HALIFAX

P.O. Box 1749
Halifax, Nova Scotia
B3J 3A5 Canada

TO: Chair and Members of the Executive Standing Committee

SUBMITTED BY: ████████████

Jacques Dubé, Chief Administrative Officer

DATE: October 13, 2022

SUBJECT: **Race and Gender Data and the Safety of Asian Women and Non-Binary People**

ORIGIN

This report responds to the following motions:

Executive Standing Committee Special Meeting- July 12, 2021.

Item 12.2 WOMEN'S ADVISORY COMMITTEE

12.2.1 Anti-Asian Racism – Gender-Based Data Collection

  MOVED by Councillor Blackburn, seconded by Councillor Morse

  THAT the Executive Standing Committee recommend that Regional Council request the Chief Administrative Officer, through the UN Safe Cities and Safe Public Spaces Programme, to consider the impact of anti-Asian racism on women's experiences of safety in public spaces and explore ways to identify and collect race-based data about these experiences.

  MOTION PUT AND PASSED.

12.2.2 Information Resources to Support Safety of Women of Asian Descent
  MOVED by Councillor Blackburn, seconded by Councillor Russell

  THAT the Executive Standing Committee request a staff report on the provision of information resources to support the safety of women of Asian descent in public spaces in the Halifax region.

  MOTION PUT AND PASSED.

Halifax Regional Council Special Meeting- July 20, 2021.

11.3.3 Anti-Asian Racism – Gender-Based Data Collection

The following was before Council:

Executive Standing Committee report dated July 13, 2021 with attached staff recommendation report dated June 3, 2021

MOVED by Councillor Smith, seconded by Councillor Kent

THAT Halifax Regional Council request the Chief Administrative Officer, through the UN Safe Cities and Safe Public Spaces Programme, to consider the impact of anti-Asian racism on women's experiences of safety in public spaces and explore ways to identify and collect race-based data about these experiences.

MOTION PUT AND PASSED UNANIMOUSLY.

LEGISLATIVE AUTHORITY

Halifax Regional Municipality Charter

7A The purposes of the Municipality are to:
    (a) provide good government;
    (b) provide services, facilities, and other things that, in the opinion of the Council, are necessary or desirable for all or part of the Municipality; and
    (c) develop and maintain safe and viable communities.

Administrative Order Number 2020-002- GOV, the Social Policy

Vision
4. Council hereby endorses the following Social Policy Vision: "HRM is a safe, healthy, and welcoming community where everyone is able to participate fully in their community."

Goals
5. Council hereby endorses the following Social Policy Goals:
    (a) Strengthen community health and wellbeing;
        (i) HRM citizens and visitors are safe where they live, learn, work, and play;
        (iii) HRM shall be an active partner in supporting community wellbeing programs
    (b) Enhance equity and inclusion;
        (i) HRM is a leader in building an accessible community where everyone can participate fully in life;
        (iii) HRM is a diverse and inclusive community that supports everybody;
    (c) Build on social assets and community capacity;
        (ii) HRM communities, families, youth and seniors have access to social infrastructure that enables them to participate fully in their community;

RECOMMENDATION

It is recommended that Executive Standing Committee:

1. Forward this report to Regional Council for information.

EXECUTIVE SUMMARY

The first section of this report focuses on resources that the municipality should explore implementing in response to anti-Asian hate in Halifax, responding to a motion from the Women's Advisory Committee.

The second section explores, more broadly, the role data can play in shaping the municipality's understanding and responses to Asian women's, non-binary, and gender-diverse people's experiences of safety and wellbeing in public spaces. Under the direction of Regional Council, this section expands the discussion to explore the role of data in better understanding and responding to the safety needs of all racialized women, non-binary, and gender-diverse people in public spaces in the municipality.

Drawing on insights from a community conversation, a scan of current municipal initiatives and efforts in other jurisdictions, staff see the following as priority responses:

- The municipality should create a community working group to provide a sustained avenue for Asian women, non-binary, and gender-diverse people to shape the specific resources, policies, and programs the municipality pursues in response to this report (i.e., determining resources that should be prioritized and how they are developed and disseminated).
- The municipality should develop a robust, coordinated, and strategic approach to the collection, analysis, and dissemination of race, gender and other equity-based data related to safety in public spaces. To ensure evidence-based decision making includes and responds to the experiences of all racialized women, non-binary, and gender-diverse people, the municipality should invest in the necessary systems and processes to generate meaningful and community-informed data.
  - Staff use the term "equity-based data" throughout the report to refer to the many intersections of identity that should be considered in the following data initiatives. Better understanding the experiences of *all* racialized women, gender-diverse and non-binary residents means understanding how other elements of identity and lived experience, such as ability, ethnicity, language, religion, age, gender expression, sexuality, income, immigration status and geographic location, shape experiences of safety.
- While current staff and financial resources allow for some of this work to start or continue, there must be specific and adequate investments made to ensure Asian and other racialized women, non-binary, and gender-diverse people are meaningfully involved in the development of resources and data initiatives.

BACKGROUND

In presentations to the Women's Advisory Committee, the Executive Standing Committee and Regional Council, Women's Advisory Committee Vice-Chair, Christine Qin Yang, indicated the importance of robust race and gender-based data and public information resources in responding to anti-Asian hate and supporting the safety of women, non-binary, and gender-diverse people of Asian descent in public spaces in the municipality.

In discussing the motion, Regional Council also suggested that sections of the report focused on data should be expanded to include race, gender, and other equity-based data about the safety of all racialized women, non-binary, and gender-diverse people.

DISCUSSION

Content note: *please note that the following report discusses violence, hate and discrimination targeting communities of Asian descent, as well as discrimination against Indigenous and African Nova Scotian communities. Please take care when reading this report, especially if you are directly impacted by racism*

and discrimination. Toronto Metropolitan University's Responding to Hate Toolkit provides some helpful resources available across Canada.

Introduction: History and Current Context of Anti-Asian Racism

Over the past two years, people of Asian descent have been calling attention to the sharp increase in hate-motivated crimes and incidents perpetrated against Asian people in public spaces. Many have attributed these increases to widespread racist, xenophobic[1] and violent ideologies about the origins of the COVID-19 pandemic.

The Chinese Canadian National Council and project 1907 are among those calling attention to the prevalence of anti-Asian hate in Canada.

In 2020, 1150 reports of harassment and other forms of violence against Asian people were made across Canada through the Chinese Canadian National Council and project 1907's community-run platform Fight Covid Racism.[2] 60% of these incidents were perpetrated against women. In 2021, reports made by women, transgender and gender non-conforming people of Asian descent all increased. Almost half of these incidents occurred in public spaces, including parks, streets, and sidewalks.[3]

Between 2019 and 2020 across Canada, reports to police of hate-motivated incidents targeting race or ethnicity also increased by 80%, with 318 incidents targeting the Black population, 202 targeting the East or Southeast Asian population, 44 targeting Indigenous populations and 38 targeting the South Asian population. When population size is considered, the overall rate of police-reported hate crimes increased the most in Nova Scotia in 2020 (by 70%) compared to other Canadian provinces.[4]

In 2021, the number of hate-motivated crimes reported by police across Canada increased again by 27% to 3,360 incidents.[5]

In 2021, 13 hate crimes and three hate incidents were reported to HRP. Race was the most targeted characteristic, followed by religion and sexual orientation. Of the files involving racism, seven involved anti-Black racism, and two involved anti-Asian racism. Halifax District RCMP flagged seven files as hate crimes in 2021. Three targeted race, three targeted religion and one targeted gender/sexual orientation.[6]

Police data on hate-motivated crimes include only those incidents that come to the attention of police and are flagged as hate crimes and incidents. Rates of reported hate crimes are also influenced by broader factors including police services' training, records management systems, and practices to identify and classify hate crimes.[7]

Many factors impact a person's decision to report a crime, including, but not limited to, fear or mistrust of police, barriers to reporting (such as language, lack of access to technology or information to report), fear of re-victimization, retaliation from the perpetrator or fear that a report could trigger repercussions from immigration services.[8]

As such, an increase in police reported hate crimes may be related to shifts in these factors and/or a true increase in the number of hate crimes committed. According to the 2019 General Social Survey on

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[1] Xenophobia is defined as dislike, prejudice and discrimination against a person or group of people because of their nationality and/or culture. Like other forms of discrimination, xenophobia can be both systemic and interpersonal.
[2] Source: *A Year of Racist Attacks: Anti-Asian Racism Across Canada One Year into the COVID-19 Pandemic*
[3] Source: *Another Year: Anti-Asian Racism Across Canada Two Years Into the COVID-19 Pandemic*
[4] Source: Statistics Canada, *Juristat: Police-reported hate crime in Canada, 2020*
[5] Source: Statistics Canada, *A comprehensive portrait of police-reported crime in Canada, 2021*
[6] Police-reported numbers may fluctuate as investigations progress and conclude. Each file may contain more than one hate motivation (e.g., anti-Black racism and homophobia may occur in the same event).
[7] Source: Statistics Canada, *Police-reported hate crime in Canada, 2018*
[8] Source: *Hate Motivated Incidents - Ottawa Police Service*

Canadian's Safety (Victimization), just over one-fifth (22%) of incidents perceived to be motivated by hate were reported to police.[9]

Taken together, self-reported and police-reported hate crimes provide important information about the prevalence of hate experienced by individuals and communities of Asian descent.

As Christine Qin Yang, co-chair of the Women's Advisory Committee, stated in her presentation to the Women's Advisory Committee, Canada has a long history of racism, hate and "discriminatory barriers to Asian settlement, labour, political engagement and social participation". The roots of discrimination and violence perpetrated against people of Asian descent in Canada are deep and longstanding.

Resources to Support the Safety of Asian Women, Non-Binary and Gender-Diverse People in Public Spaces in the Municipality

The municipality has a key role to play in responding to anti-Asian hate attached to the pandemic, and more systematically, to dismantle the root causes of anti-Asian hate in Halifax.

To better understand how the municipality can move forward in these efforts, staff worked with consultants to host a community conversation in which women and gender non-conforming people of East Asian and Southeast Asian descent were invited to share insights regarding safety in public spaces and the necessary resources to respond to anti-Asian hate (see Attachment 1 for details about the session and outcomes).

It is important to highlight that this is potentially the first time the municipality has engaged with women and gender non-conforming people of East Asian and Southeast Asian descent to discuss anti-Asian racism and safety in public spaces. As such, the insights shared by residents in this discussion are critical to informing the municipality's understanding of these issues, responding appropriately, and laying a foundation for future collaboration to address these issues with residents of Asian descent.

Staff also conducted a scan of efforts taken in other jurisdictions to respond to anti-Asian hate in public spaces (see Attachments 2 & 3 for details).

Community Conversation—What We Heard

The community conversation drew considerable interest, with 20 participants attending the session and more on a waitlist.[10] The following are some key learnings from the session:

- The municipality should support/facilitate more community engagement sessions focused on the safety of Asian women, gender-diverse and non-binary people, co-designed and led by trusted community leaders with shared lived experiences. Community leaders and facilitators who can build meaningful and trusting relationships with community are uniquely positioned to create a structure and space for participants to have open and honest conversations about challenging (and often traumatic) topics and experiences of safety.
- It is important to establish longer-term, relational, and reciprocal processes in which community plays a meaningful role in developing resources in response to this report. This is critical to ensure that resources are responsive to the voices and lived experiences of communities who are made most vulnerable to anti-Asian hate in Halifax.
- Because of the nature and context of anti-Asian hate experienced during the pandemic, staff and the consultants decided this community conversation would be focused on women and gender non-conforming people of East and Southeast Asian descent. The municipality should offer similar spaces for other Asian women, non-binary, and gender-diverse people to shape efforts for safety in public spaces. Asian experiences and identities are not monolithic: while some

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[9] Source: Statistics Canada, *A comprehensive portrait of police-reported crime in Canada, 2021*
[10] Because of the nature of the conversation (requiring trust, openness and vulnerability from both participants and facilitators), it was decided that the session would be capped at 20 participants. The facilitators deemed this size of gathering appropriate to provide the necessary time, space, and support for participants to share their insights.

experiences are shared, communities of Asian descent in Halifax have diverse and unique experiences of safety, hate and racism, which require nuanced and dedicated responses.

Jurisdictional Scan

Advocates, community organizations and other municipalities across North America have created important resources to raise awareness about anti-Asian hate and to support the safety of Asian women, non-binary, and gender-diverse people in public spaces.

Most of the initiatives highlighted in staff's jurisdictional scan[11] (see Attachments 2 & 3) can be categorized into the following types of responses:
- Development of reporting platforms for experiences of hate, harassment, and violence, often facilitated by community organizations, focused on supporting people who have experienced hate and mobilizing data to advocate for systems change
- Creation of social media campaigns and websites that work to undo harmful stereotypes about people of Asian descent and provide centralized resources for awareness, education, and responses to anti-Asian hate
- Art and storytelling projects that provide important avenues for sharing about the diverse identities, histories, experiences and hopes of people of Asian descent
- Funding and hosting public workshops focused on responding to hate and harassment for both victims and bystanders
- Statements made by mayors and councils denouncing anti-Asian hate
- Policy responses that seek to address street harassment, make public spaces (such as transit) safer for people of Asian descent and direct businesses to demonstrate zero tolerance for racism and hate in shops, restaurants and other establishments frequented by the public

Next Steps

The community engagement session and jurisdictional scan make clear that the municipality has a key role to play in denouncing anti-Asian hate and supporting the safety of Asian women, non-binary, and gender-diverse people in public spaces.

Violence, hate, and racism directed towards racialized women, non-binary, and gender-diverse people in public spaces is also a manifestation of gender-based violence.[12] The intersection of these issues points to the key roles that both the Safe City and Safe Public Spaces (SCSPS) Program and the Office of Diversity and Inclusion/African Nova Scotian Affairs Integration Office (D&I/ANSAIO) play in supporting the implementation of initiatives in response to this report. This work also depends on collaboration, leadership, and resources from a variety of municipal departments and Business Units.

Table 1 details potential next steps to respond to the findings of this report if resources are identified.

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[11] Staff first scanned efforts taken by Canadian municipalities and organizations to respond to anti-Asian hate. To provide a broader and more diverse sample of possible responses, staff then expanded the jurisdictional scan to include initiatives developed in the United States. The initiatives that are highlighted in the report attachments were found to be the most comprehensive, creative, and community-grounded of those scanned.

[12] Gender-based violence is "the types of abuse that women, girls, and Two Spirit, trans and non-binary people are at highest risk of experiencing. It can take physical and emotional forms, such as: name-calling, hitting, pushing, blocking, stalking/criminal harassment, rape, sexual assault, control, and manipulation…. Some people are at even greater risk of experiencing gender-based violence due to the additional discrimination and barriers they face. This includes women with disabilities, Indigenous women, racialized women, trans and non-binary people, and women who are homeless or underhoused."

Table 1: Potential next steps to support the safety of Asian women, non-binary, and gender diverse people in public spaces

Action	Resources Required
Form a community working group of women, non-binary, and gender-diverse people of Asian descent who will guide and advise the development and dissemination of resources created in response to this report. It is important to note that supporting opportunities for community to safely gather, build relationships, and discuss how to create systems of care is, in and of itself, a critical resource the municipality can provide.	SCSPS staff can play a coordinating role in this initiative and will work closely with D&I/ANSAIO. However, increased financial resources are necessary to fund community facilitators, food, stipends, translation, accessibility requirements and caregiving support (all critical elements to ensure these opportunities are accessible to those most impacted by anti-Asian racism in public spaces). This action and required resources will be embedded in the renewed Public Safety Strategy and plan, which will be presented to Regional Council this fiscal year (Q4)).
Fund and create resources, policies and programs that support the safety of Asian women, non-binary, and gender-diverse people in public spaces. These resources could take similar form to responses initiated in other jurisdictions, such as: • Bystander training for municipal staff and communities • Bylaws to curb street harassment • Community reporting mechanisms • Public art installations and campaigns that share diverse experiences and stories of people of Asian descent, undo harmful stereotypes, and educate about the impacts of anti-Asian hate It may be determined with the community working group, however, that there are other resources that are more appropriate for the Halifax context.	The SCSPS Program Coordinator and D&I/ANSAIO staff can support this work by navigating the municipal systems and internal stakeholders necessary to develop these resources. As specific resources and responses are identified with the community working group, however, support and leadership from various Business Units (e.g., Communications, Transit, Parks & Recreation) and dedicated funding will be required to create and implement these resources, policies, and programs. The timelines for developing Halifax-specific responses will depend on the initiative: it may be possible to mobilize some responses quickly with existing resources, while others will likely require long-term planning, collaboration and coordination of various stakeholders and resources. The feasibility of actions identified, and resources required will be scoped out as part of renewed Public Safety Strategy and Plan.
Integrate messaging to address anti-Asian racism and hate into future public and internal multi-media Anti-Discrimination Transit Code campaign (this follows previously launched Transit campaigns that raise awareness about rider safety, anti-Black racism and sexual harassment).	This initiative would be integrated into Transit's existing Transit Code campaign plans and budget. This campaign should be informed by and compliment the work of the community working group to determine approaches and content best suited for the Halifax context.
Language barriers can further compound community's experiences of isolation and feeling unsafe. As such, it is critical that resources created in response to this report are available in the diverse Asian languages spoken in Halifax so residents can understand and engage with the materials and information thoroughly and meaningfully in their first	In the short-term, the SCSPS program will work towards providing resources it creates or facilitates in response to this report in the Asian languages most spoken in Halifax. D&I/ANSAIO has surveyed Business Units to determine what translation efforts are currently underway across the organization. In the long-term, D&I/ANSAIO is working to develop

language.[13]	an organizational multilingual policy. To adequately implement a multilingual policy and ensure resources to support the safety of women, non-binary, and gender-diverse residents are available in a diversity of first languages, the Municipality will likely need to consider a multilingual budget.
Public Safety and D&I/ANSAIO will integrate insights and potential action areas from this report into the work of the offices, including the SCSPS program plan, the 2023/2024 Public Safety Strategy Renewal, Women's Safety Assessments[14] and the Women and Gender Equity Strategy.	Meaningfully and thoroughly engaging with and working alongside diverse communities requires dedicated resources. Additional funding and staff resources will be required to ensure these projects continue to be built collaboratively with those most impacted by anti-Asian hate. These resource requirements will be identified and requested in the renewed Public Safety Strategy and plan.

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[13] Solid Waste and Emergency Management take this approach, offering resources in multiple languages to increase access to important information about municipal resources to residents whose first language is not English.
[14] The Women's Safety Assessment is a community engagement tool used by the Public Safety Office that involves women, non-binary, and gender-diverse people assessing the safety of public spaces in their communities and contributing to tangible changes to make these spaces safer.

Part 2: The Role of Race, Gender and Equity Based Data in Understanding and Addressing Safety in Public Spaces

Why Does Disaggregated Data Matter?

Disaggregated data is data that can be broken down into subcategories of information, thereby providing insight into residents' experiences through a variety of lenses, including race, gender, and other identities and lived experiences such as age, sexuality, ability, ethnicity, immigration status, education, language, religion, geographic location, and income.

The responsible, accurate and reliable collection and analysis of disaggregated race and equity-based data can help identify structural inequities that are not always visible in aggregate data, support systems change, and provide an avenue for governments and institutions to work responsibly, consistently, and meaningfully with community to shape policies and programs[15].

In 2018, findings from the Diverse Voices for Change project showed that Halifax did not have adequate gender-based data to comprehensively assess issues impacting women and that a Gender Based Analysis+ (GBA+)[16] lens should be applied to any future efforts by the municipality to establish this data.

The municipality's Social Policy Framework also affirms this need, stating that "shared indicators and reliable data must exist or be developed" in order to achieve the goals of the framework to, "reduce inequality; protect vulnerable people; create a person-centered system of high-quality services; and enable collaboration and partnerships."

Data comes in different shapes and sizes: both qualitative and quantitative data are important in forming a full and thorough understanding of the experiences of safety of racialized women, non-binary, and gender-diverse residents in the municipality.

The stories and insights communities have been sharing with the municipality through engagements, partnerships and collaboration over the years are critical pieces of the data puzzle and should continue to shape the municipality's work to foster safety in public spaces.

Why Collecting Data Alone is Not Enough

While there are many good reasons to collect race and gender-based data, there are also considerable risks involved for communities who have historically had data collected about them without their involvement.

The same data that reveals systemic injustices and shifts policy and practices for the good can also reinforce stigmatization and discrimination against communities.[17]

As Myra Tait, an Indigenous lawyer and instructor on Indigenous justice issues at the University of Winnipeg, states, "we have a very long history in this country of being studied and researched and having data collected on us, only to twist that around to blame the victim in a sense…. If you want to collect that data, then you do it with us. And you do it for us."[18]

The collection of disaggregated race and gender-based data, then, is only one step, albeit an important one, in a broader, relational process that must be guided by community at each step of the way—from collection, to storage, to use and distribution of the data.

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[15] Source: *Government of Nova Scotia's Office of Equity and Anti-Racism Initiatives.*
[16] Gender Based Analysis Plus (GBA+) is an intersectional and evidence-based process, used by all levels of government, to assess how diverse groups of women, men and non-binary people may experience policies, programs, and initiatives.
[17] Source: British Columbia's Office of the Human Rights Commissioner's 2022 report *Disaggregated demographic data collection in British Columbia: the grandmother perspective.*
[18] Source: *Why race-based data collection by police could play a role in reform debate | CBC News*

Further, as stated by author and professor Rinaldo Walcott, "the evidence we gather through race-based data collection also has to meet those in authority who have the will and desire to use that data as the basis of decisions that change life for the better…. collecting data is not an end in itself: further work is needed to make something happen, and that work is political…"[19]

For disaggregated data to tangibly contribute to the improvement of safety for racialized women, non-binary and gender diverse people, the municipality must apply these principles to its efforts.

What Race, Gender and Equity-Based Data Does the Municipality Collect?

To inform this report, staff conducted a scan of data collected and analyzed by the municipality pertaining to the safety and well-being of racialized women, non-binary, and gender-diverse people (see Attachment 4 for details).[20]

Currently, the municipality collects information relevant to these issues through:

- The Resident Survey
- 311 calls regarding instances of harassment, violence, and safety issues
- Incident reports submitted by HRM staff
- Social media scanning
- Hate crime and hate motivated incident data collected by police
- Information gathered through community engagements and consultations

While some of these initiatives and processes do collect information on various dimensions of identity—such as age, gender, race, disability, and geographic location—much of the data is not robust enough to allow for statistically meaningful and intersectional analysis. This analysis is necessary to gain a meaningful understanding of residents' diverse experiences of safety in public spaces through data and to subsequently respond with community informed, evidence-based solutions.

There are also municipal data-related efforts that are beginning or will soon be established that have the potential to further inform policies, programs, and strategies to support the safety of racialized women, non-binary, and gender-diverse residents in public spaces. These are:

- Equity Index
- Women and Gender Equity Strategy
- 20 Year Community Vision

Improving Municipal Capacity for Race, Gender, and Equity-Based Data Decision Making

To collect, disaggregate and analyze race and gender-based data in ways that provide meaningful insight into residents' experiences and solutions to support their safety, the municipality should improve current data collection practices, processes, and initiatives (such as the Resident Survey, Transit data collection, and 311 report tracking) and develop new ones.

Attachment 4 also outlines key opportunities to build data projects that increase municipal capacity to make evidence-based decisions using race, gender, and equity-based data.

Moving forward, the municipality should apply a GBA+ lens to data it collects about residents' experiences. This lens must be applied from the outset of data initiatives—from the questions asked to the way data is collected, analyzed, and applied to policy and program decisions. It is critical that this work meaningfully involves residents and communities each step of the way.

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[19] Source: *Race-based COVID-19 data needs to lead to political action | TVO.org*
[20] While staff made every effort to be thorough, this inventory of municipal data-collection practices may be incomplete. It should also be noted that this report focuses on better understanding and responding to the experiences of racialized women, non-binary and gender-diverse people through data, however, in improving data systems and initiatives in these ways, racialized residents of all genders should be involved.

To achieve this, the municipality needs to establish coordinated, cross-organizational approaches to collecting, analyzing and disseminating race, gender and other equity-based data, following best practices and directives set out in provincial and federal initiatives, such as Nova Scotia's Dismantling Racism and Hate Act, the Province of Nova Scotia's Office of Equity and Anti-Racism Initiatives (OEA) work on equity-based health data, *Nova Scotia's Action Plan in Response to the International Decade for People of African Descent*'s and the National Action Plan on Combatting Hate.

Aligning this work across the organization and with provincial and national race, gender and equity-based data standards is essential to analyze residents' experiences of issues that straddle the work of various Business Units, identify trends and systemic issues in the data and understand how experiences in Halifax compare to other communities and municipalities.

The Data and Analytics Community of Practice (DACoP) is a promising example of the organization's potential to catalyze creative and coordinated approaches to data-driven decision-making. The DACoP was formed to build organizational data literacy, learning, and develop data related polices to inform municipal decisions. This group meets monthly to workshop projects, share knowledge, collaborate, and plan data initiatives.

On September 1, 2022, the Provincial Minister of Justice accepted all recommendations from the Wortley Report Research Committee's report: *Collection of Race-Based Police Data in Nova Scotia* (*the Bryan Report*).[21] This committee was established to review models for gathering race-based information from police stops and make recommendations in the areas of policy development, training, compliance and monitoring, communication, data analysis, evaluation, and resourcing.[22]

The report recommends the Minister of Justice mandate the collection of race-based data by police. Information gathered at police stops will identify over-representation when it occurs and help police improve interactions with African Nova Scotian, Indigenous and other racialized Nova Scotians. This will allow for the evaluation of policies and practices and improve transparency and accountability.

A motion was passed at the October 5th, 2022, Board of Police Commissioners meeting directing the Chief Officer of the Halifax Regional Police and recommending that the District Commander of the Halifax District Royal Canadian Mounted Police prepare a staff report regarding the implementation of the Bryan Report.

While the timelines for the implementation of these recommendations are unclear, the collection of these data will significantly enhance the municipality's ability to understand and respond to feelings and experiences of safety in HRM, specifically as it relates to racialized and Indigenous residents.

In these ways, municipal staff are already well-situated to begin building greater capacity to expand and improve existing data collection methods and implement new data initiatives to better understand the experience of a diversity of residents who identify as women, non-binary, and gender diverse.

FINANCIAL IMPLICATIONS

There are no financial implications as a direct result of the material in this report. Any financial implications resulting from the implementation of resources to support the safety of Asian women, non-binary, and gender-diverse people and new and revised approaches to data collection and analysis will be assessed when considered.

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[21] The Wortley Report Research Committee's report on the Collection of Race-Based Police Data in Nova Scotia can be viewed at: https://humanrights.novascotia.ca/bryan
[22] Source: https://novascotia.ca/news/release/?id=20220901001

RISK CONSIDERATION

No risk considerations were identified in relation to forwarding this report to Regional Council for information. However, the implementation of resources to support the safety of Asian women, non-binary, and gender-diverse people and new and revised approaches to data collection and analysis should be assessed for risk when implemented.

COMMUNITY ENGAGEMENT

Consultations consisted of conversations with staff from the following divisions, departments, and teams:

- The Office of Diversity and Inclusion/African Nova Scotian Affairs Integration
- Corporate Planning
- Digital Services
- Parks and Recreation
- Regional Planning
- Halifax Transit
- The Data and Analytics Community of Practice
- Halifax Regional Police
- Halifax District RCMP

Community engagement consisted of collaborating with Future Ancestors Services Inc. to host an in-person focus group and engagement session to build awareness and garner insights of approaches to making public spaces safer in response to anti-Asian racism. 20 community members who identify as East and/or South-East Asian and as women or gender non-conforming individuals engaged in this facilitated focus group on April 11, 2022.

The details and outcomes of the session, found in Attachment 1, offer critical context to the insights and recommendations highlighted in this report.

As noted earlier in this report, this is potentially the first time the municipality has engaged with women and gender non-conforming people of East Asian and Southeast Asian descent to discuss anti-Asian racism and safety in public spaces. As such, the insights shared by residents in this discussion are critical to informing the municipality's understanding of these issues, responding appropriately, and laying a foundation for future collaboration to address these issues with residents of Asian descent

Staff also spoke with the Director of Partnerships and Research for the Canadian Race Relations Foundation, Nova Scotia's Office of Equity and Anti-Racism Initiatives' Senior Executive Advisor to the Deputy Minister, and the National Training Officer of the Policing Services Program with the Canadian Centre for Justice and Community Safety Statistics.

ENVIRONMENTAL IMPLICATIONS

No environmental implications were identified.

ALTERNATIVES

Executive Standing Committee could choose not to forward this report to Regional Council.

ATTACHMENTS

Attachment 1 - Consultant's Report from Community Conversation

Attachment 2 - Resources for Safety of Asian Women and Non-Binary People

Attachment 3 - Community Platforms for Reporting Hate

Attachment 4 - Opportunities for Municipal Gender and Race-Based Data

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A copy of this report can be obtained online at halifax.ca or by contacting the Office of the Municipal Clerk at 902.490.4210.

Report Prepared by: Amy Brierley/Program Coordinator, Safe City & Safe Public Spaces/Public Safety Office-Government Relations and External Affairs/902 430 6703

FUTURE ANCESTORS
SERVICES INC.

HOW DO WE PROTECT US?

Co-created with the HRM Public Safety Office

Information Report

FUTURE ANCESTORS
SERVICES INC.

In the spirit of respect, reciprocity and truth, we honour and acknowledge that we operate on Indigenous lands. Indigenous Peoples across Turtle Island and around the world have and continue to demand climate justice, sovereignty, and the right to live. It is imperative that we take our direction from these Peoples and their knowledge systems, teachings, and cultures that inherently center Earth and Her well-being.

"If you aren't immediately asking questions upon your arrival or of your ancestors' arrival on the land you are on, and about your role, history, and relationship to that land, then there needs to be some questions asked about how we perpetuate contemporary colonial erasure and violence."
- Stella Caban

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18 April 2022
Future Ancestors Services Inc.
HRM Public Safety Office, Safe City & Safe Public Spaces Program
Information Report

Please direct any questions you may have to mo@futureancestors.ca or visit our website, www.futureancestors.ca.

INCLUDED IN THIS REPORT

Ni miyeuhtayn aen nakishkataan.[1]

SECTION ONE: PROJECT OVERVIEW

Future Ancestors Services and the Safe City & Safe Public Spaces Program (SCSPSP), situated within the HRM Public Safety Office, began work on assessing the public safety mesures of women and gender non-conforming community members of East and Southeast Asian descent in January of 2022. This assessment was initiated and actioned in response to the negative impacts of the COVID-19 pandemic towards people of Asian identities. The current stage of this project was divided across two key phases of work; Generative Engagement and Facilitation and Coordination and General Consultation.

This project is uniquely situated given the relative newness of recognition of the subject matter, anti-Asian racism. By engaging in this process at such an early stage of research and data collection, there is an opportunity for the program SCSPSP to develop an anti-racist and decolonial approach to enagagement and outreach from the outset of this work. In this way, the project is unique. Rather than reacting to well-established practices and protocols, the SCSPSP and Future Ancestors consultants and external support consultants have the opportunity to collaboratively guide engagement and outreach strategies towards success at this early stage in the program's life cycle.

The project leveraged a co-design approach to support the SCSPSP in addressing its role in the engagement and in designing policies, practices and resources to support the identified barriers experienced by East and South-East women and gender non-conforming people in the Halifax Regional Municipality. Co-design reflects a fundamental change in the traditional consultant-client relationship. Using this approach, Future Ancestors Services was able to facilitate collaboration with members of the Public Safety Office, external consultants, and enable a wide range of community members to make creative contributions to the formulation and solution of a problem area; in this case, future directions for the SCSPSP's engagements and outreach strategies.

The current project's phases of work are briefly described below for purposes of the information report deliverable.

Phase One: Generative Engagement and Facilitation
In the first phase, consultants lead an in-person focus group and generative engagement session designed to build awareness of approaches and insights for improved public safety in response to anti-Asian racism. The engagement session was developed through a co-design approach to ensure the content was relevant to the SCSPSP's unique context and position in this work. The engagement session, or facilitated focus group, was a generative space designed to gather insights from the public that ultimately informed this report.

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[1] "It is nice to meet you" in Michif.

Key actions for the Generative Engagement and Facilitation Phase included:

- Relationship-Building and Client Check-In

- Collaborative Session Co-Design

- Development of Interactive Reflection and Activities

- Facilitation of First Focus Group Session

In Phase One, Future Ancestors Services consultants sought to build a thorough understanding of the SCSPSP's existing exploratory and collaborative approach to the public safety of East and South-East Asian women and gender non-conforming community members. To achieve this goal, consultants conducted an in-person focus group facilitation to assess and identify the current needs and resources required by community members experiencing overt racism and discrimination. Beginning with a meeting with the SCSPSP coordinator, consultants worked with the Client to identify collectively-defined objectives for the project and establish expectations for working together within the current project phases and beyond.

Phase Two: Information Download and Consultation
In the second phase of the project, the Future Ancestors Consultant co-developed an Information Report; an analysis of findings and discussions gathered in the previous phase. The Information Report offers an assessment of the challenges and opportunities for SCSPSP with regard to community engagement, and recommendations for community resources to create more actively anti-Asian racism and decolonized approaches. Key actions for this phase included:

- Relationship-Building and Regular Client Check-Ins

- Generative Engagement Data and Survey Analysis

- Presentation of Findings and Ongoing Relationship-Building

1.1 WHAT TO EXPECT FROM THIS REPORT

This report represents an initial step, in response to a motion put forward by Chrstine Qin Yang who was at the time the vice-chair of the Halifax Regional Municipality's Women's Advisory Committee, towards addressing anti-Asian racism within the Halifax Regional Municipality, and provides Future Ancestors Services' analysis, findings and suggestions moving forward. The report captures the data analysis outcomes and generative engagement results for the first in-person community session. A brief summary of each section of the report is provided below.

Section One	*Current Project Overview*
	This section sets the context for the report, provides an overview of the current collaborative project and outlines the contents of the full report.

Use this section to gain insight into the full scope of the current project and Future Ancestors Services' ongoing partnership with the SCSPSP.

Section Two   *Generative Engagement Session - What We Heard*

Section Three provides a detailed breakdown of the outcomes of the generative engagement session facilitated by Future Ancestors Services lead consultant and external supporting consultant.

Use this section to explore insights and ideas for the SCSPSP's approach to future anti-Asian racism engagements and to validate the findings with session participants.

Section Three   *Mapping Pathways Forward*

The final section of the report provides potential recommendations from Future Ancestors Services to inform pathways forward for the SCSPSP's engagement and anti-Asian racism work, including possibilities for further collaborations and focus groups.

Refer to this section for recommendations related to the program's anti-Asian racism commitment and to determine preferred pathways forward.

SECTION TWO: GENERATIVE ENGAGEMENT SESSION - WHAT WE HEARD

2.1 GENERATIVE DIALOGUE OUTCOMES[2]

Twenty (20) community members who identify as East and/or South-East Asian and as women or gender non-conforming individuals engaged in a facilitated focus group on April 11, 2022 – the outcomes of which are captured in the table below. The participant insights listed below should be considered raw data; it is the SCSPSP's responsibility to ensure the findings are validated by those who participated in the session and their lived experiences. Insights captured during the session partially informed the pathways forward

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[2] Figure 1. Image showing Christine Qin Yang in a small group discussion.

presented in section four and represented an opportunity for the SCSPSP team to collectively explore future directions in this work.

Dialogue Element	Participant Insights
Purpose & Goals *Why are we doing what we are doing in the first place? What is the main goal in holding anti-Asian racism sessions and engagements?*	- To have a safe space where our peoples can share their thoughts without worrying about our safety - To share our stories and lived experiences and demonstrate that we are not alone in these struggles, and to show the non-Asian folx that racism is happening right now in Halifax - To share stories of the Asian immigrant experience in Canada - To allow for an opportunity for Asian communities to gather, to meet one another and dream together – about how to build a stronger community and what safety looks like for all of us - To build support networks with other folks especially Asian folks or those who share similar identities is important – these networks can be one way we can look out for one another - To make more connections with Asians in the community - To provide opportunities for Asian folks to be around people who look like them, and have similar or empathizing experiences. In Nova Scotia, being in a room of predominantly people of colour is strikingly rare - To create more opportunities to share knowledge and experiences creates community connections that can be life saving - To improve the awareness within Asian society and educate the whole community - To listen and learn from other peers, share our own experiences and brainstorm together on what needs to be done to create a safer and more welcoming environment - To have safer spaces for Asian people especially as there is a rise of anti-Asian incidents going on around us

	- To build a sense of community, amplify our voices, stories and identities especially during a time when we are experiencing a rise of violence and hate towards our people - To build our sense of belonging which is a critical component of our sense of well-being - To better understand the issue, find community, and help make better policies to fight anti-Asian racism - To acknowledge and establish that we are part of a specific (yet broad) community with shared experiences of this type of racism - To discuss and share our ideas and visions moving forward and to formulate community response as policy feedback - To think of a way to develop a sense of community defense and protection - To vent, to grieve, to celebrate - to form all sorts of interpersonal connections, realize how diverse our stories are, learn from each other, to honour our differences, to laugh together, validate each others emotions, sharing intimacies - so many events like this emerge / are reactive from severe racial / cultural / gendered harm or crises, but frequent gatherings like this are a proactive form of care. - To offer each other's skills for survival - To create spaces that offer us strength and tangible resilience and resistance. - To create and offer alternative forms of safety that are not the police - To address the questions of 'How do we protect ourselves? How can the community help make us feel safer?'
Values *What can safety and support look and feel like while in an engagement session (i.e. in the room)?*	- Confidentiality and privacy - Small group discussions and sharing circles - Intentional closed space; over time, not just in

	crisis
	● Being able to show empathy for other people's experiences
	● Acknowledging and sharing different opinions
	● Openness and understanding
	● Intersectionality
	● Space without judgment
	● Space for slowness
	● A welcoming environment with food and beverages
	● Acknowledging the complexities of identity; not assuming racial and/or gender identity
	● Acknowledging power dynamics of race and identity
	● Compassion and empathy for ourselves and others
	● A choice to be silent listeners; having choices
	● Honesty and transparency
	● There are other queer people present
	● Meeting people where they're at and honouring their capacity to participate
	● A reminder that you can make mistakes
	● Space for curiosity
	● Clarity around event structure and expectations
	● Having a gendered lens of analysis
	● Racial representation
Values *What does safety and support look and feel like in the world? (i.e. in the workplace, in your neighbourhood, in spaces of public transportation, etc.)*	● Understanding implications of consuming of Asian culture and fetishizing Asian women ● Ongoing circles of care, different forms of support systems and figuring out what solidarity could look like

	- Education around Asian identities and geographics within our own communities and for people who are bystanders (to help with identifying and taking action against acts of overt racism, how to respond, etc.) - More representation of Asian women and gender non-conforming people in research, community, media and workplaces - Deconstructing model minority myth - Acknowledging generational, geographical and linguistic contexts - Moving away from an Asian monolithic mindset - Having a place to report hate crimes that is not to the police - Mental health support resources - Asian people in decision making roles; positions of power, in government and in community - Understanding the implications of violence through fetishization of asian bodies - Having more conversations to challenge and address stereotypes - Understanding more about micro- and marcoaggressions - Bystander training - Knowing more about where to go or what to do when faced with overt racism - More gender neutral spaces; changing rooms and washrooms 'For us, by us' approach to resources and changes - A reliable and efficient way to share resources within community

Needs & Expectations *What does the* SCSPSP *need to be successful in engagement? What do community members need from the* SCSPSP *to feel safe and seen in engagement sessions?*	- Provide longer time and/or more time slots for sessions like these - Organizing more events to promote and exchange new voices - Have more future engagements and follow ups with participants, to discuss next steps/outputs - Engage with more communities and hear their stories and lived experiences - More diversity (age, ethnicities, etc.), more time for discussions, and more topics that introduce different aspects - Holding some events about self-defense, how to report racism, etc. - I believe one thing that made the first session so successful was allowing community members to lead this session as opposed to having an official presence that feels sterile - Putting aside funds to allow for more time per session or at least to allow for more sessions to occur - A commitment to encouraging safe spaces to share the voices of Black, Indigenous and people of colour (BIPOC) folks, to understand what safety looks and especially how that may evolve as time passes (eg. in the context of this global pandemic or after a violent attack on our people and communities) - Build more relationships with the community over time and approach with a long-term plan, not just one-off consultation - Hold spaces with more specific focus to group/topic (immigration status, gender, parents, elders, students, etc.) - Continue to fund on a permanent, ongoing basis gatherings where marginalized and underrepresented voices can participate in policy and decision making, as well as providing space for casual connection that provides circles of care and connection for otherwise alienated or

	disconnected individuals
	● Educating and sharing some resources or programs available that we may not know of or familiar with
	● Public education resources and support
Feelings *What did the participants feel during the engagement?*	● I felt welcomed and a sense of belonging
	● I felt it was a very interesting event
	● Validated, heard, respected, included, it felt amazing!
	● Empowered
	● Inclusive, not alone in this city
	● I felt really good, definitely a little nervous but comfortable and seen
	● Initially, it felt strange to be in a room with strangers face to face again but everyone was very kind and welcoming to one another. Even though I did not know anyone there, I felt a sense of community immediately
	● I felt worry-free. I trusted the people in the room. I super appreciated that the consultation explicitly stated that the space includes gender non conforming persons. I feel deterred often by "women" focused groups – homophobia/transphobia within the Asian community is very much alive
	● I had been having a difficult day and felt a little bit uncomfortable and activated in the beginning, not knowing what to expect and having lower capacity for stress on that day. I felt more comfortable as the event went on and was able to settle. The food was helpful!
	● I felt safe, thankful and supportive
	● Warm and welcomed
	● I felt really comfortable and held during the in-person event!

	● Comfortable, cared for, respected, like an equal
	● I was nervous going into this event mainly because I wasn't sure if I would have good input. I also wasn't sure how open I had to be, and the thought of opening up in front of strangers made me slightly anxious.
	● The facilitators were incredible at making us feel comfortable and that the space was safer for everyone. I felt excited to meet fellow Asians living in the same city and attended the event with similar goals.

2.2 FACILITATOR REFLECTIONS ON PROCESS AND PARTICIPATION[3]

The activities and mechanisms used during the session were designed to draw out participant insights for improved processes related to the direct safety and support of East and/or South-East Asian women and gender non-conforming community members. This engagement aimed to support participants in furthering their thinking about the future of engagement and outreach for the SCSPSP, in regards to anti-Asian racism, and encourage them to explore the many aspects and perspectives that could be involved.

Overall, consultants observed a high degree of participant engagement, interest and leadership during the facilitated focus group. The engagement provided different avenues for participants to engage in the small group conversations. For example, there were two times during the session where the participants were divided into small breakout groups and each given a guiding question to

explore and reflect on. They were able to record their notes from their conversations and provide sharebacks to the entire group – all while one of the facilitators acted as graphic recorders and offered general support. Participants indicated that they enjoyed the structure and clarity around the intention of the session and emphasized that more time was needed to fully explore the subject matter and related topics. These observations suggest that the focus group structure could be useful for the SCSPSP team to revisit to generate deeper team insights around anti-Asian racism and to

[3] Figure 2. Image shows Mo Phùng, Future Ancestors Services Consultant, speaking with participants.

develop and establish shared values and goals for future program outreach, engagement, and development strategies.

Dialogue Element	Direct Participant Insights
Takeaways *What was one of your biggest takeaways from the engagement session?*	● There are lots of us and we're all fighting for our rights in different forms ● I think information sharing is important. Uniting and building our own organization helps us. ● I am not alone in this. And this is impacting folx beyond just Asians. This impacts everyone, and the healthcare system is not proactive enough (it's merely reactive). ● There's always more to learn. To learn about what it means to be Asian, explore different experiences. ● How to protect me if I were facing hate crimes; hot to help other Asians when I see something about racism or violence. ● This is really just the beginning - although there is a history of Asian diaspora living in Kjipuktuk we don't have anything like a Chinatown that can act as a key point of gathering or a more over space that brings attention to folks living here. That being said, I am not suggesting we try to create a "Chinatown" given that it stems from racism, segregation, etc. but due to the lack of acknowledging the history of Asian settlers here it seems that we are all dispersed and don't have a gathering space so how do we connect? How do we make space for the multitudes of Asian identities, needs, etc. I think i left with a million more questions but also wanting more and realizing how important it is. ● It was encouraging to connect with other folks who share a part of my identity. It made me feel less alone in the fear that I have felt after the start of this pandemic. ● Spaces like this is SO needed. Through holding spaces like this we start to learn that there are varying levels of understanding when it comes to decoding anti-Asian racism within the Asian

immigrant communities. For example, some grew up here with family, others came here on their own, some moved here with family. Identifying the specific needs of these differences in experience is crucial when coming up with suggestions/recommendations to municipalities because we are not monolithic.

- The desire for more spaces and events where people feel belonging, how impactful it is to have compassionate facilitation.

- That we may feel or react differently because of our cultural background, but it is important to acknowledge all of the emotions. Also knowing that I am not alone in fighting against racism, and we should unite and form a bigger group so that our voice would be loud enough to be heard.

- We are not alone and we don't have to be

- It was so relaxing to be in a room surrounded by people who look like me. It made me want to be in more and more spaces like that. It also solidified the idea that we do not hold all the answers and that just being in community with each other can be one way to heal as we figure out ways forward.

- That we determine our support and safety, it's an on-going negotiation from those with lived experience. how many of us there are when we come together! how diverse our individual stories are

- Transitioning from the first activity, "support and safety here," to the second activity, "how can others provide us support and safety," was very interesting. Answers to the first activity made me feel like we all needed different things to feel supported here whereas I thought there was more unity in how we all could agree on the answers to the second question. It is as if we were faced with a similar situation, frustration, and challenges due to our identities.

- Seeing people who attended because they have similar personal experiences but also have a passion and interest in making the city more welcoming and inclusive felt good but also

	realizing that this is only a beginning. These people inspired me. Also, seeing how many live with the complexity of intersectionality made me feel less alone.

During the intake and exploratory calls, the program coordinator was very communicative and respectful of the vision and mission of the consultants. An important aspect to note was that the program coordinator allowed for the space and creativity of the Future Ancestors Services team to develop a focus group session that would be led by ideas and questions from the participants in-session. This helped create ground and initiate conversations around respect and shared expectations within the current project and towards ongoing work moving forward.
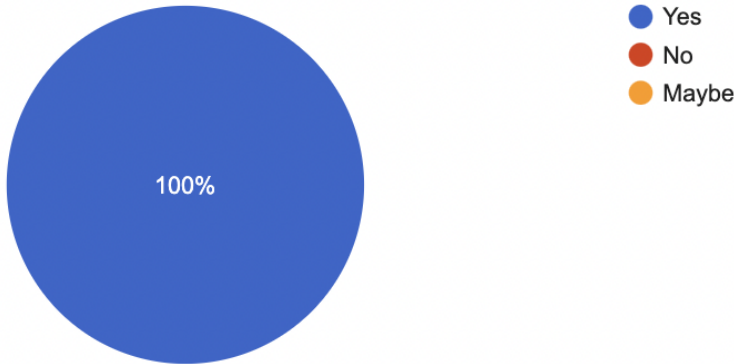
14 responses

Figure 3. Post-survey results showing that fourteen (14) participants would attend a session like this again.

SECTION THREE: MAPPING PATHWAYS FORWARD

3.1 LEANING INTO EMERGENCE

Through data analysis and formulation of insights and recommendations, consultants identified the opportunity for the SCSPSP team to engage with the framework of Emergent Strategy, as the program continues to grow and transform in an ever-changing and newly created world. This framework will support the desire to leverage the relationship-based culture within the program as the team and work in anti-racism grows. Emergent Strategy also provides an unique lens through which the SCSPSP team can begin to understand its work within the context of an institution and structure whose objectives shift often.

"Emergent strategies are ways for humans to practice complexity and grow the future through relatively simple interactions."

- *adrienne maree brown, Emergent Strategy*

Emergent Strategy[4] (ES) is a framework observed and formalized by facilitator, scholar and author adrienne maree brown. ES presents a framework that guides scalable and relational-centred change and transformation; it accounts for constant change, relying on strength of relationships for adaptation to face and practice complexity. A series of elements make up ES to support understandings of complexity and transformation, each of which is described in the table below.

Element of ES	Understanding the Nature of the Element
Fractal	The relationships between small (micro) and large (macro)
Adapted	How we change
Interdependence and Decentralization	Who we are and how we share
Non-Linear and Iterative	The pace and pathways of change
Resilience and Transformative Justice	How we recover and transform
Creating more possibilities	How we move towards the future

Ultimately, ES is a method to use the power of transformation when practicing change by recognizing the state of systems and structures in order to disrupt ineffective or harmful patterns while modeling behaviours of change. Modeling change is an approach that acknowledges that organizations that are working towards social change are often built reflecting the same structures upheld within the status quo. However, the practice also recognizes that shifting these patterns can be practiced in interpersonal relationships, as well as throughout the organization.
The following principles of ES will support the program in understanding the framework and contextualizing its potential to support further work and community engagements:

- Change is constant

- There is always enough time for the right work

- There is a conversation in the room that only these people at the moment can have, find it

- Never a failure, always a lesson

- Trust the people

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[4] brown, a. m. *Emergent Strategy*. AK Press, 2017.

- Move at the speed of trust

- Less prep, more presence

- What you pay attention to grows

It is recommended that the SCSPSP team's engagement and outreach strategy take into account emergent ways of guiding growth and change in order to continue to cultivate a future landscape (policies, procedures, workplace cultures, supports, etc.) which integrates responsiveness and resilience. Further learning in the realm of ES will also support the team's ability to apply the above principles within the context of outreach and engagement with racialized and marginalized communities.

3.2 CONTINUED COLLABORATION[5]

With the conclusion of the information report, the SCSPSP coordinator will have been advised on the key findings and pathways moving forward for improvement as related to the project's purpose. The report deliverable signifies the end of phase two of the current project and the SCSPSP team's collaboration with Future Ancestors Services and represents the ongoing responsibility to continue this work from Future Ancestors Services to the SCSPSP team future programming and outreach around anti-Asian racism.

As the work continues, below are some considerations and questions to implement throughout communication, engagement and reflection by the program team. These guiding questions will create space for an accountability process amongst staff and management, while working with Future Ancestors Consultants.

- **People & Roles.** *Who are we? What are our roles within the context of engagement and outreach?*

- **Rules & Action Points.** *How do we communicate and keep everyone up to date while drafting the new outreach and engagement strategies within our program? How do we make decisions about outreach and engagement strategies? How do we evaluate success?*

- **What Should Stay the Same?** *What are the elements of the existing approach to engagement and outreach that do not need to change? What do we want to keep in the new approach?*

[5] Figure 4. Image shows facilitator and support consultant Rena Kulczycki recording notes from a group shareback.

- **What Needs to Change?** *What are some of the elements of the existing approach to engagement and outreach that may need to change, be modified or edited? What do we want to get rid of?*

As the SCSPSP evolves and continues their work in addressing anti-Asian racism, barriers that may impact community members could include, and are not limited to:

- Prioritization of the English language

- Erasure of unique lived experiences

- Failure to acknowledge role of the municipal government in creating and maintaining systemic barriers

- Inability for participants and staff team to name needs for safe and healthy spaces

- Lack of transparency internally and externally

To support this transition and the evolution of the working relationship, consultants are going to continue collaboration and are willing to explore a range of options in support of the SCSPSP team's anti-racism and decolonial learning journey. These options include, but are not limited to, an informal check-in one to two months after project completion to respond to team and/or management questions regarding the report; exploration of capacity-building opportunities and continued training engagements around designing decolonized engagement strategies; and further consulting work to support the implementation of opportunities for growth and change mentioned in this report. Consultants are open to remaining connected with the SCSPSP coordinator and management team informally and will take their direction for future formal collaborations.

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Visit www.futureancestors.ca or contact info@futureancestors.ca for more information and to book your preliminary Phone Consultation.

Attachment 2- Resources for Safety of Asian Women and Non-Binary People (Jurisdictional Scan)

The following resources, projects and initiatives demonstrate promising approaches to responding to anti-Asian hate in public spaces and supporting the safety of Asian women, non-binary and gender-diverse people.

The jurisdictional scan demonstrated several best practices that should be considered in the Halifax Regional Municipality's response to this report:

- Resources must be offered in multiple languages, including a diversity of Asian languages and other languages most spoken in the locale.
- Initiatives tend to be most effective when they use a variety of channels to reach the public and those most impacted by anti-Asian hate (e.g. social media campaigns, detailed websites, public art installations and community discussions and workshops).
- Campaigns and resources must be responsive to the local context and guided by the experiences, needs and desires of local communities impacted by anti-Asian hate.

Stop AAPI Hate—founded in California, United States

In March 2020, the AAPI Equity Alliance, Chinese for Affirmative Action and the Asian American Studies Department of San Francisco State University founded the Stop Asian American and Pacific Islander Hate Coalition.
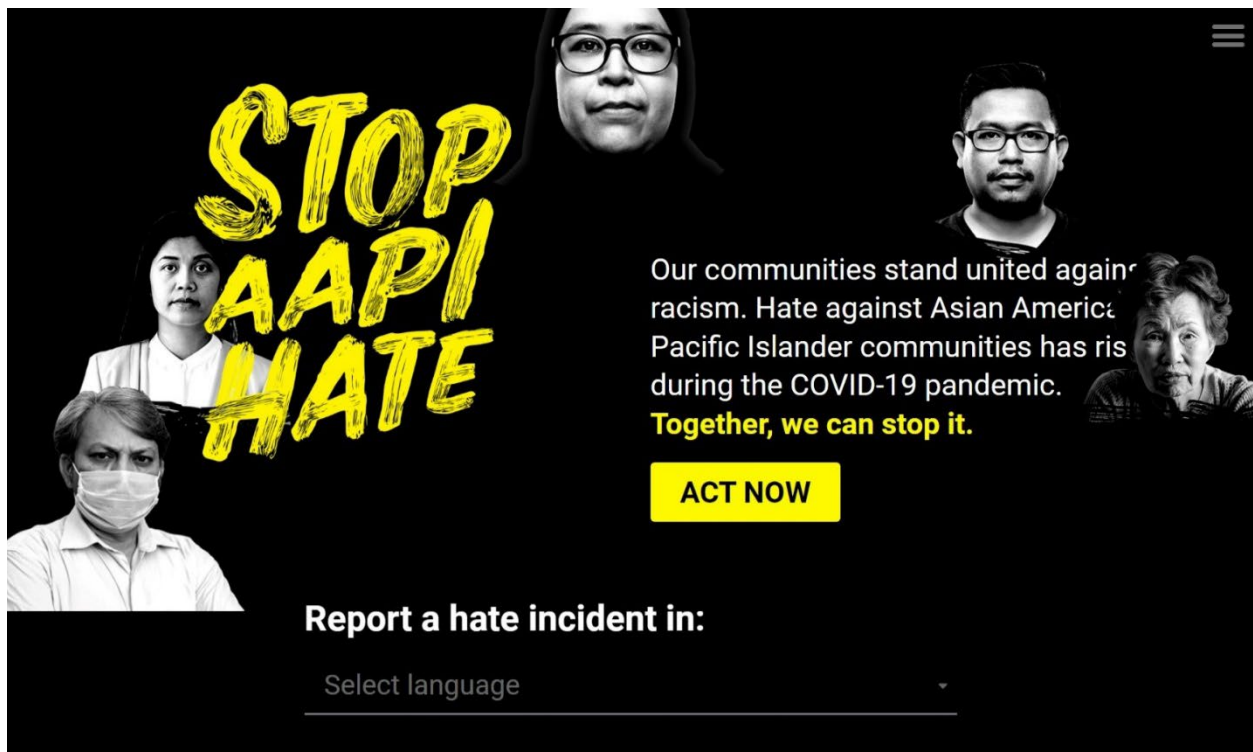

Figure 1: The landing page of Stop AAPI Hate provides easy access to the online reporting form.

Their mission is to "track and respond to incidents of hate, violence, harassment, discrimination, shunning and child bullying against Asian Americans and Pacific Islanders in the United States."

Their work has gained significant traction across the United States and the data they have collected has shaped the development of the COVID-19 Hate Crimes Act.

Stop AAPI's website consists of a reporting platform and an extensive resource library for survivors of anti-Asian and Pacific Islander hate, bystanders and communities working to eradicate anti-Asian and Pacific Islander hate. The platform clearly outlines its purpose and how the data will be used. It also includes critical information about what to do if the person reporting requires immediate assistance.

Much of the content on the platform is available in multiple languages including Bengali, simplified Chinese, traditional Chinese, English, Hindi, Hmong, Japanese, Korean, Marshallese, Nepali, Gurmukhi, Samoan, Spanish, Tagalog, Thai, Tongan and Vietnamese.

Providing materials and information in multiple languages—particularly the languages spoken by those most impacted by hate-motivated incidents and other languages spoken in the location where the resources are being shared—is a best practice and critically important in supporting the safety of women, non-binary and gender diverse people whose first language is not English.

Figure 2: Examples of safety tip posters for those witnessing or experiencing hate provided by Stop AAPI Hate in English and Korean.

Public Policy Responses to Anti-Asian Racism

The No Place for Hate Agenda in California is a key example of efforts aimed at addressing hate and harassment in public spaces through gender-based and public health legislation and policy.

The first bill in the policy agenda is focused on declaring common forms of street harassment—such as leering, lewd gestures, and racist, sexist, xenophobic, homophobic, or transphobic comments—a public health problem requiring preventative solutions through research and public education.

The second directs transit agencies to "gather data and design solutions" to increase ridership, passenger safety and address harassment that occurs on public transit and inside transit stations.

The third calls on businesses to do more to protect their customers from harassment and discrimination from other customers.

City of Toronto

Through the *Toronto for All* program, the City of Toronto develops and disseminates two public education campaigns a year to, "generate dialogue among Toronto residents to create a city that says 'no' to all forms of discrimination and racism, including systemic racism."

The campaign is responsive to and reflects resident feedback and incidents of discrimination and racism occurring in the city. The city works closely with community organizations who are experts in the campaign topics to develop materials and resources posted on the *Toronto for All* website.

As part of *Toronto for All*, the City of Toronto launched a social media campaign to combat anti-East Asian racism and denounce acts of violence and hate against people of East-Asian descent. The campaign website also includes a catalogue of resources to support both victims and bystanders of anti-East Asian racism.
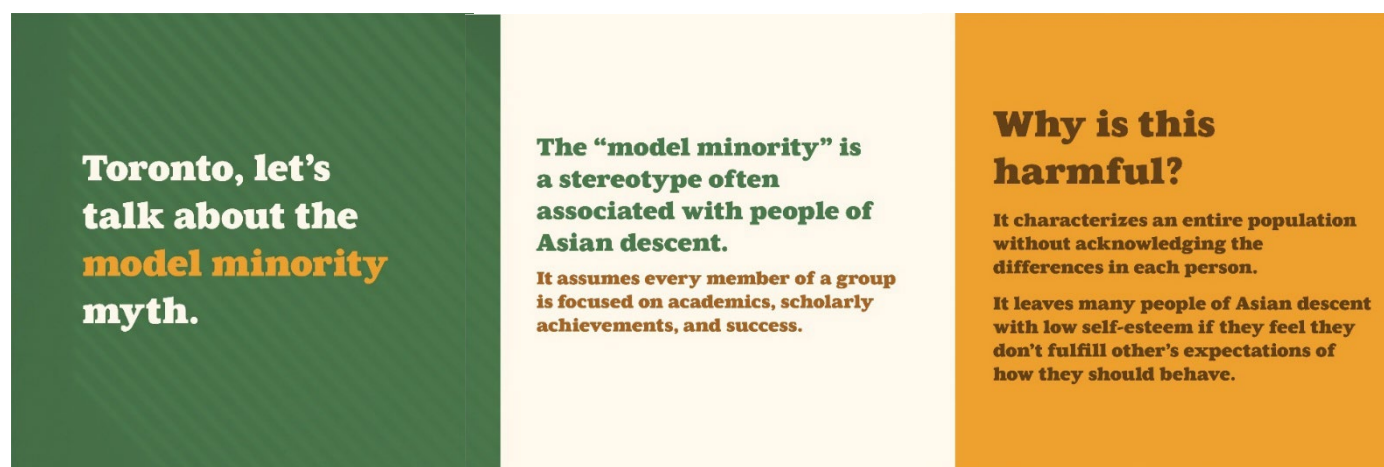

Figure 3: Social media graphics from Toronto's campaign against anti-East Asian racism focus on educating the public about harmful stereotypes directed towards East Asian people.

New York City (NYC) Commission on Human Rights

The NYC Commission on Human Rights (a body tasked with protecting the human rights of NYC residents, consisting of law enforcement and a community relations bureau) launched a multi-pronged effort to denounce anti-Asian hate and violence and to provide victims and bystanders with resources and support. The NYC Commission on Human Rights' response has included:

- Informing the public about their rights and protections in relation to COVID-19 stigma and hate crimes.
- Statements from the Mayor of NYC denouncing anti-Asian hate-motivated crimes.
- Providing extensive online resources in multiple languages regarding recognizing and reporting hate and bias motivated crimes and harassment, including the Commission's online and telephone reporting system.
- In collaboration with the NYC Department of Education, creating an educational resource guide for educators about COVID-19 related anti-bias.
- Hosting over 100 bystander intervention training workshops in multiple languages in collaboration with various community groups and associations across NYC. These workshops have focused on supporting a diversity of intersecting communities on responding to hate and discrimination fueled

by the COVID-19 pandemic, human rights law and understanding community supports for victims of hate and discrimination.

The Commission also collaborated with artist Amanda Phingbodhipakkiya who created two art-based public awareness campaigns highlighting the resiliency, vibrancy and diversity of Asian-Americans within NYC and resisting anti-Asian stereotypes, bias and discrimination.

The installation (including striking graphics, posters and social media images) is complimented by the stories of the people featured in the art. Phingbodhipakkiya calls on members of the public to continue to co-create the project by submitting stories of times when they "were put into a box or a stereotype" and what they did to break out of it.

The campaigns are titled "I Still Believe in Our City" and "We Are More" and have been displayed in Times Square and other cities across the U.S.

Figure 4: Phingbodhipakkiya's work displayed in Times Square, NYC.

Figure 5: Phingbodhipakkiya's "I Still Believe in Our City" and "We Are More" art series. The text in the top left image is Chinese (traditional), the top right is Vietnamese and the bottom two are English.

There are many other resources that can inform the Municipality's work to support the safety of Asian women, non-binary, and gender-diverse residents. Some of these include:

- Right to Be's (formerly Hollaback!) Bystander Intervention Trainings (including How to Respond to harassment for People Experiencing Anti-Asian Harassment)
- project 1907's extensive list of community resources
- Movement Hub's platform amplifying activism and organizing within Asian American and Pacific Islander communities across the United States
- Act 2 End Racism's reporting platform, community resource list, campaigns and projects

Attachment 3- Community Platforms for Reporting Hate (Jurisdictional Scan)

Several groups across Canada have launched reporting tools to provide safe, community-driven options for reporting incidents of hate and discrimination.

Stories shared through these platforms provide communities, advocates and organizations a key source of data to inform policies, programs and broader action to address hate, violence and discrimination against racialized individuals and communities.

In each case, these platforms also act as key repositories for localized resources that support individuals in responding to hate and finding both individual and community victim supports. The relationships that underpin each of these efforts are crucial in ensuring that the projects are guided by community each step of the way—from data collection, to analysis, to responding.

Project 1907 and Fight Covid Racism Reporting Platforms

project 1907 is a grassroots organization run by Asian women in BC. They offer a confidential online reporting centre in 11 different languages. The aim of the platform is to collect data on incidents of racism, hate and violence experienced by the Asian diaspora in Canada to develop strategies, awareness and advocacy for policies and improved outcomes for Asian communities.

The Fight Covid Racism project was created by the Chinese Canadian National Council - Toronto Chapter; Chinese Canadian National Council Social Justice; Chinese and Southeast Asian Legal Clinic; and Civic Engagement Network - Society of Canada to track and report instances of anti-Asian racism and xenophobia in Canada.

project 1907 and Fight Covid Racism offer extensive resource libraries on their platforms including information about the diverse histories and contemporary experiences of Asian communities, culturally responsive counselling, mental health resources, and workshops and learning tools.

BC Association of Aboriginal Friendship Centres (BCAAFC) and Safe Space Networks

In response to stories and experiences shared by Indigenous people accessing the healthcare system in BC, the BCAAFC partnered with Safe Space Networks to provide a safe, completely anonymous reporting web app to report instances of racism, discrimination and violence against Indigenous peoples within the healthcare system without the fear of retaliation or further harm.

Respondents can also share positive healthcare experiences—information that can help others access healthcare providers who are safe and supportive. These anonymous stories "become part of a collective body of knowledge that is used to identify patterns in the healthcare system."

The app allows respondents to walk through the process of submitting a report, allowing them to make an informed decision about sharing their experiences before doing so. The platform also gives respondents the option to seek support—through a directory of local resources and supported sharing circles.

The Coalition of Muslim Women of Kitchener-Waterloo (KW) Report Hate System

Grounded in over 10 years of building relationships in community, in 2021, the Coalition of Muslim Women of KW launched a community-based reporting system providing racialized residents an alternative to reporting incidents of hate and discrimination to police and to build a better understanding of how hate is impacting communities in the KW region.

Residents can submit incidents through the online reporting platform, call, text, or What's App message. They can submit the report for informational purposes only or to request support from the Coalition. Staff offer one-on-one or group support to restore relationships, mediate conflicts, build strategies for perpetrator accountability, advocate to institutions such as schools or police, pursue human rights cases and access culturally sensitive counselling services.

Attachment 4- Opportunities for Municipal Gender and Race-Based Data

The following table outlines key opportunities for the municipality to improve existing data collection methods and create new data initiatives that better reflect and respond to racialized women's, non-binary, and gender-diverse people's experiences of safety in public spaces.

These initiatives provide promising avenues for increasing the municipality's capacity to make decisions informed by the experiences of diverse racialized women, gender-diverse and non-binary residents. However, any initiative focused on collecting and disaggregating data necessitates careful management, planning and dedicated resources to ensure it is guided by community and meets best practices around race, gender, and equity-based data collection and disaggregation, including important privacy considerations.

Data Source	Description	Opportunities	Resources Required
The Resident Survey	Every two years, the municipality conducts the Resident Survey to gather feedback from residents on their priorities and to help guide Regional Council and administration with strategic policy and planning decisions. The Resident Survey is one of the most comprehensive data collection initiatives facilitated by the municipality and has significant influence on services, strategic direction, and priorities. In 2021, new questions were added to the survey to further advance the municipality's understanding of residents' experiences of safety, wellbeing and belonging.	The survey currently collects demographic information, including age, gender, education, income, disability, sexuality, ethnicity, and region. Currently, however, it is not possible to disaggregate the data for all demographic categories because of low response rates from residents who identify within these demographic categories. As such, the municipality is not able to analyze the intersectional nature of residents' experiences through the survey. The next Resident Survey will take place in 2023 and should build upon and exceed efforts made in 2021 to better understand experiences of safety and reach a greater diversity of residents.[1]	The changes to methodology, design and engagement required to substantially increase community collaboration and diverse representation in each step of the survey process likely exceeds the current capacity of the survey administration team and D&I/ANSAIO. The municipality should invest in deepening the capacity of the Resident Survey to capture the experiences of diverse racialized women, non-binary, and gender-diverse residents. To achieve this, additional staff and financial resources will likely be required.
Women and Gender Equity Strategy	The Women and Gender Equity Strategy (WGES)[2] will be a guiding document in alignment with the Diversity & Inclusion Framework that will help the municipality to advance gender equality in the region. To form the WGES, staff are working with local organizations to host	Participants have shared stories, insights, and visions for change that will form a rich body of qualitative data that will shape the WGES and, subsequently, should tangibly inform changes to municipal services, policies, and practices towards intersectional gender-equity.	Implementing the WGES will require collaboration across Business Units and partnerships with a variety of community partners. The WGES, along with financial considerations for implementation, will be presented to Council once complete.

[1] As described in a 2021 report to council, the Corporate Planning team continues to work closely with D&I/ANSAIO to increase representation of diverse communities in the Resident Survey.
[2] The D&I/ANSAIO Office, in collaboration with a working group made up of staff from various Business Units, is leading the development of the WGES.

	community conversations with diverse women, non-binary, and gender-diverse people whose experiences are not currently adequately reflected in municipal data.		
Reports of violence, harassment and safety concerns made to 311	Currently, there is no standardized protocol across Business Units for coding, tracking, and analyzing reports of violence and harassment in municipal public spaces made to 311, nor does protocol exist to collect demographic data in relation to these reports.	Standardizing coding and tracking of reports of violence and harassment made through 311 in municipal records systems would allow for data across Business Units to be compared and analyzed to inform policy, programs, and decision-making regarding safety in public spaces. Collecting and disaggregating such data is also complex and requires that privacy, legal considerations (including alignment with any potential police investigations) and best practices for collecting race, gender and equity-based data are observed. Having a data strategy that is flexible enough to meet the requirements of individual Business Units but also establishes shared, consistent, thorough, and coordinated data collection and disaggregation practices would ensure alignment with evolving data standards and the needs of communities this data most impacts.	Developing standard procedures and practices in relation to collection and disaggregation of data about reports of safety, harassment and violence in public spaces requires coordination with 311, across multiple Business Units and with external partners. There are currently no staff or budget resources allocated to this work. Further, additional resources would be required to support Business Units that receive reports of harassment and violence through 311, ensuring adequate training and tools are provided to staff who are tasked with collecting, processing, and analyzing data (i.e., training on how to properly use potential new standardized codes, categorize incidents, and apply an equity lens to analyses of data).
New data collection initiatives focused on women's, non-binary, and gender-diverse people's experiences of safety in municipal public spaces, such as transit, recreation	Women, non-binary, and gender-diverse residents' feelings and experiences of safety on transit, in parks, recreation centres, and libraries can all have a significant impact on mobility, access to transportation and other critical services. Improving gender, race, and equity-based data collection in municipally run and supported public spaces is critical to understanding a diversity of women's, non-binary, and gender-diverse people's experiences of safety and to respond accordingly, making spaces, services,	Recent research by the University of Alberta, Polytechnique Montréal and the organization Leading Mobility demonstrates that, as providers of important public services and spaces, municipalities should play a leading role in developing innovative data initiatives that specifically seek to assess services through a gendered lens, helping to better understand and respond to the safety experiences and needs of diverse women, gender-diverse and non-binary residents. The municipality can develop specific voluntary data initiatives that seek to garner information	Current resources are not sufficient to adequately design, implement and monitor a project of this scale. As such, additional resources would be required. The SCSPS program has the capacity to play a catalyzing/convening role in initiating such initiatives, in close collaboration with Halifax Transit, Parks and Recreation, Halifax Libraries and community partners, including academic institutions and community organizations, ensuring methodologies, implementation and outcomes meet the needs and

centres, parks, and libraries.	and programs safer and more accessible for all.	about how diverse women, gender-diverse and non-binary residents experience public spaces within its purview and what the municipality can do to make the spaces safer and more conducive to their well-being.	desires of all parties involved in offering these critical public services.
Equity Index	In partnership with researchers at Dalhousie University, Public Safety is working toward the development of a Safety, Wellbeing and Equity Index. So far, a successful prototype has been created using police calls for service and demographic census data.	Additional datasets are currently being added for analysis including data from 311 and a partnership with 211 to access data from their call centre. The Equity Index will provide the municipality with another tool to analyze data already collected through an equity-lens, facilitating a more thorough understanding of potential inequities in these systems.	This work will continue to be resourced and led by the Public Safety Office. Any further developments and resource needs will be addressed through existing Public Safety Office budgeting and planning processes.
20 Year Community Vision	In 2023, the municipality will commence the process of developing a 20 Year Community Vision. The insights gathered through this process will inform the municipality's Strategic Priorities. The 20 Year Community Vision will consist of an intensive public engagement exercise, engaging multiple stakeholder groups and communities, with the goal of arriving at a collective aspirational vision for the future. It will lead to the development of a framework to help ensure the long-term success of communities within Halifax.	As is the case with the Resident Survey, the 20 Year Community Vision offers a critical avenue for shaping municipal services, policies, and practices to support the safety of racialized women, non-binary, and gender-diverse people. As such, the process should be designed so that a diversity of communities within the municipality are involved meaningfully, beginning in the early stages of planning the initiative and continuing through to implementation.	If approved by Council, this initiative will likely be led by Corporate Planning and Performance. Conducting a significant community engagement of this magnitude will require collaboration with multiple business units, key stakeholders from across Halifax, including community leaders and organizations, and consulting support. A partnership with an academic institution may also be considered to define and guide the engagement process. This project had initially been proposed as a 2022/23 deliverable, with a projected budget of $275,000. It was deferred to 2023/24 as part of the Budget Adjustment List (BAL) process by Regional Council.
Hate crime and hate incident data collected by police[3]	Halifax Regional Police (HRP) and Halifax District RCMP both collect data on hate crimes and hate incidents.	Efforts are underway locally and nationally to improve systems, practices and policies related to hate-motivated	In January 2022, HRP launched a dedicated Hate Crimes Unit. It is staffed by a dedicated investigator, overseen by a

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[3] Hate crimes are criminal acts motivated by hatred toward race, national or ethnic origin, language, colour, religion, sex, age, disability, sexual orientation, gender identity or expression, or any other similar facet of identity. When an incident does not meet the threshold of a criminal offence but is motivated by hate, it is often

	The [Canadian Centre for Justice and Community Safety Statistics'](#) (CCJCSS) [Uniform Crime Reporting Survey](#) (UCR) measures the incidence of crime in Canada and its characteristics through the collection of police-reported crime statistics. The CCJCSS periodically makes changes to the UCR to improve national standards in police data collection and analysis of the impacts of crimes on various populations.[4]	crimes and incidents and police reported data. In July 2020, Statistics Canada and the Canadian Association of Chiefs of Police (CACP) announced a multi-year process of engaging with communities, police agencies and other stakeholders to determine how to meaningfully and ethically collect and report data about Indigenous and racialized identities in police statistics.[5] The process will result in a strategy that will be implemented by local police agencies. A member of Halifax District RCMP sits on the steering committee for this work and, once the process is complete, both RCMP and HRP will be involved in adopting the changes locally.	Criminal Investigation Division Inspector, and supported by other trained hate crime investigators. HRP has been conducting extensive research and knowledge sharing with other hate crime units across the country—developing internal capacity, implementing training, policies, and data collection, and tracking processes. They are currently developing a community engagement plan, recognizing that community trust and confidence in reporting is fundamental to meaningfully addressing hate incidents and crimes. HRP is working with other police agencies, community partners and the Nova Scotia Public Prosecution Service to support joint awareness and enhance reporting and training on hate crimes. They also recently joined a national taskforce on hate crimes facilitated by the Canadian Race Relations Foundation.

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referred to by police agencies as a hate-motivated incident. As noted by the [Canadian Race Relations Foundation,](#) "hate crimes result in a disproportionate level of harm, which affects not only the individual, but also the victim's community. Attacks, whether directed against individuals or communal institutions, may have the effect of leaving entire communities feeling vulnerable and isolated."

[4] For example, in October 2021, the CCJCSS made changes to the UCR that allow for better recording and categorization of police reported hate-motivated crimes that target two or more facets of identity. (Source: Silver, W. Correspondence with National Training Officer, Policing Services Program at the CCJCSS.)

[5] For many years, Indigenous communities—including through the National Inquiry into Missing and Murdered Indigenous Women and Girls and the Truth and Reconciliation Commission—have called for more robust and transparent data on the impacts of policing on Indigenous peoples.