, Youth Services Framework, and Official Community Plan.

Implementation of the Plan will leverage existing networks and promote a systems approach to the delivery of services in Kelowna including, for example, coordination with the Central Okanagan Journey Home Society, Central Okanagan Community Action Team, and the City of Kelowna’s Community Inclusion Team.



Community Safety Assessment

The purpose of a community safety assessment is to understand the current state including both strengths and challenges in the community.

Community safety assessments involve the collection of data to understand key risk factors, root causes, safety concerns, and available services/resources at the local level. While research has identified several general risk factors that negatively affect community safety, each community has its own unique circumstances resulting in some challenges being more prevalent than others. As a result, collecting data to understand these community-specific challenges is a vital step to ensure the CSP is evidenced-based and addresses local concerns.

When conducting any community safety assessment, it is critical to take a comprehensive approach and incorporate data from a variety of sources. During the community safety assessment for Kelowna, both quantitative³ and qualitative⁴ data were collected from several sources to develop an in-depth understanding of local realities.

Data Collection Considerations

Kelowna's community safety assessment endeavoured to bring a comprehensive understanding of Kelowna's community safety strengths and challenges, and to ensure the CSP reflects the diverse voices of individuals (i.e., people with lived or living experience) and groups who might otherwise be overlooked or not included in decision-making processes.

Accordingly, local leaders and service providers were consulted to provide advice and guidance on the most effective way to engage with different community groups. Given the diversity of Kelowna, over 50 groups were invited, and a majority engaged despite the constraints of the global pandemic. To further maximize participation from hard-to-reach populations, a do-it-yourself (DIY) toolkit was also developed which service providers carried out with those who they serve. These efforts were to ensure all participants felt respected, appreciated, and comfortable during and after the engagement sessions.

³ Quantitative data refers to numerical data (e.g., crime rates), collected through methods like surveys, which help understand what is happening and how much.

⁴ Qualitative data refers to more in-depth information (e.g., perceptions and experiences), collected through methods like interviews and focus groups, which help understand how and why certain challenges happen.

Challenges and Limitations

Typically, and ideally, community consultations are conducted in person. However, the ongoing COVID-19 pandemic required all CSP consultations to occur virtually. While these virtual conversations accomplished the necessary collection of information, it is important to acknowledge the limitations of this process, which included accessibility challenges, technical difficulties, and potential distractions. An additional constraint resulted from multiple wildfires in Kelowna during the consultation period. This impacted the ability for several stakeholders and community members to be reached and/or to participate.

Also, during the period of the community safety assessment, Tk'emlúps te Secwépemc First Nation uncovered the remains of 215 unmarked graves of children buried on the property of the former Kamloops Indian Residential School. Understandably, grieving Indigenous community members, many who were also impacted by the active wildfires, were unable to participate in the earliest stages of the community safety assessment. Engagements, therefore, were paused and with additional, targeted outreach some representation of Indigenous voices became possible. Through humility and partnership, it is understood that the involvement of Indigenous partners and community members must remain at the centre of the CSP implementation and governance.

Data Sources

Existing Data

To understand the current community safety landscape in Kelowna, considerable quantitative data was compiled. This information included demographic data from Statistics Canada (i.e., population, diversity, income, labour force), relevant social and cultural data (i.e., homelessness, food insecurity, language, etc.), as well as open-source data collected from several contributing government and non-government organizations relating to education, mental health, substance use, as well as accessibility of services and sense of belonging.

Community Consultations

Community consultations were conducted to provide a more comprehensive understanding of the challenges highlighted in the quantitative data and shed light on the experiences of various groups within the community. Qualitative data from consultations helps provide a richer understanding and answers the how and the why of issues related to community safety. Consultations were held

with more than 30 groups in the community. Specifically, individuals whose voices tend to be silenced or overlooked were consulted as part of the planning process to ensure their concerns and priorities are considered in the CSP.

A core principle for conducting community consultations is to provide opportunities for all (with a specific focus on those that are marginalized and most at-risk) to participate in a meaningful, safe, and inclusive manner. As a result, all engagements were organized in partnership with local leaders. Sessions were conducted in one of two formats to ensure they remained safe, meaningful, and comfortable for all participants:

1. Online consultations facilitated by CMNCP and City of Kelowna staff
2. In-person consultations facilitated by local leaders, without CMNCP or City of Kelowna present (self-led consultations)

One of the key goals of the community consultations was to capture the voices of groups that are often overlooked in community engagements and who face greater systemic barriers and challenges. As a result, consultations were conducted with nearly 100 participants representing diverse sectors, populations, and perspectives:

- Community-based organizations
- Indigenous Peoples
- Individuals who are criminalized
- Individuals with developmental disabilities
- Neighbourhood associations
- Older adults
- People experiencing homelessness
- Social service and well-being agencies
- Students
- Business associations

For consistency, facilitators asked consultation participants about three general themes:

1. Positive aspects about Kelowna
2. Community safety concerns about Kelowna
3. Opportunities to improve community safety or address challenges in Kelowna

Validation Survey

Based on the review of existing data and findings from the consultations, several community safety themes emerged. These themes were incorporated into a public validation survey ([Appendix 3](#)). This provided opportunity for members of the public to provide feedback on the preliminary findings, validate or disagree with current themes, identify gaps, and provide recommendations to address the key challenges. The survey was administered online and distributed through the City of Kelowna's Community Safety e-Subscription list. It was intended to be directional and not statistically valid. Those who participated in the initial consultations were also encouraged to complete and circulate the survey among their networks. In total, 775 respondents completed the survey between August 30 and September 19, 2021.

Identifying CSP Priorities

Following the data collection, the Steering Committee reviewed the findings, identified themes, and conducted a sorting process to divide the themes into three scopes, based on their applicability to Kelowna's CSP (please refer to the [Key Findings](#) section for more details).

- **Scope 1** themes were those that are addressed in the CSP.
- **Scope 2** themes are principally supported by the CSP but actioned under other existing initiatives or organizations.
- **Scope 3** themes are those deemed to be out of scope for the CSP (i.e., wildfires).

From this process, the five priorities of this CSP emerged. Then, based on the input from the many participants throughout this process, recommendations and viable actions were designed for each of the five priorities.



Key Findings

Positive Aspects About Kelowna

There were many aspects about Kelowna that residents indicated they like, love, and enjoy. Those most frequently mentioned included:

Sense of Community

Residents enjoy the strong sense of community in Kelowna which creates an increased feeling of safety, particularly in their neighbourhoods. They stated that, in general, people are friendly, connected, and trustworthy.

Outdoor Activities

The large range of easily accessible outdoor activities in Kelowna were mentioned in most of the consultations. Residents consistently commented on how much they enjoy parks, beaches, and trails for walking, hiking, and biking. Several specific locations were mentioned (City Park, Mission Creek Regional Park, Eagle View Trail, Knox Mountain Park, etc.) and it was very evident that people enjoy these public spaces. Other outdoor amenities that were highlighted include golf courses, vineyards, and wineries.

Beauty and Green Spaces

Many residents expressed that they enjoy the overall beauty of the city of Kelowna. They mentioned that the area is generally well-maintained, free of garbage, and aesthetically pleasing due to the presence of flowers, shrubs, and greenery.

Community Safety Priorities in Kelowna

In addition to the positive aspects mentioned above, community members identified several areas of concern, some which related to community safety in Kelowna. From these concerns, themes were identified and subsequently vetted through the lens of three scopes as presented here:

SCOPE 1 THEMES

The five themes identified in Scope 1, and now reflect Kelowna's CSP priorities, are as follows:

- Crime Prevention, Intervention and Sense of Safety
- Domestic Violence and Intimate Partner Violence
- Housing and Homelessness
- Mental Health and Problematic Substance Use (including alcohol)
- Racism and Discrimination

Each of these is discussed in further detail in the next section.

SCOPE 2 THEMES

The three themes identified in Scope 2 are concerns / challenges that are principally supported by the Plan but actioned by others. They include:

- Poverty and Income
- Role of Police
- Services for Specific Populations

Please refer to [Appendix 4](#) for more detail and supporting data related to each of the Scope 2 themes.

SCOPE 3 THEMES

The three themes identified in Scope 3 are concerns / challenges that are beyond the scope of Kelowna's CSP. These include:

- Public Transportation
- Roads
- Wildfires

Please refer to [Appendix 4](#) for more detail and supporting data related to each of the Scope 3 themes.



Community Safety Plan Priorities

1 Crime Prevention, Intervention and Sense of Safety

Definition

Crime prevention takes varied forms with each serving a different purpose. Situational crime prevention, often known as “target hardening,” is about reducing the opportunities for crime (i.e., “lock it or lose it”). Crime prevention through social development, in contrast, is a multi-disciplinary and long-term approach to reducing the risk of crime and its harmful effects on individuals and society, including fear of crime, by intervening with the multiple, often socio-economic, root causes known to lead to public insecurity. Interventions aim to address more immediate risk factors to prevent harm from occurring in the first place or to reduce further victimization and violence among those who are already in conflict with the law.

Safety refers to the absence or limit of risks and the reduction or elimination of harm to individuals and communities. It is important to differentiate between actual and perceived / sense of safety. Actual safety refers, objectively, to a person’s level of risk for potential for harm (i.e., the actual threat or lack thereof in a particular location or situation). Sense of safety, on the other hand,

refers to a person’s perception of risk or harm, which can be influenced by different factors including opinions about a particular area, media coverage, and previous experience. It should be noted that the two can, and often, differ. People may perceive themselves as being more or less safe than they actually are, a phenomenon particularly true among young people and seniors, respectively.

What We Heard

During the community safety assessment, crime – and the need for crime prevention and intervention – was a concern mentioned by several participants. This priority included personal experiences of crime, particularly theft from homes, backyards, and cars. The validation survey supported this priority with results indicating that many respondents have personally been victimized and feel like crime has been increasing in their community. General safety concerns were also discussed in the community engagement sessions, including:

- Some women do not feel safe going out alone in the city, particularly at night.

- General infrastructure designs (e.g., lack of lighting) leave people feeling unsafe.
- Crime, particularly property crime, creates feelings of insecurity.
- Lack of information on safety measures in different areas of the city increases insecurity.

Relevant Data

In 2020, Kelowna’s overall reported crime rate was 12,529 incidents per 100,000. While this is higher than the rate in British Columbia (8,532) and Canada (5,856), it is notable that the Kelowna region welcomes an estimated 2 million visitors annually. Between 2018 and 2020, Kelowna saw an increase in its crime severity index score, up 9% from 118 to 129. Kelowna also saw its violent crime severity index increase in the same period by 116% from 52 to 113. During the same period, its non-violent crime severity index decreased by 12% from 142 to 135.

The City of Kelowna’s Public Safety Survey results (2019) highlighted concern over property crime. One-quarter (24%) of respondents believed the property crime rate increased in their neighbourhood within the previous 12 months, and one-half (50%) felt that property crime had increased in the city overall. Additionally, respondents regarded the single most important crime-related problem within Kelowna as breaking and entering. Among those who were crime victims in the previous 12 months, nine in ten (89%) experienced a property crime.

From the consultations, several suggestions arose including:

- Implement approaches to prevent violence and other crimes.
- Address sexual assaults, property crimes, and increase accountability for repeat offenders; and
- Improve lighting in certain areas of the city (e.g., downtown) and organize community clean ups.

2 Domestic Violence and Intimate Partner Violence

Definition

Domestic Violence (DV) refers to violence committed by someone in the victim’s domestic circle, including partners and ex-partners, immediate family members, other relatives, and friends. The term “domestic violence” is used when there is a close relationship between those involved and usually includes controlling and coercive behaviour, typically in the form of physical, sexual, financial, emotional, or psychological abuse. DV can include intimate partner violence, elder abuse, violence against children, and animal abuse. It is important to note that these forms of violence may occur simultaneously in a home.^{xi}

Intimate Partner Violence (IPV) describes physical violence, sexual violence, stalking, or psychological harm by a current or former partner or spouse. This type of violence can occur among heterosexual or mixed-orientation relationships and does not require sexual intimacy.^{xii}

What We Heard

During the community safety assessment, several consultation participants highlighted that domestic violence is an issue in Kelowna. Participants expressed particular concern relating to the effects of the COVID-19 pandemic as more individuals have spent

increasing time at home. This concern is also supported by validation survey results which indicate that residents are concerned about the trauma caused by domestic violence and that organizations have been receiving increased calls for service.

Relevant Data

In 2019, there were 353 reported incidents of intimate partner violence per 100,000 population in Kelowna. 75% of victims of police-reported intimate partner violence in Kelowna are women.^{xiii}

From the consultations, several suggestions arose including:

- Increase measures to prevent domestic violence.
- Increase supports for victims of domestic violence, such as emergency shelters.
- Expand secure, long-term housing for victims of DV and IPV.
- Recognize the connection between DV, IPV, intergenerational trauma, historical trauma from residential schools, and adverse childhood experiences.

Definition

Homelessness describes “the situation of an individual, family or community without stable, safe, permanent, appropriate housing, or the immediate prospect, means and ability of acquiring it. It is the result of systemic or societal barriers, a lack of affordable and appropriate housing, the individual/household’s financial, mental, cognitive, behavioural, or physical challenges, and/or racism and discrimination. Most people do not choose to be homeless, and the experience is generally negative, unpleasant, unhealthy, unsafe, stressful, and distressing.”^{xiv}

According to the Homeless Hub, “housing and homelessness includes a full spectrum of housing and shelter circumstances, ranging from being without any shelter to being insecurely housed.”^{xv} For many people, homelessness is not static – rather, it is a fluid experience where one’s shelter circumstances and options may shift and change quite dramatically and with frequency.

What We Heard

Housing and homelessness emerged as a key issue from the community safety assessment.⁵ Common issues that contribute to this problem, as outlined by members of the community, included the following:

- The cost of living in the city is very high making it difficult for many to afford housing.
- The growing cost of housing leads to greater housing precarity.
- The increased number of people experiencing unsheltered homelessness leads to residents feeling unsafe on the street.
- There is a lack of services for people experiencing homelessness.
- People experiencing homelessness tend to be stigmatized.

Relevant Data

A 2016 report showed that renter households in Kelowna that are spending 30% or more of their income on shelter represent 47% of the population, which was higher than the provincial average of just over 43%.^{xvi} This data can be indicative of economic inequality and social exclusion, both of which are risk factors for public insecurity.

In 2020, approximately 2,000 people experienced homelessness at some point during the year in Kelowna, with an estimated 297 individuals experiencing homelessness on any given night.^{xvii} This is a 4% increase from 2018 and a 27% increase from 2016. It is estimated that 72% of the homeless population in Kelowna is chronically homeless (i.e., homeless for six months or more within the past year) and the “average days spent homeless within the past year” grew from 192 days in 2016 to 267 days in 2020.

For the first time, the average age of people experiencing homelessness dropped from 31 in 2018 to 28 in 2020, and the percentage of people identifying their first experience of homelessness before the age of 25 increased by 11% from 2018 to 2020.^{xviii} These figures suggest that youth homelessness is on the rise in Kelowna.

From the consultations, several suggestions arose including:

- Increase safe places and shelters for people experiencing homelessness.
- Increase indoor, warm spaces for people experiencing homelessness, particularly in the winter.
- Increase security at shelters to prevent people from having their belongings stolen.

⁵ It is important to note that Kelowna has developed the [Journey Home Strategy](#), a 5-year plan to address homelessness with a focus on ensuring everyone has a place to call home. The goal is to ensure a coordinated and easy to access system of care for those in Kelowna who have lost or are at risk of losing their home. The Community Safety Plan will ensure to coordinate its efforts with the work of the Journey Home Strategy.

Definition

Mental health is an integral and essential component of health. According to the World Health Organization, “mental health is a state of well-being in which an individual realizes their own abilities, can cope with the normal stresses of life, can work productively, and is able to make a contribution to their community”.^{xix} Multiple social, psychological, and biological factors impact the mental health of a person at any point in time (i.e., violence and persistent socio-economic pressures). Poor mental health is also associated with rapid social change, stressful work conditions, gender and racial discrimination, social exclusion, physical ill-health, and human rights violations.

Misperceptions about the relationship between mental illness and violence contribute significantly to stigma, discrimination, and social exclusion. Studies indicate that people living with mental health conditions are no more likely to engage in violent behaviour than the general population.^{xx} On the contrary, the General Social Survey has indicated that people living with a mental health-related disability experience violence at rates more than double that of the general population. Individuals struggling with mental health challenges are also less likely to report their victimization (22% versus 31%).

Problematic substance use refers to the use of drugs (including prescription drugs and alcohol) in a way that is harmful to a person’s health and life. People of any age, gender, or economic status can become addicted to substances. Certain factors can affect the likelihood and speed of developing a substance use disorder, including family history of addiction, mental health disorders, peer pressure, lack of family involvement, adverse childhood experiences, and early onset of substance use. Research shows that the presence of addiction increases the likelihood of violent behaviour, however that connection is affected by multiple factors including the type of substance, population, gender, and comorbidity.^{xxii} Furthermore, being a victim of violence can be a precursor to problematic substance use.^{xxiii}

What We Heard

During the community safety assessment, several participants indicated that mental health is a growing

concern in Kelowna. From the public validation survey, residents demonstrated particular concern about the lack of 24/7 resources and supports. Respondents indicated the importance of addressing mental health since it is a root cause of other social issues.

Participants also frequently identified problematic substance use as a challenge in Kelowna. Many expressed concerns regarding rising drug poisonings and highlighted the need to address drug toxicity. The use of substances in public spaces and the presence of needles and other drug paraphernalia was also noted.

Many participants emphasized the need for more harm reduction facilities, including safe consumption sites, overdose prevention sites, needle disposals, and greater access to other harm reduction supplies. Participants spoke about the lack of detox treatment, comprehensive services rooted in cultural healing, and services to support individuals with addiction-related challenges and their families. The need to reduce barriers within existing services (i.e., not being abstinence-based and the need for after-hour care) was also mentioned.

Last, participants talked about the stigma surrounding problematic substance use and the need to view addiction as a health issue rather than a criminal issue. This stigma was evident in the public survey responses in which participants emphasized that they prefer facilities and services for people with addictions to be located outside of the city.

Relevant Data

The most recent and relevant mental health data available (2017-2018) for the Okanagan Health Service Delivery Area (HSDA) indicates that 68% of the population aged 12 and up reported very good to excellent mental health^{xxiv}; slightly higher than the provincial average of 67%.^{xxv} However, the prevalence of diagnosed mood and anxiety disorders had steadily increased over the previous two years for all members of the Okanagan population, with an incidence of 36%, compared to 31% provincially; a very significant increase.^{xxvi} In 2015-2016, the incidence of children and youth (aged 5 to 24) hospitalized for mental disorders was 885 per 100,000 in the Okanagan HSDA.^{xxvii}

Concern for problematic substance use is also validated by existing regional data. In 2019, the BC Centre for

Disease Control administered a survey to assess regionally specific differences in drug use. Results within Interior Health follow:

- 10% of those surveyed experienced an opioid overdose (17% provincial average).
- 14% experienced a stimulant overdose in the past six months (12% provincial average).
- 53% witnessed an opioid overdose in the past six months (57% provincial average).

Illicit drug toxicity deaths have been increasing in the interior, as they have province-wide, doubling between 2019 and 2021. In February 2021, there were 35 deaths per 100,000 due to drug toxicity in the Okanagan versus 33 per 100,000 in British Columbia.^{xxviii} The progress toward mitigating the drug toxicity crisis that occurred between 2017 to 2019 was largely erased in 2020 and 2021.^{xxix}

From the consultations, several suggestions arose including:

- Greater compassion and understanding from the public and service providers.
- Increased supports and services, particularly for marginalized groups.
- Increased accessible (i.e., 24/7, affordable) mental health services for individuals seeking supports, including trauma counselling and outreach services.
- Increased anti-stigma and public education.

5 Racism and Discrimination

Definition

Racism refers to a system of oppression that excludes and discriminates based on race. Often, this does not occur in isolation; rather, it intersects with other forms of discrimination including xenophobia, sexism, homophobia, transphobia, among others. Racism can take several forms including:

- Historical racism: historical domination or subordination of certain groups which continues to be reflected in current legal, policy and institutional frameworks, language, and cultural attitudes.
- Institutional racism: the practice of social or political institutions that results in the de facto exclusion of certain groups.
- Structural racism: exclusion in law or practice of individuals belonging to ethnic minorities.
- Individual racism: behaviours aimed to exclude someone, physical violence, verbal threats, intimidation, harassment, physical assault, damage to property, hate crimes or hate speech.

What We Heard

Racism and discrimination were frequently highlighted by consultation participants as issues that need to be addressed. Many indicated that racism is prevalent, and steps must be taken to address systemic racism/discrimination, and increase awareness and understanding of stigma, racism, equity, and diversity across Kelowna.

Validation survey findings also highlighted residents' concerns around hate crime, racism and discrimination in schools, and the impact of racism on social cohesion and quality of life.

Relevant Data

The importance of addressing racism and discrimination is supported through police-reported hate crime data in Kelowna. In 2019, the rate of reported hate crime was 1.4 per 100,000 population. While this is lower than the provincial and national average, the incidence of police-reported hate crime in Kelowna increased 35% between 2014 and 2019, consistent with increases seen provincially (37%) and nationally (33%).^{xxx}

From the consultations, several suggestions arose including:

- Increase understanding of diverse cultures, traditions, beliefs, values, experiences, and traumas.
- Develop and implement a city-wide anti-racism educational campaign.
- Promote anti-racism training for enforcement personnel, service providers and healthcare workers among others.
- Address racism at the systemic level.



Addressing Kelowna's CSP Priorities

This section outlines the action items that will be implemented to address the priorities in Kelowna's CSP. Much like the process of identifying community safety challenges and solutions, the implementation process requires a collaborative, multi-sectoral approach. For each priority, the chart includes, recommendations, specific actions related to each one, and initial leads and partners.

1

Crime Prevention, Intervention and Sense of Safety

Recommendations & Actions

Lead(s) & Partner(s)

1

Recommendation: Improve multi-sectoral collaboration and support for crime prevention and intervention services.

Action 1.1 Enhance effectiveness of referral systems/committees (e.g., KOaST) with the mandate to connect at-risk people to appropriate services.

S/C Lead: CoK
Partners: All S/C, NGOs

Action 1.2 Explore the creation of alternative, community-based responses (e.g., intervention, outreach, and social navigation) to police calls involving people in crisis.

S/C Lead: CoK, RCMP
Partners: FNHA, IH, NGOs

2

Recommendation: Strengthen upstream prevention and early intervention to reduce risks, harm, crime, and victimization.

Action 2.1 Support and expand affordable and accessible prevention strategies for youth including recreation, peer-led programming, and job opportunities.

S/C Lead: CoK
Partners: NGOs, SD23

Action 2.2 Support and expand family support services (e.g., through a community hub) to promote and strengthen healthy lifestyles and to enhance child and family development.

S/C Lead: MCFD, SD23
Partners: CoK, MSDPR

Action 2.3 Expand affordable and accessible skills-based, extra-curricular activities for youth who are unable to manage a full day of school and during out of school hours/ times in the year (winter, spring, summer).

S/C Lead: CoK, SD23
Partners: NGOs

Action 2.4 Build on Journey Home's (Away Home Kelowna's Upstream Program – 'AWHK') early intervention and prevention approach to identify and connect at-risk youth to integrated, wrap-around supports and services with the goal of reducing school disengagement, preventing homelessness, and connecting youth requiring mental health supports.

S/C Lead: COJHS
Partners: CoK, MCFD, RCMP, SD23

3

Recommendation: Communicate crime prevention / intervention strategies and provide information on community safety realities in Kelowna.

Action 3.1 Increase knowledge and resources for community members and organizations to prevent crime and improve sense of safety.

S/C Lead: CoK
Partners: NGOs, RCMP

4

Recommendation: Support and enable engagement in crime prevention by all community members.

Action 4.1 Create strategies / mechanisms for peer-to-peer (e.g., people with lived or living experience) involvement in community safety projects (e.g., partnerships with business community).

S/C Lead: CoK
Partners: Business community, NGOs

Action 4.2 Engage groups who are marginalized and/or face increased vulnerabilities (e.g., BIPOC, 2SLGBTQ+ community, people with disabilities, people experiencing homelessness) to better understand and improve their sense of safety.

S/C Lead: CoK, RCMP
Partners: All S/C, LECOH

Action 4.3 Expand the Strong Neighbourhoods program to further support neighbour connection, engagement, safety, and sense of belonging. Some examples include supporting placemaking projects (e.g., little libraries, area beautifications), empowering residents to animate and enhance public spaces, and inspiring new social opportunities.

S/C Lead: CoK
Partners: Business community, Neighbourhood Associations

Action 4.4 Promote and expand mechanisms for community members to raise crime and sense of safety concerns related to environmental design (e.g., need to improve lighting in certain areas such as downtown, alleys, parks).

S/C Lead: CoK
Partners: Community at large

2

Domestic Violence and Intimate Partner Violence

Recommendations & Actions

Lead(s) & Partner(s)

5

Recommendation: Research and support initiatives that reduce the vulnerability of people to DV and IPV.

Action 5.1 Expand and explore current and potential community learning programs to prevent dating violence (e.g., healthy relationships for couples, parenting skills & family relationships, victim-centered services, mentorship, etc.).

S/C Lead: MCFD, SD23/
Education
Partners: RCMP

6

Recommendation: Empower people to identify and offer support in situations of DV and IPV.

Action 6.1 Develop educational campaigns and resources for community members to identify risk factors and intervene in / report situations of DV/IPV (e.g., poster campaign in liquor establishments, virtual hand signal for DV/IPV, bystander intervention training).

S/C Lead: RCMP, CoK
Partners: MCFD, business
community

7

Recommendation: Improve emergency supports for those fleeing situations of DV and IPV.

Action 7.1 Advocate for increased funding for DV/IPV wraparound services, with a focus on transitioning out of shelters (e.g., support in managing finances, access to housing, etc.).

S/C Lead: CoK
Partners: NGOs

Action 7.2 Enhance collaborative community partnerships to wrap around affected youth and adults.

S/C Lead: MCFD
Partners: SD23

3

Housing and Homelessness

Recommendations & Actions

Lead(s) & Partner(s)

8

Recommendation: Enhance multi-sectoral participation to improve housing/ sheltering.

Action 8.1 Enhance strategies (e.g., legislation and partnerships with landlords) to support maintenance of safe and healthy properties.

S/C Lead: CoK
Partners: TBD

Action 8.2 Improve planning and emergency responses for vulnerable populations. (e.g., warming/cooling stations, shelters, and disaster response).

S/C Lead: IH, COJHS
Partners: CoK, NGOs,
community at large

9

Recommendation: Implement strategies to prevent and reduce homelessness.

Action 9.1 Advance city planning initiatives to ensure Kelowna has a balanced housing system positioned to address the social and economic needs of the region (e.g., Healthy Housing Strategy⁶ and Official Community Plan 2040⁷).

S/C Lead: CoK
Partners: TBD

Action 9.2 Support individuals who are precariously housed or experiencing homelessness with connections to income supports and services within the community.

S/C Lead: MSDPR
Partners: TBD

Action 9.3 Implement an anti-stigma campaign aimed to change people's perceptions and levels of understanding regarding homelessness, especially those experiencing unsheltered homelessness.

S/C Lead: COJHS
Partners: All S/C

⁶The objectives of the [Healthy Housing Strategy](#) are to promote and protect rental housing, improve housing affordability and reduce barriers to affordable housing, build the right supply, and strengthen partnerships and align investments.

⁷The objectives of the [Official Community Plan 2040](#) are to increase the diversity of housing types and tenures to create inclusive, affordable, and complete urban centres and core area; protect the rental housing stock; and prioritize the construction of purpose-built rental housing.

4

Mental Health and Problematic Substance Use (including alcohol)⁸

Recommendations & Actions

Lead(s) & Partner(s)

10

Recommendation: Increase or support services and programs to prevent and address mental health challenges.

Action 10.1 Improve accessibility to mental health resources and health services, including walk-in services.

S/C Lead: IH, FNHA
Partners: NGOs

Action 10.2 Improve accessibility of mental health services for youth.

S/C Lead: IH, MCFD
Partners: FNHA, MSDPR, NGOs, SD23

11

Recommendation: Reduce the stigma surrounding mental health challenges and substance use.

Action 11.1 Develop and deliver communication and awareness initiatives that provide a more informed understanding of mental health and substance use.

S/C Lead: IH, FNHA
Partners: CoK, NGOs

12

Recommendation: Engage in activities that prevent and reduce addictions, overdoses, and the harms associated with substance use.

Action 12.1 Advance new and emergent evidence-based approaches in harm reduction and overdose prevention.

S/C Lead: IH
Partners: NGOs

⁸ We recognize that there is not always a correlation between mental health challenges and problematic substance use. However, they have been merged to better address instances of concurrent disorders through increased coordination and alignment of action items and services.

5

Racism and Discrimination

Recommendations & Actions

Lead(s) & Partner(s)

13

Recommendation: Recognize and reject racism and discrimination in Kelowna.

Action 13.1 Advance, at the local level, calls to action identified by the Truth & Reconciliation Commission.

S/C Lead: CoK
Partners: All S/C

Action 13.2 Create an action table to assess and explore strategies to reduce racism and discrimination.

S/C Lead: CoK
Partners: All S/C, NGOs, community at large

14

Recommendation: Support individuals in accessing safe spaces and services.

Action 14.1 Establish a safe space initiative.

S/C Lead: RCMP
Partners: NGOs

Action 14.2 Expand and advance initiatives to increase partnerships, reduce hate crimes, and increase reporting. (e.g., post-secondary institutions, Indigenous and diverse communities).

S/C Lead: RCMP
Partners: NGOs, post-secondary institutions

Action 14.3 Work with the Indigenous community to develop partnerships across regional, provincial/territorial, and national organizations to enhance the delivery of culturally informed healing services.

S/C Lead: IH, FNHA, MCFD
Partners: NGOs

15

Recommendation: Provide opportunities to create diverse and inclusive workplaces.

Action 15.1 Encourage system leaders to establish positions that advance equity, diversity, inclusion, and race relations in their organizations.

S/C Lead: TBD
Partners: NGOs



Governance for CSP Implementation⁹

The Kelowna CSP is grounded in data and the engagement of key stakeholders as well as consultations with the community. Specific attention has been paid to include voices from priority populations because the experience of marginalization is a vital component of actual and perceived safety.

Plans of this nature have the capacity to galvanize large sectors of the community and can lead to significant momentum for change from the grassroots to the highest level of decision making. Therefore, it is critically important that strong, diverse, effective governing body be established to champion, guide, and monitor how the plan is put into action.

The *Key to Safer Municipalities* (2005) identified the following outcomes from a well governed and successfully implemented community safety plan:

- Reduced opportunities for harm to occur in the first place.
- Development of programs and policies that help those groups most at risk of victimization or of coming in conflict with the law.
- Improvement in quality of life across the community.
- Increased positive interaction in public spaces.

- Meaningful engagement of the public and its institutions in creating community safety.
- Sustained systemic changes that lead to greater social justice.

Governing bodies that are charged with implementing CSPs are, typically, community-based partnerships responsible for developing and later coordinating the implementation of strategies to reduce crime, victimization, and fear of crime and to address the root conditions that lead to public insecurity in the first place. Referred to in this CSP as a “Stewardship Team”, such bodies exist in cities across the country and the world in various iterations.

- Examples in the Canadian context can be found in the REACH Edmonton Council for Safe Communities, the Waterloo Region Crime Prevention Council, Crime Prevention Ottawa, and the Thunder Bay Crime Prevention Council.

⁹This section was written in collaboration with Christiane Sadeler, owner-consultant at More Better Solutions. For more information, visit <https://morebettersolutions.ca/>.

Kelowna, like other municipalities (i.e., Surrey, Halifax, and Montreal) has dedicated staff positions responsible for the social development and community safety portfolios which will be positioned to provide a base level of secretariat support to the CSP Stewardship Team.

Key Elements to Successful Implementation

The International Center for the Prevention of Crime (ICPC), and the Safer Cities Program of UN-Habitat, among others, have repeatedly identified key elements that must be in place for governing bodies to be successful. These (detailed in [Appendix 5](#)), include:

1. Permanent Secretariat
2. Adequate and Sustained Funding
3. Standards and Training
4. Evidence and Good Information
5. Community Safety Assessment and Evaluation
6. Public Support and Engagement
7. Championship
8. Multi-sector Partnerships (to accomplish collective impact)

Five Core Conditions of the Collective Impact Framework

As emphasized throughout this document, large-scale social change requires a shift from isolated interventions by independent organizations to broad, cross-sector coordination. Research respecting collective impact is well-documented and the framework establishes five criteria, which the Kelowna CSP is well-positioned to meet:

- 1 Developing this common agenda**

The CSP represents the common agenda, co-created by numerous organizations with significant input from diverse community representatives. The CSP contains overarching principles and fundamental agreements alongside priorities and identified actions to accomplish these priorities.
- 2 Using shared measurement to understand progress**

The CSP already includes select key performance indicators (KPI), while several more potential KPIs are also captured for the Stewardship Team and/or Actions Teams to consider. Solidifying shared measurements to understand progress will be one of the first tasks for the CSP Stewardship Team.

- 4 Building on mutually reinforcing activities**

The CSP recommendations and actions are not meant to be standalone efforts in addition to current actions being taken by the community and its organization. Rather, these are designed to align and augment existing efforts, close gaps, institute novel approaches to collectively identified challenges and, overall, improve upon the current service landscape through a collaborative process. As such, the CSP serves as a vehicle for changes within and between systems.
- 4 Engaging in continuous communications**

Through the comprehensive development process of the CSP, numerous governmental and non-governmental organizations as well as community members were engaged. Thoughtful and deliberate recruitment to, and engagement of, the CSP Stewardship Team, with support from the City of Kelowna “secretariat”, will ensure the vital role of continuous communications is maintained.
- 5 Providing a “backbone” to move the work forward**

The CSP will benefit from the collective commitment and contributions of the organizational members of the Stewardship Team and will receive some “secretariat” support from allocated City of Kelowna staff.

Proposed Governance for the Kelowna CSP

Municipalities are the places where the prevention of crime and the advancement of community safety occur. While other orders of government may make laws, develop policies and programs, and hold most of the funding, it is at the level of community that crime, victimization, and fear of crime are most acutely felt. Municipalities, as the order of government closest to community, often take the lead in developing partnerships for community safety that bring together local government with provincial entities, community organizations, and citizens. In doing so, it is important that any consortium of broad-based participants is supported through a clear and sound governance structure.

In designing a governance approach to champion, implement and monitor the Kelowna CSP, the following considerations were of importance:

1. The timeframe of the plan is five years, and the goals aim at prevention and intervention opportunities that can be accomplished within that time.

2. The CSP development was guided by a steering committee that broadens the capacity and ownership beyond the local community to include provincial ministries alongside the City of Kelowna and local NGOs.
3. The City of Kelowna has dedicated human and financial resources to provide secretariat / backbone support for the continued engagement of the CSP Stewardship Team, Action Teams, and the broader community.
4. Plan objectives span from grassroots to policy change opportunities; meaningful integration of these efforts is vital for its success.
5. Developmental evaluation approaches are most appropriate for the implementation of plans of this nature. These approaches allow for changes in direction as implementation goes along rather than waiting until the end to measure success. This approach necessitates an ongoing engaged monitoring process that is best accomplished through multi-disciplinary methods.
6. Collaborative ventures for social change are frequently grounded in the philosophy and strategies of collective impact in which partners across disciplines co-create and share a common vision and agenda, and pool / maximize resources.
7. Life in communities does not stand still while plans are being put into action. Therefore, any governance structure needs to adapt frequently and with ease for the plan to stay relevant to the community.

Given the above considerations, a government-community partnership organized according to a “constellation governance approach” that incorporates collective impact principles is recommended as the model best suited for the successful implementation of the Kelowna CSP.

Constellation Governance

The constellation governance approach, created by the Toronto-based Centre for Social Innovation (CSI), is described as follows: “the constellation model is a way to bring together multiple groups or sectors to work toward a joint outcome. It is a framework to serve and inform partnerships, coalitions, networks, and movements. It is a model to serve [...] social change. As an approach for bringing together diverse service and community voices towards a common goal it has great potential for animating community while staying grounded in the agreed upon plan”. Below are the essential elements of a constellation governance as part of a government-community partnership for Kelowna’s CSP.

Key elements of the government-community partnership governance approach follow:

- Brings both government(s) and community together with equal input and decision-making power.
- Recognizes that while (at least initially) government(s) might provide the core resources, such partnership leverages community organizations and citizens in-kind supports, and these contributions eventually more than match the government(s) investment.
- Staff dedicated to the CSP are employees of government, with support of Mayor and Council, but take programmatic directions from a multi sector round table.
- Collectively, all partners at the governance / stewardship table develop ways to realize the Plan together, share resources, and look for system change opportunities.
- The Stewardship Team tends to include heads of departments (or their delegates) from within government including the provincial government, as well as key decision makers/leaders from within the community.
- Members of the round table are selected for their expertise and connections and their capacity to influence change.

Stewardship Team

This is a multi-sector roundtable comprised of continuing CSP Steering Committee members as well as select representatives from NGOs and other partners that will be responsible for providing ongoing championship, guidance, and support for the duration of the CSP implementation. The key responsibilities of the Stewardship Team will be to:

- Oversee the plan implementation.
- Be ambassadors for the plan’s vision.
- Communicate the plan priorities within their organizations.
- Annual public progress report.
- Seek out novel or align existing resources in new ways to support the plan implementation.
- Facilitate connections to existing efforts that align with the plan priorities.
- Be a support, sounding board and oversight to the Action Teams’ efforts.
- Stay informed of and share knowledge regarding developments relevant to the CSP within Kelowna and beyond.

- Develop policies and programs to accomplish the Plan objectives.
- Lead priority area Action Teams as applicable.
- Provide guidance to the backbone office.

Secretariat

The “Secretariat” will be resourced by the City of Kelowna and comprised of 1.5 FTE from the Community Safety Department. While backbone supports typically do not sit on the Stewardship Team, the constellation approach allows for alternate approaches. Given the long-standing lead role of the City in the development of the CSP, along with the recognized expertise and commitment of its dedicated resources, participation among these members – especially if augmented by resources from other partners – will strengthen the Plan’s implementation. The roles of the secretariat are to:

- Coordinate the efforts of the Stewardship Team.
- Facilitate access to resources for the Action Teams.
- Support the Action Teams in staying aligned with the Plan.
- Establish communication channels between all aspects of the governance.
- Speak on behalf of the Kelowna CSP initiative, as appropriate.
- Stay abreast of community and other developments that could influence the plan implementation.
- Facilitate the development of indicators and performance measures with the Stewardship Team at the beginning of the implementation efforts.
- Develop communication materials to share with the public.

Action Teams

Action Teams are responsible for enacting each priority and its associated actions. Action Teams broaden the membership of the initiative beyond the Stewardship Team to include other organizations and/or community members. While this increases resources, more importantly it enables community-based participation and ensures that subject matter expertise is focused on areas where implementation happens.

Action Teams are co-led by an Action Team member and a Stewardship Team member. Action Teams tend to be smaller and meet more frequently than the Stewardship Team. Action Teams, unlike the Stewardship Team, have a limited mandate in line with the priority. As objectives are accomplished, Actions Teams may end, and other action priorities will be started. Not all Action Teams start at the

same time, and it is the responsibility of the Stewardship Team to select which priorities receive attention when.

How Can I Get Involved?

If you would like to support the CSP or other community safety efforts in Kelowna, you can sign up to Kelowna’s [community safety e-Subscription](#).



Monitoring, Evaluating, and Reporting

Given that the purpose of the CSP is to create positive, long-lasting change in the community, it is imperative to establish a reliable way to evaluate whether these changes are occurring and where additional action may be needed. Monitoring and evaluation involve a combination of data collection and analysis (monitoring) and assessing to what extent the CSP is, or is not, meeting its objectives (evaluation).

Recognizing that community safety is complex, and that perceptions and feelings of safety can be impacted by various domains (e.g., education, health, victimization, living standards, social issues, access to services, sense of belonging, etc.), it is important that monitoring and evaluation be based on diverse measurements; moving beyond conventional and simplistic measures like reported crime statistics and the crime severity index, alone.

Developmental Evaluation

Developmental Evaluation (DE) is an evaluation approach that adapts to emergent and dynamic realities in complex environments like community safety. It requires the collection and analysis of real-time data in a way that leads to informed and ongoing decision-making as part of the implementation process. DE aims to answer questions such as “is the action achieving what it is supposed to” and if so, “is it effective”? DE can “provide stakeholders with a deep understanding of context and real-time insights about how a new initiative, program, or innovation should be adapted

in response to changing circumstances and what is being learned along the way”^{xxxix}. This approach allows for changes in direction as implementation goes rather than waiting to measure success after years have passed.

Key Performance Indicators

Information and data that help partners monitor and evaluate the achievement of goals and objectives are called performance indicators; observable, measurable pieces of information that show the extent to which a particular outcome is being achieved. Indicators are generally used to measure program/project outputs to identify the changes they create. They can be quantitative (i.e., numbers, statistics) such as the percentage of the population that reported having experienced a form of violence, or they can be qualitative (i.e., judgments, perceptions) such as how effective CSP implementation is seen to be for generating elevated partnership and a systems-based approach in Kelowna.

Performance indicators can also measure changes at several different levels including individual, family, neighbourhood, community, and regional. In this regard, having a broad range of indicators is important to manage expectations regarding progress and results. Improving perceptions of safety among communities and preventing harm are complex issues that take time. Broad impacts and systemic changes facilitated by a CSP will not be measurable within the first year of implementation. However, other changes at the individual and neighbourhood level may be measurable within the first

few years, such as the community's sense of belonging and connectedness.

Below is an initial list of indicators related to community safety that will be included in the monitoring and evaluation of the Kelowna CSP implementation process. This list is not exhaustive; additional indicators will be identified by Action Teams in respect of the particular priority, recommendations, and actions they are implementing (see [Appendix 6](#) for a list of preliminary additional indicators for each priority).

Performance Indicators	Sources of Data
Percentage of the population that feels a strong connection to the community	BC Community Health Profile, Kelowna Health Report , Statistics Canada
Percentage of residents who indicate a strong sense of belonging with their neighbourhood	Community Safety Survey
Percentage of the population that reports positive perceptions of their community	Kelowna Public Safety and Crime Survey
Percentage of the population that rates their quality of life as very good or good	Kelowna Citizen Survey
Percentage of residents that report feeling very safe or somewhat safe in their neighbourhood (day and night)	Kelowna Citizen Survey
Percentage of residents that have experienced a crime within the last year	Kelowna Public Safety and Crime Survey
Number of police-reported incidents of domestic violence & intimate partner violence	Safe Cities Profile Series, Kelowna Incident-based crime statistics, Statistics Canada
Number of children in care in the Okanagan service delivery area	Residential Services to Children in Need of Protection Report
Number of people experiencing homelessness	Journey Home Community Report Kelowna Point-in-Time Count
Rate of police-reported hate crime	Safe Cities Profile Series, Kelowna Statistics Canada police-reported hate crime
Percentage of the Okanagan HSDA population reporting very good to excellent mental health	BC Community Health Profile, Kelowna
Number of illicit drug toxicity deaths in the Okanagan	BCCDC Data Report
Percentage of people who feel uncomfortable or out of place in their neighbourhood because of factors including ethnicity, culture, skin colour, language, accent, gender, sexual orientation, or religion	Kelowna Community Safety Survey
Percentage of residents who feel happy about their relationships with neighbours	Kelowna Community Safety Survey
Percentage of residents who worry about a hate crime in their neighbourhood	Kelowna Community Safety Survey
Percentage of crime victims who reported to police	Kelowna Community Safety Survey

Once performance indicators have been selected, certain information will be outlined and collected to ensure the implementation of action items are evaluated and outcomes can be accurately and consistently measured on an ongoing basis, including :

- Appropriate baseline measurements;
- Reasonable targets or goals;
- Potential data sources; and
- Methods and frequency of data collection.

Action Teams will populate this information into a performance measurement framework for mapping and tracking purposes (see [Appendix 7](#)).

Reporting

Transparent and accountable reporting of all initiatives undertaken by governments, particularly, is expected and important. Reporting on the progress of the CSP will occur: internally, externally, formally, and informally.

Organizational representatives participating as members of the Stewardship and/or Action Teams will be expected, and supported, to report internally and externally (as appropriate) on the overall progress of the CSP, on those priorities, recommendations and actions that most closely support their organizational mandate and interests, particularly, as well as their contributions to the overall success of the CSP.

The CSP Stewardship Team, with support from the City of Kelowna Secretariat, will also prepare a formal progress report annually for public presentation. This report will include key accomplishments of the Stewardship and Action Teams, progress on each of the priorities, as well as available quantitative and qualitative data used to monitor and evaluate CSP implementation.

¹⁰ For more information and tools on performance measurement, refer to the Ontario Ministry of the Solicitor General's Community Safety and Well-Being Planning Framework – Booklet 3 at <https://www.mcscs.jus.gov.on.ca/english/Publications/MCSCSSOPlanningFramework.html>

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Appendices

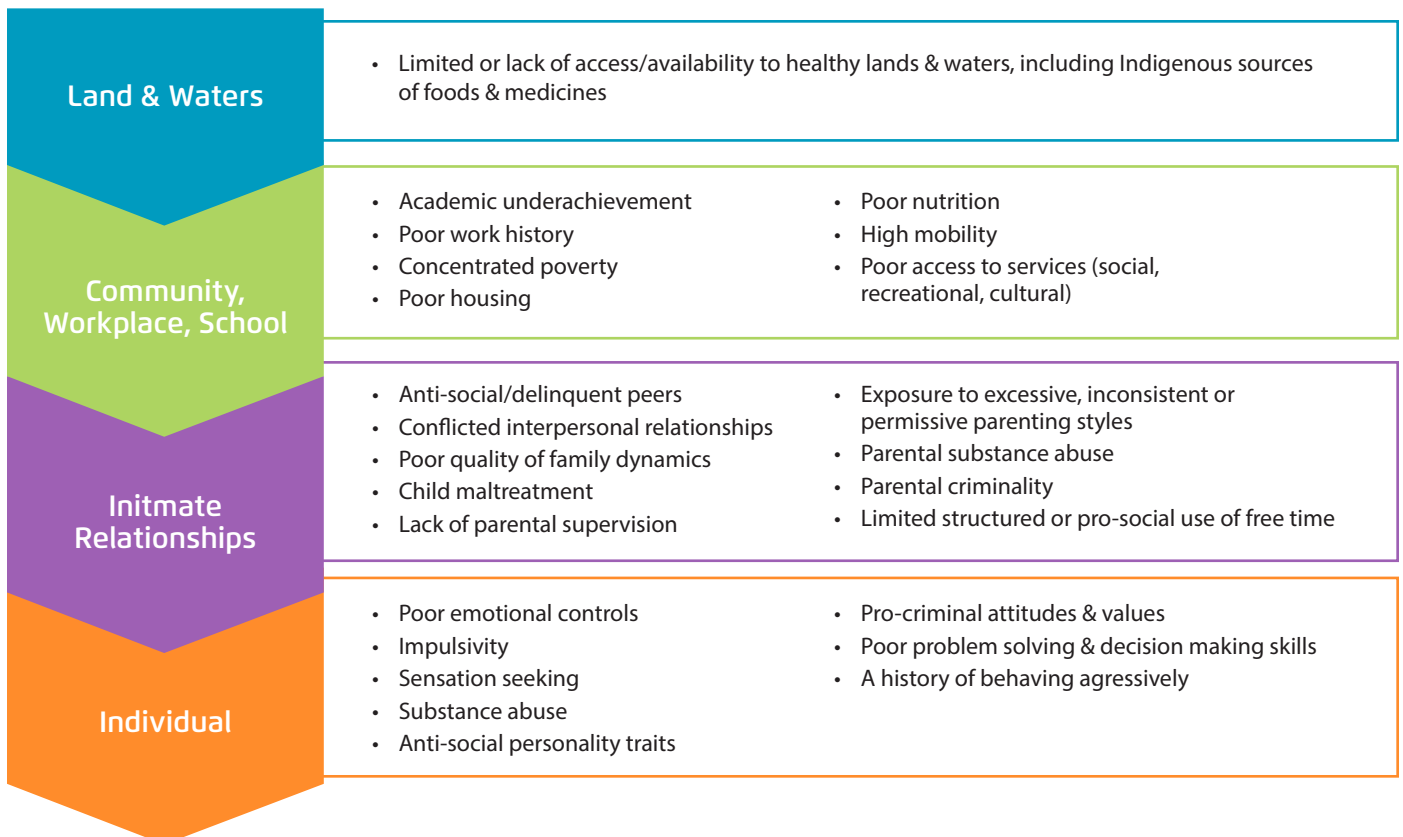
Appendix 1: The Prevention Spectrum

Upstream Prevention	Midstream Prevention	Downstream Prevention
Focus: social and economic structures that are the root causes of suffering.	Focus: providing supports and resources that will prevent those in disadvantaged groups from suffering.	Focus: providing interventions that reduce harm in those who are suffering. Seek to increase equitable access, at an individual or family level, to health and social services.
Changes: generally happen at the macro policy level: national and transnational. This could in result in reforming or transforming the system.	Changes: generally occur at the micro policy level: regional, local, community or organizational.	Changes: generally occur at the service or access to service level.
The upstream, structural determinants such as social status, income, racism, and exclusion.	The midstream, intermediary determinants, or material circumstances such as housing conditions, employment, and food security.	The downstream, immediate needs of populations that are marginalized.

Appendix 2: Risk and Protective Factors

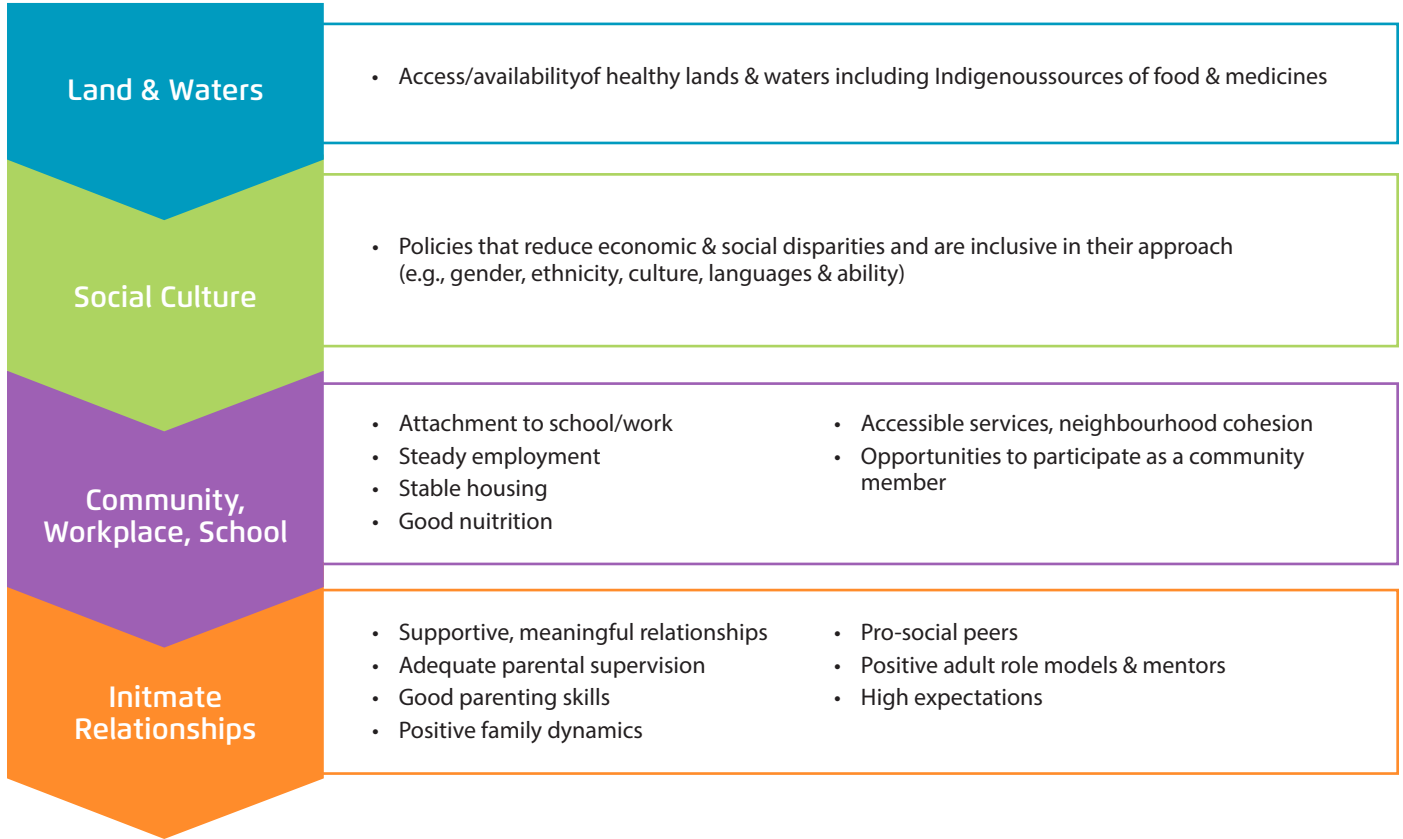
Risk Factors

Negative influences or circumstances in the lives of individuals, groups of persons or communities. These may increase the presence of crime, victimization and/or fear of crime in each community and may also increase the likelihood that individuals engage in crime and/or become victims.



Protective Factors

Positive influences or circumstances that can improve the lives of individuals or the safety of a community. These may decrease the likelihood that individuals engage in crime and/or become victims. Building on existing protective factors makes individuals and communities stronger and better able to counteract risk factors.



Appendix 3: Validation Survey Questions

Several community safety themes have been identified for Kelowna. Below, they have been organized into two groups based on the type of community organization/agency that is best suited to address them. For additional context, we have provided examples of items that emerged from the data collection process in relation to each theme.

**Please note that the community safety themes are listed in alphabetical order and are not based on any pre-identified ranking.*

Community Safety Themes Group 1

1. Please rank the following community safety themes in Kelowna in order of most concerning (1) to least concerning (7) in your opinion.

Community Safety Theme*	Rank (1-7)
<p>Crime Examples related to this theme include preventing violence and other crimes; addressing sexual assault and property crime; and increasing accountability for repeat offenders.</p>	
<p>Domestic Violence (DV) and Intimate Partner Violence (IPV) Examples include preventing DV and IPV; recognizing the connection between DV, IPV, and intergenerational trauma, historical trauma from residential schools, and adverse childhood experiences; and increasing the number of emergency shelters.</p>	
<p>Housing and Homelessness Examples include reducing the number of individuals experiencing homelessness (particularly youth) by increasing safe and affordable housing options; and increasing the number of supportive housing sites and/or shelters.</p>	
<p>Mental Health Challenges Examples include increasing accessible (i.e., 24/7, affordable) mental health services for individuals seeking supports (particularly youth), including trauma counselling and outreach services.</p>	
<p>Problematic Substance Use (including alcohol) Examples include increasing harm reduction initiatives; offering more comprehensive services rooted in cultural healing; offering greater after-hour care; and addressing drug toxicity.</p>	
<p>Racism and Discrimination Examples include increasing supports for marginalized groups (e.g., Black, Indigenous, People of Colour, 2SLGBTQ+); and increasing awareness and understanding of stigma, racism, equity, and diversity across Kelowna.</p>	
<p>Sense of Safety Examples include improving sense of safety and use of public spaces; addressing risk factors related to homelessness, public substance use, crime, and other challenges; and increasing/enabling neighbours connect and feel a sense of belonging.</p>	

2. Please explain why the theme that you ranked as number 1 is most concerning to you.
3. What ideas or suggestions do you have to address your number 1 theme?

Community Safety Themes Group 2

1. Please rank the following community safety themes in Kelowna in order of most concerning (1) to least concerning (6) in your opinion.

**Please note that the community safety themes are listed in alphabetical order and are not based on any pre-identified ranking.*

Community Safety Theme*	Rank (1-6)
<p>Poverty/Income Examples related to this theme include increasing accessible income assistance; increasing rates of employment; and advocating for universal basic income.</p>	
<p>Public Transportation Examples include adding more accessible bus stops and routes; increasing the number of people using public transportation; and improving transportation options from the airport to downtown, UBC-O, and other areas.</p>	
<p>Roads Examples include addressing concerns related to unsafe driving (e.g., speeding, driving under the influence); improving pedestrian safety; and offering more parking options.</p>	
<p>Role of Police Examples include ensuring greater presence and enforcement in certain areas of Kelowna; redefining the police role in responding to non-criminal issues (e.g., mental health crises); and strengthening trust among marginalized groups.</p>	
<p>Services for Focused Populations Examples include improving availability and accessibility of supports and services for specific groups such as older adults, people with diverse abilities, and people with complex needs.</p>	
<p>Wildfires Examples include clarifying and communicating evacuation strategies in preparation for and during wildfires.</p>	

2. What ideas or suggestions do you have to address your number 1 theme?

3. In your opinion, are there any other community safety themes that are missing in the lists above? (If yes, please describe them.)

Appendix 4: Scope 2 and Scope 3 Themes

This section provides additional detail and supporting data on the scope 2 and 3 themes identified in the community safety assessment.

Scope 2 Themes

The three themes identified in scope 2 may relate to and inform CSP Priorities, and/or will be addressed elsewhere with support from Kelowna's CSP.

Poverty and Income

Poverty and income were other concerns that came up in the data collection process. Specific recommendations identified by residents to address this challenge included increasing accessible income assistance, increasing rates of employment, and advocating for universal basic income. The validation survey results demonstrated that the high cost of living in Kelowna impacts the quality of life and safety of residents. Several respondents also indicated that poverty is at the root of most social problems, including crime and victimization. Local data demonstrate that the poverty rate amongst lone parent families in Kelowna is near double that of the average Canadian family. In relation to this, in the Okanagan region, about 14% of households are experiencing either marginal, moderate, or severe food insecurity.

Role of Police

The findings from the community safety assessment show varying perspectives on the role of police in community safety. Some individuals and groups expressed concerns related to the police (including insufficient tools and training for police to address social issues, police response time, and racism/discrimination among police services), while others indicated a desire for increased presence to improve community safety. It is important to recognize that the desire to reduce police presence and redefine the role of police is largely expressed by groups who face greater systemic barriers and oppression, including Black, Indigenous, and people of colour. Experiences of systemic racism in policing and acts of racial prejudice may contribute to the overall distrust in the police.^{xxxii}

Services for Specific Populations

During the consultations, several participants indicated the need to improve the availability and accessibility of services and supports for specific populations, including older adults, people with diverse abilities, and people with complex needs. Furthermore, the need for improved supports for Black, Indigenous, and People of Colour, as well as members of the 2SLGBTQ+ community was highlighted. Specifically, participants recommended implementing efforts to prevent discrimination within existing services and agencies. The findings from the validation survey demonstrated that respondents are concerned about lack of supports for marginalized groups, including individuals with complex needs. Recommendations provided include increased investments in social programs, free transit services for those with low income, and more education and resources for marginalized populations.

Scope 3 Themes

The three themes in scope 3 have limited scope for Kelowna's CSP. They can/will be addressed through a different stakeholder.

Public Transportation

A common topic of discussion within the community consultations was the public transportation system in Kelowna. There was a general desire to increase the number of people using public transportation and to improve the transportation system by increasing public transit options and routes (i.e., more options from the airport to downtown, UBC-O, and other areas). This was confirmed by the validation survey results, which indicate a lack of availability and accessibility of public transit, which is not expanding as rapidly as housing development. Local data shows that about 4% of the population in Kelowna indicate that they regularly take public transportation, which is significantly lower than the average of about 12% across Canada.



Roads



Another safety topic that emerged in consultations was street safety. This included concerns for drivers, pedestrians, and cyclists as well as several recommendations to address them. Concerns included excessive speeding, unsafe intersections, people ignoring road rules (i.e., stop signs, speed limits), cars with loud mufflers and other noise pollution, people driving under the influence, safety issues with double-sided parking, and safety concerns related to e-scooters.

Wildfires

The community safety assessment was conducted between April and September 2021, at a time when Kelowna was severely impacted by wildfires. Understandably, several participants indicated that wildfires impact their sense of safety and should be a priority. Specific concerns were related to the inability to leave the area quickly if an evacuation was necessary. The validation survey findings also indicated that climate change, more broadly, is a key concern for Kelowna residents, which has important health impacts (e.g., due to poor air quality), but also affects other areas such as tourism and feelings of personal safety.

Appendix 5: Key Elements to Successful Implementation

Key Element	Description
<p>Permanent Secretariat (Backbone Office)</p> 	<p>The main task of backbone offices is to mobilize systems and community interactions and to be a catalyst for change. This is accomplished through facilitation, coordination, managing plan related activities, communicating on behalf of the collective, stimulating ongoing engagement of key players and keeping the community and its organizations informed of emerging trends. Backbone organizations facilitate a natural progression from guiding vision and strategy, supporting aligned activities, and establishing shared measurement practices to deeper involvement in policy and resource mobilization.</p>
<p>Adequate and Sustained Funding</p> 	<p>Coordinating efforts across multiple stakeholders while staying abreast of community events and relevant data that impact plan implementation is well understood to be complex and requiring a concentrated effort. Promising practices have shown that offices which have secure funding, and do not need to raise funds on an ongoing basis to sustain their momentum, are far more likely to realize their goals than offices attempting to provide long-term support on short term / insecure resources.</p>
<p>Standards and Training for Human Talent</p> 	<p>Effective implementation, while hopefully inspired by a passion for the work, also needs a knowledge base and skill set that come with training and experience. Community practitioners need be familiar with developments in their community while also staying abreast of emerging trends across the country. The safety of communities is inevitably affected by happenings beyond its boundary. It is important, therefore, that practitioners responsible for the backbone office be connected to other practitioners as well as national and provincial networks that share a commitment to community safety.</p>
<p>Evidence and Good Information</p> 	<p>The body of knowledge about what keeps communities safe is growing and becoming more solid over time. Such knowledge should ideally be multi-disciplinary and focused on crime and violence and its multiple causes, as well as promising and proven practices in prevention. While implementation inevitably needs to be grounded in the community context and wisdom, there are many well established data sources available that can guide implementation activities.</p>
<p>Community Safety Assessment and Evaluation</p> 	<p>The concept of “data for good” that allows public sector organizations to collect certain data (e.g., race-based data) and engage in data sharing for the purpose of eradicating systemic issues is of vital importance. Successful plans are based in an assessment of local priority issues. During the implementation phase, targets (e.g., percentage reductions in issues) should be set for actions so that success can be substantiated. Developmental evaluations are ideally suited to this situation because they allow for ongoing monitoring and for adjusting as the work goes long. There are many well established tools in place that can utilized for ongoing assessment of key issues and how to determine measurable indicators of success.</p>
<p>Public Support and Engagement</p> 	<p>Engagement of the public is an important factor throughout the development and implementation of the plan. It is therefore critical that the governing body design mechanisms to keep the public informed and to provide opportunities for active participation (e.g., participation in workshops and events; engaging with community leaders, practitioners, and other community members; and supporting and advocating for prevention, innovation, and collaboration. Such engagement has also been shown to decrease fear of crime and enhance a sense of agency rather than overreliance on formal systems.</p>

Key Element	Description
<p>Championship</p> 	<p>Many governing bodies of community safety initiatives are linked to a high-profile office such as the mayor's office, and for good reason. When local leaders such as the Mayor, City councillors, Elders, Ministers etc. advocate for social development approaches to community safety, they have exceptional capacity to generate support.</p>
<p>Multi-Sector Partnerships</p> 	<p>Community safety is a complex area and no one system has all the solutions to crime, victimization, and fear of crime. Establishing an ongoing round table of key partners that have the capacity to contribute to the reduction of conditions that lead to public insecurity has therefore been found to be vital for the successful implementation of a plan. During regular meetings, such round tables monitor the progress of plan implementation, exchange information on relevant issues that affect community safety and become stewards for the collective efforts. Such tables also allow leaders in their fields to align efforts around key determinants of community safety and make decisions that result in policy and system changes. Effective collaboration approaches maximize local resources and capitalize on local strength.</p>

Appendix 6: Preliminary List of Indicators

Below is a list of potential additional indicators to those confirmed for each priority included in Kelowna's CSP.¹¹

Priority: Crime Prevention, Intervention and Sense of Safety	
<ul style="list-style-type: none"> • Crime Severity Index • Overall crime rate, property, and violent crime rates 	<ul style="list-style-type: none"> • Percentage of students who feel safe at school • Score of vulnerability on the Early Development Index
Priority: Domestic Violence and Intimate Partner Violence	
<ul style="list-style-type: none"> • Proportion of victims of domestic violence in the past 12 months who reported victimization 	<ul style="list-style-type: none"> • Number of calls / visits to shelters • Rate of emergency department visits related to domestic violence
Priority: Housing and Homelessness	
<ul style="list-style-type: none"> • Percentage of households who spend more than 30% of income on shelter • Percentage of families considered low income 	<ul style="list-style-type: none"> • Percentage of population rating their living standards as excellent or very good • Number of days spent experiencing homelessness • Number of individuals sleeping in shelters
Priority: Mental Health and Problematic Substance Use (including alcohol)	
<ul style="list-style-type: none"> • Rate of emergency department visits for mental health conditions 	<ul style="list-style-type: none"> • Rate of emergency department visits for problematic substance use conditions
Priority: Racism and Discrimination	
<ul style="list-style-type: none"> • Types of hate crimes 	<ul style="list-style-type: none"> • Percentage of BIPOC who report low levels of trust toward police

¹¹ The proposed indicators are based on a list created by the Canadian Municipal Network on Crime Prevention. For full list of potential domains and indicators, refer to CMNCP's Topic Summary on Indicators for Crime Prevention and Community Safety & Well-Being Plans at https://drive.google.com/file/d/1CwnlDX_8ARSfhL_QoeBrVi6nWVZht3ol/view.

Appendix 7: Sample Performance Measurement Framework

Outcomes, indicators, and other performance measurement information should be mapped out early on by the Action Team to ensure that monitoring and evaluation is done consistently through the implementation of activities. This information forms the Performance Measurement Framework^{xxxiii}. A sample Performance Measurement Framework template, developed by the Ontario Ministry of the Solicitor General, follows:

Expected Outcomes	Indicators	Baseline Data	Targets	Data Sources	Data Collection Methods	Frequency	Responsibility
Long-term Outcome: Increased community safety and well-being	# of people employed	Employment rates from the year the plan starts	5% increase	Municipality	Collect from municipality	Every two years	Municipality
Intermediate Outcome: Increased educational attainment	# of students graduated from high school	Graduation rates from the year the plan starts	5% increase	School board(s)	Collect from school board(s)	At the end of every school year	School board
Immediate Outcome: Community is better informed of issues faced related to CSWB (education specifically)	# of community members that have attended engagement sessions	No comparison – would start from 0	200 people	Community Safety Plan coordinator	Collect attendance sheets at the end of every session	At the end of the first year of planning	Community Safety Plan coordinator

- ⁱ The Anti-Oppression Network, 2011
- ⁱⁱ Race Forward, 2015
- ⁱⁱⁱ *Ibid*, 2015
- ^{iv} *Ibid*, 2015
- ^v *Ibid*, 2015
- ^{vi} Truth and Reconciliation Commission of Canada, 2015
- ^{vii} Ontario Ministry of the Solicitor General, 2018, p. 7
- ^{viii} UN-Habitat, 2019, p. 6
- ^{ix} Statistics Canada, 2020
- ^x Statistics Canada, 2021
- ^{xi} Canadian Municipal Network on Crime Prevention, 2021
- ^{xii} Centers for Disease Control and Prevention, 2021
- ^{xiii} Statistics Canada, 2020
- ^{xiv} Gaetz & al., 2012, p. 1
- ^{xv} *Ibid.*, 2012
- ^{xvi} Provincial Health Services Authority, 201 6
- ^{xvii} Journey Home, 2018
- ^{xviii} Central Okanagan Foundation, 2020
- ^{xix} World Health Organization, n.d.
- ^{xx} Canadian Mental Health Association, 2011
- ^{xxi} Government of Canada, 2021
- ^{xxii} Duke, Smith, Oberleitner, Westphal, & McKee, 2018
- ^{xxiii} Vertava Health, 2021
- ^{xxiv} Provincial Health Services Authority, 2020
- ^{xv} *Ibid.*, 2020
- ^{xxvi} BC Centre for Disease Control, 2020
- ^{xxvii} Canadian Institute for Health Information, 2021
- ^{xxviii} BC Centre for Disease Control, 2021
- ^{xxix} BC Coroners Service, 2021
- ^{xxx} Statistics Canada, 2020
- ^{xxi} Parkhurst, Preskill, Lynn, & Moore, 2016
- ^{xxxii} Statistics Canada, 2020
- ^{xxxiii} Ontario Ministry of the Solicitor General, 2018

