

# HALIFAX

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

## Item No. 7.2

Halifax Regional Council

April 28, 2020

May 12, 2020

**TO:** Mayor Savage and Members of Halifax Regional Council

**SUBMITTED BY:**

Original Signed by 

Jacques Dubé, Chief Administrative Officer

**DATE:** March 12, 2020

**SUBJECT:** HRM Public Safety Strategy Update

---

### INFORMATION REPORT

#### ORIGIN

October 31, 2017 Halifax Regional Council motion:

MOVED by Councillor Hendsbee, seconded by Councillor Mancini

THAT Halifax Regional Council

1. Approve the attached document, Public Safety Strategy 2018-22 (Attachment 1 of the staff report dated October 23, 2017), for use as a strategy framework for municipal decision-making regarding public safety; and
  2. Direct the Chief Administrative Officer (CAO) to provide an annual progress report to Regional Council.
- MOTION PUT AND PASSED UNANIMOUSLY.

#### LEGISLATIVE AUTHORITY

##### **Purpose of HRM Charter**

Section 2 of the *Halifax Regional Municipality Charter*

*“The purpose of this Act is to*

*...*

*(c) recognize that the functions of the Municipality are to*

- (i) provide good government,*
- (ii) 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*
- (iii) develop and maintain safe and viable communities.”*

## **BACKGROUND**

On October 31, 2017, Regional Council approved the “Public Safety Strategy 2018-22” for use as a strategy framework for municipal decision-making regarding public safety and directed the CAO to provide an annual progress report to Regional Council. This report comprises the first annual update. The Strategy guides a process to achieve a safer city, encompassing the deliberate, intentional actions to move from the current state to a future aspirational state. Importantly, the Strategy frames the municipality’s collective capacity to achieve a vision of communities where everyone is safe to live, work and play.

### **Municipal Leadership in Community Safety and Wellbeing**

Twelve years ago the municipality made a commitment to developing a more holistic understanding of, and approach to, the root causes of crime and victimization in Halifax, by convening a Mayor’s Roundtable on Violence, resulting in the 2008 publication of the Clairemont Report, formally titled: “*Violence and Public Safety in the Halifax Regional Municipality: A report to the Mayor as a result of the Roundtable*”.<sup>1</sup> Acting on a key recommendation of the report, the municipality established a Public Safety Office (PSO). In 2013, Council recommended a review the implementation of the recommendations contained in the 2008 report, resulting in the 2014 Roundtable Review, and the subsequent relocation of the PSO from Halifax Regional Police (HRP) to HRM, and reporting to the CAO and Council, rather than the Chief of Police and Board of Police Commissioners.

In October of 2017, Council approved a 2018-2022 Public Safety Strategy, which charts a path to a more holistic, coordinated approach to community safety. In 2018, implementation planning commenced, and involved four stages (exploration, focusing and sequencing, implementation, monitoring and evaluation). The first stage, exploration, documented precisely *how* the municipality is implementing the actions contained in the strategy. A key outcome of that report was to demonstrate that HRM’s greatest investments in community safety lay in the work underway to build resiliency and enhance social cohesion at the individual and community level, remove barriers and enhance outreach to existing programs and services; and invest in programs and policy development to improve housing affordability, food security and mobility. The report afforded the municipality, its partners and citizens an opportunity to map our collective capacity to enhance community safety across the spectrum of prevention in Halifax.

The second phase of 2018 implementation involved setting priority initiatives among the Public Safety Strategy’s four strategic priorities, identifying timelines for commencement, and baselines for monitoring and reporting. Key highlights from 2018 implementation include the expansion of the evidence-based crime prevention Youth Advocate Program to include three additional Youth Advocate Workers, a one-year pilot to establish a collaborative, multi-agency, multi-service Youth Centre in Sackville, and the launch of a Youth Advisory Committee to increase youth participation and engagement in municipal governance. Additional program expansion included the Street Navigator Outreach program into Downtown Dartmouth and Halifax’s North End, the Central Library Community Navigator position, and the Public Safety Office Community Mobilization Team pilot in Mulgrave Park.<sup>2</sup>

The inaugural update on the Public Safety Strategy’s implementation plan submitted to Regional Council in January 2019 aimed to map the initiatives underway at the municipal level with an eye toward strengthening the social infrastructure necessary to enhance community safety and well being as well as identify key areas of priority for 2019.

---

<sup>1</sup> Clairemont, D. 2008. “Violence and Public Safety in the Halifax Regional Municipality: A report to the Mayor as a result of the Roundtable”. Halifax Regional Municipality.

<sup>2</sup> Please consult the 2018 Annual Public Safety Strategy Update to Regional Council for a complete review of Year I implementation: <https://www.halifax.ca/sites/default/files/documents/city-hall/regional-council/190115rci04.pdf>

## DISCUSSION

### **Overview of Community Safety: Scope and Approach**

The overall scope of the Public Safety Strategy pushes the municipality and its partners to think upstream, or systemically and holistically about the complex, multiple, and interconnected roots of social problems such as crime. Upstream thinking calls for collaborative, comprehensive and sustained efforts to transform these underlying conditions rather than focus solely on the symptoms. The long-term goal is to prevent crime and victimization from occurring in the first place by building a society that supports the safety and wellbeing of everyone.

Most actions in the strategy can be distinguished from traditional criminal justice approaches to improving community safety in three important ways: First they are proactive in that they aim to positively influence individuals, communities or physical environments to better protect them from crime, victimization and insecurity. Second, they pivot on the participation of community, including individuals, local agencies and organizations, and the private sector. Third, their success is highly contingent on successful partnerships and collaboration.

The actions can further be stratified based on where they sit on the spectrum of approach. **Promotional prevention (PP)** is geared toward the general population, aimed at skill development, well being, and social integration. A **developmental prevention (DP)** is designed to alleviate pressures associated with social and economic risk factors.<sup>3</sup> A **situational** approach (SP) aims to change the specific circumstances or situations to prevent opportunities for crime to occur in particular places or times.<sup>4</sup> This approach typically involves changes to the management, design or manipulation of the physical or human environment. A **targeted** crime prevention approach (TP) can be directed toward either a specific population or community. This approach would target a population (i.e. youth), or community with a higher probability of involvement with the criminal justice system, either as victims or offenders. It focuses on building resiliency, strengthening informal social controls, and changing norms at an individual, family and/or community level. Finally, **indicated** prevention (ID) is geared to individuals at a very high risk of contact with the criminal justice system due to previous involvement, and aims to prevent recidivism. Prevention research has also turned to the concept of **'primordial prevention' (PR)**, or approaches that target structural factors that impede the effectiveness of established prevention approaches by identifying and removing barriers through changes in legislation and policy.

### **Year II Implementation highlights by Priority Areas**

What follows highlights municipal initiatives that fall within each of the four priority areas and, in line with the second phase of implementation (focusing and sequencing), identifies how these initiatives align with the Strategy's spectrum of intervention outlined above.

#### Priority One: Build Resident Resilience

Resiliency is the capacity to recover from adversity, and the 18 actions in this priority area aim to build resident resilience by increasing protective factors at individual, family, community and social levels. The municipality is addressing all four scales within these protective factors through a broad range of programs, policies, plans and initiatives. Activities include Recreation and Library programs that focus on **development prevention** for children and youth, municipal partnerships that foster economic inclusion, and **targeted** support for communities to better prepare and respond to critical and traumatic incidents. The Women's Advisory Committee, which will apply a gender plus based lens to HRM policies and programs to help the municipality identify and remove systemic barriers for women and girls, is an example of a **primordial** approach to prevention.

- **Community Mobilization Teams (CMT):** Comprised of a partnership among residents, community organizations and the municipality, CMTs support community response and recovery from the experience of a traumatic incident. After a violent or traumatic incident, CMTs mobilize existing

<sup>3</sup> Weisburd, D. D. Farrington and C. Gill, .2017. What Works in Crime Prevention and Rehabilitation. (New York: Springer-Verlag).

<sup>4</sup> Clarke, R. 1980. Situational crime prevention: Theory and practice. *British Journal of Criminology*, 20(1), 136–147.

local and city-wide resources to address individual/group needs, coordinate community debriefings, and facilitate timely information sharing. Ultimately, CMTs aim to prevent violence, by reducing distress, restoring cohesion, and building resiliency. **(DP/TP)**

In April 2019, the Public Safety Office received a grant from the Department of Justice to enhance CMT development for fiscal years 18/19 and 19/20, with the potential for continued funding through to fiscal year 22/23. This grant has enabled the PSO to recruit a Community Mobilization Coordinator as well as expand training, outreach and capacity building initiatives. CMT's are now active in Mulgrave Park and North Preston and organizing is underway with Uniacke Square residents to establish a team in their community. Over the course of the year, 5 trainings were held with 42 resident participants. CMTs responded to eight critical incidents, including Hurricane Dorian, where CMTs helped identify vulnerable residents in North Preston and Mulgrave Park, conduct wellbeing check-ins, and deliver emergency supplies to those in need.

A Master's student of Criminology at Saint Mary's University is conducting his thesis on the CMT pilot in Mulgrave Park. This research will provide the Community Safety Committee with an independent, rigorous process and impact evaluation of the pilot. Field work is commencing in early 2020 with results expected by the end of the year (Attachment A).

- HRM's first **Diversity Census** was developed as a key metric toward creating an inclusive workforce that is diverse as the communities we serve. The survey was launched in Winter 2020 and the data collected will help HRM develop and tailor programs, policies and practices to better support its workforce; identify and remove any barriers that may exist in hiring, training, promoting and retaining employees; and shape the upcoming Employment Equity Program. **(PR)**
- **Youth Live.** This program targets youth aged 16 to 24 who are unemployed or not attending school full-time and face barriers to gaining meaningful employment. Youth Support Workers mentor participants and provide life and job skills training. Participants are employed at one of several operation centres over a period of 21 weeks, with the option to participate in a co-op placement upon completion. In 2018/19, the program had 50 participants and 60% of program graduates found employment, while 16% returned to school to complete their high school diploma. **(TP)**
- **The Women's Advisory Committee.** Approved by Regional Council in the fall of 2019, this committee has a mandate to increase women's participation and engagement in municipal policy and governance. The Committee will advise the municipality on the implementation of the UN Women Safe Cities and Safe Public Spaces Programme and provide a GBA+ lens to issues of community safety in HRM. **(PR)**
- **African Nova Scotian Economic Action Plan** is embedded in Halifax's Economic Growth Plan 2016-2021. The Halifax Partnership and ANSAIO are leading the plan's development, which intends to build upon existing work and facilitate greater dialogue with the ANS community. There are three strategic priorities of the plan: build unity and capacity among ANS communities; establish land ownership and infrastructure; and increase participation in education, employment and entrepreneurship. An advisory committee of relevant partners is being established to guide the plan and its implementation and a presentation of the final draft plan is scheduled to be presented to Regional Council in Spring 2020. **(PR)**

#### Priority Two: Ensure Safe Spaces

The objectives in this priority areas focus on improving physical infrastructure through strategic improvements to housing affordability, cultural assets, resident mobility, and the natural environment. Many initiatives are geared toward a **situational** approach, by working to change the management, design or manipulation of the physical or human environment. Some embody a **targeted** approach, reflecting the reality that our most vulnerable and marginalized residents are in greatest need of safe spaces, and thus focus not only on enhancing the safety of spaces, but creating programs that enhance access to these spaces. Key developments in this priority area are the launch of the UN Women Safe Cities and Safe Public

Spaces for Women and Girls programme, embedding a public safety lens into key components of the IMP and Cogswell Redevelopment Plan, and advancements in the Affordable Housing Workplan.

- HRM's participation in **The UN Women Safe Cities and Safe Public Spaces for Women and Girls** was approved by Regional Council in the summer of 2019. This global flagship program was developed by UN Women over a decade ago to work with cities to improve the safety of women and girls through a theory of change embodied in four key areas: locally relevant, gender-responsive interventions; strengthening the capacity of women's involvement in the development of laws and policies; investing in infrastructure known to improve perceptions of safety and belonging in public spaces; and transforming social and gendered norms. The Public Safety Advisor is overseeing the program, with the Nova Scotia Status of Women as a supporting partner. Implementation will be guided by both an internal committee comprised of relevant business units (Attachment B), and the newly established Women's Advisory Committee. **(PR/SP)**
- **The Housing and Homelessness Partnership (HHP)** is a collaborative of nine partners from all levels of government, the private sector and non-profit organizations. Highlights advancing the Affordable Housing Work Plan include: the approval of Centre Plan Package A, which includes provisions for a density bonus program to fund affordable housing options; the drafting of a residential registration by-law for better oversight of rental units; the drafting of reports on shared housing and secondary residential suites; and the development of an incentive program to encourage secondary suites and small-scale shared housing. Staff continue to engage stakeholders on best practice related to municipal incentive programs and how the municipality can better support affordable housing approaches to meet housing and homelessness partnership targets. **(SP/TP)**
- **The Integrated Mobility Plan (IMP)** is working toward prioritizing sidewalk construction based on equity. This action creates an equitable vision for moving around the Halifax region and helps to direct future investment in transportation demand management, transit, active transportation, and the roadway network to improve the links between residents and their communities. As a result, staff are working towards incorporating a socioeconomic lens to the criteria assessment tool for new sidewalks. Walking and providing safe places to walk are important in building a connected, healthy, affordable, and sustainable transportation system. Sidewalks serve all residents, but especially those without the ability to choose more costly modes of transportation like transit and driving. Incorporating equity measures into the way HRM prioritizes its construction projects will help to target areas of higher socioeconomic need and ensure that these neighbourhoods are better served by pedestrian infrastructure. The revised criteria are under development in consultation with the Public Safety Advisor and other relevant subject matter experts. **(DP/SP)**
- **The Cogswell Redevelopment Program** is a city-building program generated from the Cogswell Lands Plan passed by Regional Council in 2014. The Plan will convert 22 acres of road infrastructure into a mixed-use neighbourhood, extending the entrance of the downtown northwards and reuniting communities presently separated by the existing interchange lands and will create a new neighbourhood in Halifax, creating a stronger and more inclusive network of communities. In February 2019, Regional Council approved the 90% construction design plan with direction to proceed for tender. The Public Safety Advisor provided strategic advice to the Cogswell consulting team on Smart Cities initiatives and actions that would directly contribute to the implementation and realization of the strategy's priorities. These initiatives spoke to the evidence behind how HRM can improve community safety by using technology to enhance and reinforce place-based and community-centred approaches to civic inclusion and engagement. **(SP)**
- **The Navigator Street Outreach Program (NSOP)** was launched in May 2008 to address homelessness and panhandling in downtown business districts. The program is a proactive, positive lifeline for individuals who struggle with securing and maintaining housing and employment due to addictions, mental health issues and homelessness. A report is being prepared for Regional Council to explore options for more sustainable funding and program coordination. **(TP)**

- The **Library/Community Navigator** position at Halifax Central Library has a mandate to work directly with at-risk individuals from youth to adult including those experiencing mental illness, substance abuse, housing and food security issues. The Navigator also serves as a resource to Central Library staff providing, training, coaching and guidance. **(TP)**
- **Upper Governor Street Illegal Dumping strategy.** Illegal dumping is an acute and longstanding issue along Upper Governor Street in the Preston area. With the support of the **Community Safety Working Group** of the Public Safety Office (specifically, TPW, RCMP, Diversity and Inclusion, and Parks and Recreation), community members have been mobilizing to bring key stakeholders together to develop and implement a cleanup, prevention and enforcement strategy to address the issue. The PSO held community meetings in May, June and July 2019 to examine potential resources to clean-up and prevent illegal dumping in the area. Stakeholders including residents of North and East Preston, businesses, the district Councillor, local MLA, RCMP, municipal staff, Halifax Water and representatives from the provincial government were invited to participate in the development and implementation of a clean-up and prevention strategy for illegal dumping. A small-scale clean-up was completed in early August 2019, and an engagement strategy is underway with the community to gauge support for the instillation of trail cameras as a preventative tactic. Given that the illegal dumping is occurring primarily on provincially owned and managed land, the PSA continues to reach out to provincial partners for support with the issue. **(SP)**
- The **Sharing our Stories (Culture and Heritage Priorities) Plan** originates from the 2014 Regional Plan which identified a need to create a plan to assist the municipality in clarifying its vision, principles and priorities to more effectively guide investments and decisions related to culture and heritage. The plan aims to create more equitable actions and priorities to increase feelings of belonging and value and to better reflect the diverse ways culture is created, experienced and conserved across HRM. The project team has completed targeted engagement with traditionally under-represented communities and is preparing a draft plan for Regional Council review. **(PR)**

#### Priority Three: Strengthen Communities

While priority area two, 'Ensuring safe spaces' pivots on enhancements to the physical environment, the Public Safety Strategy's third priority area focuses investments in social infrastructure to transform these spaces into places that provide opportunities to enhance social cohesion and sense of belonging. While social infrastructure exists at a local scale, this local infrastructure must be embedded and supported by municipal policy and practice. Accordingly, work here leans toward **promotional** prevention, to strengthen skill development, well being, and social integration.

- The **Community Mobilization Teams** in North Preston and Mulgrave Park spearheaded the organization of community events to strengthen social infrastructure and build stronger relationships among residents and service providers. These included the first Annual RCMP vs North Preston Community Heritage Day Basketball classic, a BBQ in Mulgrave Park in partnership with Emergency Management and Fire during Emergency Preparedness Week, and a Canada Day BBQ in North Preston. Each event attracted over 300 participants.
- The **Social Policy Framework** will enable a coordinated approach to social policy with internal and external partners, aligning HRM's role in building healthy, inclusive and vibrant communities with partners to promote health and wellbeing. Social policy extends beyond the delivery of traditional social services by focusing on the social determinants of health to address the root causes of issues, such as poverty. Three focus areas have been proposed for the framework, based on consultations and reviews with external community partners, and through public engagement sessions that have been conducted for strategies and action plans linked to social policy. These include: Food Security; Housing; and, Connected Communities and Mobility. The proposed Social Policy Framework is scheduled to go to Regional Council for approval in 2020. **(PP)**

- In the fall of 2019, CPED approved a motion to strengthen and clarify HRM's role in supporting **food security**. Specific recommendations include: affirming HRM's membership in the Halifax Food Policy Alliance (HFPA); endorsing a draft Food Charter as the foundation for the development of a food action plan; contributing funds and in-kind supports for the development of **Halifax Food Action Plan** in partnership with HFPA; and incorporating food security into the development of a community wellbeing index. **(TP)**
- The first draft of the **Accessibility Strategy** was presented to the Accessibility Advisory Committee in the fall of 2019. The strategy will support HRM in becoming a leader in building an accessible community where everyone can participate fully in life, including persons with disabilities and seniors. Accessibility strategic objectives identified are inclusive public service; safe, respectful and inclusive work environment; equitable employment; meaningful partnerships, accessible information and communication to educate people on accessible services offered. Draft recommendations include built environment, employment, goods and services, information and communication, public transportation and transportation infrastructure. The Office of Diversity & Inclusion is consulting with business units on the draft and plans to present the final version to Regional Council in Fall 2020. **(TP)**
- **Affordable Access Program** The Affordable Access Program allows qualified individuals to apply for municipal subsidized programs including transit, recreation and property tax. This new intake process creates a single access point for residents to apply for subsidized transit and recreation services, as well as a property tax rebate. Since the launch of the program, 1,366 residents accessed recreation discounts, 1,921 residents accessed the low-income transit pass, and 1,902 residents were approved for tax exemptions or deferrals. **(TP)**

#### Priority Four: Prevent and Reduce Crime

This priority area leans toward the **targeted** and **indicated** spectrum of prevention, working with those at higher risk of being involved in the criminal justice system, either as victims or offenders. Key initiatives in this priority area include the PSO's partnership with John Howard Society to support research on housing reintegration for males exiting custody. The PSO is leading the initiation of discussions for the co-development of a municipal substance use strategy to provide a framework for a coordinated, strategic approach to preventing and reducing the harms associated with problematic substance use.

- The **library** is leading a paradigm shift in how HRM public spaces and facilities can be harnessed to support community safety and wellbeing. For instance, the libraries regularly host **Restorative Justice circles**; provide neutral meeting spaces for **supervised custodial visits**; and have trained staff on **empathy-driven approaches to reducing problematic behaviours among vulnerable populations** such as homeless, mentally-ill, and addicted. All libraries now contain **naloxone** and staff are trained in how to administer it in response to a suspected overdose. They also consider how design elements can support safer and more inclusive public spaces. **(TP/IP)**
- A **Housing Research Partnership** between The John Howard Society of Nova Scotia (JHSNS) and the Public Safety Office is working to identify barriers to housing experienced by incarcerated men in HRM and to explore the intersections between housing, homelessness and incarceration. The research will engage first voice participants to understand the issues from their perspective. Presently, the partnership is finalizing the proposal and methodology for submission to Nova Scotia Correctional Services. **(IP)**
- The **RCMP and HRP** and the Public Safety Office are working together to advance several key priority areas in the strategy: HRP's **Community Response Officers** and HRP and RCMP **Inspectors** play a pivotal role in the development and support of **Community Mobilization Teams**, as well as planning and hosting events in community to strengthen relationships among police and residents. For instance, North Preston's Community Mobilization Team co-developed the **Inaugural North Preston versus RCMP Heritage Day Basketball Classic** in 2019, which attracted over 300 people and has since become an annual event. **RCMP** are supporting the **Upper**

**Governor St Illegal Dumping Strategy**, from participating in community consultations to dedicating resources to implementation. The Public Safety Office in partnership with **HRP's Diversity and Equity Officer** has convened a group of stakeholders to better support the integration of newcomers into Uniacke Square. Both **RCMP** and **HRP** sit on the **UN Women Safe Cities implementing committee** to provide subject matter expertise on the development and implementation of the program. **HRP** sits with the Public Safety Advisor on the **Community Advisory Board** for Halifax's first Overdose Prevention Site to build relationships and discuss ways to ensure members of the community feel safe in the area. **HRP** and the Public Safety Advisor sit on the Justice Research Table, which aims to better connect research needs among academics and practitioners in the field of justice. **HRP** provides ongoing research expertise and support to the Public Safety Advisor, including the **Community Safety and Wellbeing Index** prototype (See Attachment C). **(TP)**

## Building on Strengths

This second annual report demonstrates that the centres of responsibility for public safety are embedded across the municipality, far beyond the traditional realm of policing, to encompass the full range of preventative approaches—from Primordial to Indicated. Accordingly, implementation of the Strategy will continue to focus on growing its sphere of influence by:

- Leveraging Partnerships
- Building Capacity
- Research and Innovation
- Knowledge Exchange and Communication

### Leveraging Partnerships

Building and leveraging partnerships enables the Public Safety Office to expand its sphere of influence both internally and with external stakeholders. Key developments in 2019 include:

- Inviting Nova Scotia Status of Women (NSSW) to be a supporting partner in Halifax's participation in the UN Women Safe Cities Program. NSSW has provided critical support and guidance in the early adaptation of the programme, and the Executive Leads for the provincial sexual assault (*Breaking the Silence*) and domestic violence (*Standing Together*) strategies both sit on the Implementing Committee.
- Membership in the Community Safety Committee working group that oversees the Community Mobilization Teams has expanded to include representatives from Planning and Development (cultural planning) and Transportation and Public Works (Solid Waste). The inclusion of these representatives has helped strengthen relationships and access to resources. For instance, Solid Waste has provided educational support and resources to the development and implementation of the illegal dumping strategy on Upper Governor St in North Preston. Planning and Development's participation will provide a key conduit for CMTs to contribute and benefit from HRM's increasing role in food security.
- The Public Safety Advisor convened a group of stakeholders from IWK, NSHA, and the Department of Health and Wellness with the goal of advancing planning for the co-development of a municipal drug strategy, a motion approved by Regional Council in December 2019. The Federation of Canadian Municipalities sees municipal drug strategies as vehicles to promote multisectoral dialogue and planning to address local substance use issues through a set of goals, actions and measurable outcomes and indicators. MDSs are co-developed with all levels of government, community partners, and people with lived experience. While tailored to each community, they combine at least four key pillars to achieve a comprehensive, strategic approach to drug policy and substance use: prevention/community safety, harm-reduction, treatment, and enforcement. Such



strategies build on private and public-sector work already taking place in the community and focus on actions that can be taken at the local level.

- The Public Safety Advisor and HRP participate on the Overdose Prevention Site's Community Advisory Committee to strengthen relationships among the various stakeholders in the community and provide a venue for consultation regarding community safety and wellbeing in the North End.

As noted in Clarimont's Roundtable Report and Roundtable review: the municipality, as the level of government embedded across the communities it serves, with strong relationships with other levels of government, business and non-profit sectors, is uniquely positioned to play a leadership role in creating a culture of collective responsibility for community safety and wellbeing.<sup>5</sup> The establishment of a multi-sectoral advisory board can synthesize these relationships to create a collaborative approach toward closing the gaps between services and to identify innovative directions for reducing and preventing crime, victimization and fear of crime.<sup>6</sup>

The PSA continues dialogue with other HRM business units and key external stakeholders (Public Health, Justice, Corrections) to gauge support for furthering implementation of the Strategy by:

- Formalizing a structure for collaboration and partnerships;
- Bringing community leadership to the process;
- Providing input and advice during the review and renewal of the public safety strategy;
- Guiding implementation of new actions through working groups; and
- Communicating the results of the process and building multi-stakeholder consensus for action.

### Building Capacity

A core component of capacity building from the perspective of the PSO is strengthening networks and relationships between the municipality and communities and supporting communities in accessing resources to augment their own internal networks. Key advancements include:

- The PSO gained a full time Community Developer position whose role is to engage communities and build capacities for community-led safety initiatives, with a focus on broader implementation of the CMTs, by strengthening volunteer base and trainings of the established CMT and developing and implementing readiness and engagement initiatives to establish CMTs in target communities.
- The PSO received a Bridging the Gap intern to support the development and implementation of the UN Women Safe Cities and Safe Public Spaces for Women and Girls Programme. This position was designated for members of HRM's employment equity groups.
- Through a multi-year grant from the Department of Justice, the PSO was able to create a new Community Mobilization Coordinator position to support the resourcing and development of Community Mobilization Teams. This position was designated for members of HRM's employment equity groups.

### Research and Innovation

Starting upstream enables HRM to link aspects of wellbeing such as safety, health, food security, income, housing and belonging, so the municipality can address multiple issues at the same time, with potentially

---

<sup>5</sup> Clairemont, D. 2014. The Roundtable Review'. Halifax Regional Municipality. Clairemont, D. 2008. "Violence and Public Safety in the Halifax Regional Municipality: A report to the Mayor as a result of the Roundtable'. Halifax Regional Municipality.

<sup>6</sup> Canadian Municipal Network on Crime Prevention, 2017, Municipal Crime Prevention Offices: Importance, Role, Function, and Models, <https://drive.google.com/file/d/1KT2oOsSq-n8piDgasFFkXNZ-YcDGAWIa/view>; Upshaw, T. and S. Sheffield. 2016. Response to Clairemont Report: Executive Standing Committee. <https://www.halifax.ca/sites/default/files/documents/city-hall/regional-council/160920rc1442.pdf>

fewer resources. Yet little is known about how these aspects of well being vary across the municipality, nor how they change over time. A partnership with Dalhousie University has enabled the development of a prototype for a Community Safety and Wellbeing Index. The goal of this Index is to help inform policy interventions that are attentive to differences between rural versus urban areas of the municipality, and that focus on neighbourhood-specific interventions.<sup>7</sup> (see Attachment C)

#### Knowledge Exchange and Communication

The Public Safety Strategy requires a paradigm shift in the way the municipality, key stakeholders, and citizens think about community safety because addressing the root causes of crime and victimization means investing our resources differently. Building buy-in for such innovation requires equipping our leaders with the knowledge to believe change is possible.

The PSO is expected to be a repository for expert knowledge and innovative approaches to community safety. Over the past year, the Public Safety Advisor continued to provide input and advice to municipal decision-makers on a range of issues from administrative orders and by-laws to park design and crime prevention programming. The Public Safety Advisor regularly participates in knowledge exchange opportunities through active participation as an Executive Board member on the Canadian Municipal Network on Crime Prevention (CMNCP), and the Nova Scotia Criminal Justice Society (NSCJS). The Advisor sits on the newly formed Trafficking Exploitation Service System and delivers and develops a module on Crime Prevention for the Seniors College of Nova Scotia course on the Criminal Justice System.

Halifax has been selected as the site for the 2020 Canadian Municipal Network on Crime Prevention Conference and AGM. This event will take place in October and convene a national community of practitioners, community and political leaders to exchange knowledge on evidence-informed crime prevention approaches, learn from national champions for upstream, collaborative approaches to community safety and wellbeing, and enable Halifax to showcase its own impactful community safety initiatives.

#### **FINANCIAL IMPLICATIONS**

There are no financial implications associated with the material in this information report.

#### **COMMUNITY ENGAGEMENT**

There was no community engagement in the preparation of this report.

#### **ATTACHMENTS**

Attachment A: SMU research project on Community Mobilization Teams  
Attachment B: UN Women Implementing Committee Draft Terms of Reference  
Attachment C: Update on Community Safety and Wellbeing Index prototype

---

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

Report Prepared by: Amy Siciliano, Public Safety Advisor, 902.490.4177

---

<sup>7</sup> Ramos, H and K. MacNabb. 2018. Halifax: Hotspots of Income Inequality. Perceptions of Change Project. <http://perceptionsofchange.ca/neighbourhoodchange.html>; See also Jill L Grant and Will Gregory. Who lives downtown? Neighbourhood change in central Halifax, 1951 to 2011. *International Planning Studies* 21(2): 176-190. DOI: 10.1080/13563475.2015.1115340

## **Attachment A**

### **Revisiting the Relationship Between Police and Community Crime Prevention Organization in Socially Disadvantaged Neighbourhoods in Canada**

Sayeed Raas Maswod  
(Date of Presentation: 23 January 2020)

The literature on crime prevention in Canada and the U.S. indicates that the mobilization of neighbourhood residents is paramount in most community safety efforts. Community-based organizations and community crime prevention groups specifically are critical players in mobilizing local citizens. A fundamental premise of both community crime prevention and community-oriented policing is that an empowered citizenry works in partnership with police to develop and implement community safety initiatives. The literature on collective community safety initiatives in socially disadvantaged neighbourhoods mostly focuses on the relationship between police and community in general. However, the literature is considerably less specific theoretically and empirically on the issue of relationship between police and community crime prevention groups in racialized socially disadvantaged neighbourhoods. Moreover, the literature is less clear about the differing views police and socially disadvantaged neighbourhoods in respect of their relationship in terms of collective community safety initiatives. There is a particular void in this research in Canada and the province of Nova Scotia, which has a historical African Canadian population, much of it spatially concentrated in parts of the city of Halifax. A disproportionate number of African-Nova Scotians live in socially disadvantaged neighbourhoods, which include higher than average crime rates.

This proposed research attempts to fill this void through a case study that explores the relationship between a local community safety group – the Mulgrave Park Community Mobilization Team (MPCMT) – and police. Particular emphasis is placed on the factors that serve to foster or obstruct a productive relationship within the context of crime prevention initiatives between police and community crime prevention groups in racialized socially disadvantaged neighbourhoods from three different perspectives (community perspective, police perspective and shared perspective). Moreover, the proposed study will explore how the police can effectively play the role in helping to mobilize the local community around community safety initiatives.

This study is significant given the importance of community crime prevention and the collaborative approaches that research indicates is vital to both mobilizing communities and effectively addressing local crime problems. This research is also significant because of its potential to contribute to both policy and program development in fostering more harmonious and effective relationships between community crime prevention group and police in Mulgrave Park. Moreover,

the study is important given its potential to helping the community to effectively resolving local crime problems independently or in cooperation with police.

Using a community crime prevention (CCP) and community-oriented policing (COP) framework, this proposed research aims to provide further insight into the factors that contribute to or impede an effective working partnership between police and CCPOs in SDNs. This proposed research will employ a mini-ethnographic cross-sectional case study approach using multiple methods including semi structured interviews with the members of MPCMT and police. The research shall be conducted in partnership with the community and outcome of the research shall be utilized for their betterment. The participants shall always be a part of the whole process of research even after completion. In doing so, the researcher shall keep a careful eye to make sure that the community is not harmed by any means due to this research.

## **Attachment B**

### **DRAFT TERMS OF REFERENCE -Dec 16, 2019**

## **UN WOMEN SAFE CITIES AND SAFE PUBLIC SPACES FOR WOMEN AND GIRLS PROGRAMME IMPLEMENTING COMMITTEE**

### **BACKGROUND and CONTEXT**

In Fall of 2017, Halifax Regional Council approved the municipality's inaugural Public Safety Strategy. The strategy identifies several priority areas on gender-based violence. To advance implementation, Halifax recently joined UN Women Safe Cities and Safe Public Spaces for Women and Girls programme, with Nova Scotia Status of Women as a supporting partner. The programme aims to prevent and respond to violence against women and girls in public spaces, with the ultimate goal of eradicating violence against women and girls. Each participating city tailors the programme to suit its local context by identifying priorities issues, areas and groups through a scoping study. The evidence base informs subsequent interventions in each city.

### **STRUCTURE**

The Public Safety Office will oversee Halifax's local adaptation of the UN Women programme, with the support of the Implementing Committee. The Public Safety Advisor will chair the Implementing committee. HRM's Women's Advisory Committee will provide community-based advice to the UN programme's implementation.

### **RESPONSIBILITIES.**

The Implementing Committee will act in an advisory capacity to inform and support the development of the programme and support the implementation of recommendations that fall within their mandate. Specific duties include: :

- Overseeing the development of a scoping study and reviewing its findings;
- Developing a set of recommendations and outcome measures informed by the scoping study;
- Developing a programme framework and targeted interventions to respond to needs identified in the scoping study;
- Contributing to the design and implementation of interventions intended to respond to the recommendations and priorities identified in the scoping study; and
- Contributing to monitoring of outcomes.

The Implementing committee will meet quarterly for a face-to-face meeting. Individual members may be called upon to contribute to specific elements of the programme, to share knowledge or to provide technical input into plans.

### **MEMBERSHIP**

The Committee will be comprised of at least one representative from each of the following groups:

Planning and Development	RCMP H Division
Government Relations and External Affairs	Nova Scotia Status of Women
Transit	HRP
Diversity and Inclusion	
Public Safety	
Parks and Recreation	
Libraries	

Other stakeholders may be invited based on relevance and expertise supportive of the function of the committee.

#### REVIEW

The effectiveness, membership and responsibilities of the Implementing Committee will be reviewed after 12 months and reassessed annually thereafter.

## **Attachment C**

### **Community Safety and Wellbeing Index Prototype Update and Next Steps**

In January 2019 a working group of internal and external stakeholders convened to initiate the development a Community Safety and Wellbeing Index. The goal of the Index is to support priority setting and resource allocation with a tool to understand and evaluate the multi-dimensional factors contributing to community safety and wellbeing.

Working group representatives included subject matter experts in Planning and Development, GREA, HRP, and ICT, along with faculty from Dalhousie University's departments of Sociology and Computer Science. Fernando Paulovich, Canada Research Chair in Data Visualization led the development of a prototype for the Index with the support of graduate students and post-doctoral researchers under his supervision. Content for the Index prototype was determined in consultation with the working group and focused on the following criteria for inclusion:

- Data availability and resolution
- Evidence from literature of a relationship to wellbeing and/or safety
- Actionability – prioritize creating information on which HRM has the capacity to act upon.

The working group also agreed upon a common geographic unit of analysis, (Dissemination Areas, or DA) to enable a shared understanding of geographic boundaries best aligned with neighbourhood conceptions and existing datasets.

A key innovation of this prototype is that it enables the user to customize indicators and their weighting, enabling the input of user knowledge in Index composition and thus tailoring the tool to the user's unique needs.

For the prototype, the Index was created using two datasets: HRP crime data and demographic data from Statistics Canada. The crime dataset included date/time of incident, type, severity, and location (within a DA). The second dataset was derived from Census data, and included population and dwellings, age, household and dwelling size, marital status, family details, languages, income and immigration details, education, labor force status, work activity, commute details, transit mode and mobility status. In application, a user can select a criminal event, and the tool will examine variables contained in the Census dataset to identify correlations between the event and particular census variables.

Next steps: Q4 19/20:

- Present the prototype to key stakeholders to generate interest and awareness in the tool, and how it can be used in planning, program development and evaluation
- Solicit feedback and commitments for collaboration and resourcing
- Develop plan to input additional dataset to into future iterations of the Index including: 311; 211; Fire; EHS; housing and food security indicators; Affordable Access Program data, and Engage Nova Scotia Wellbeing survey data

Q1 20/21:

- Develop sustainability plan for Index that includes an infrastructure and commitment for ongoing data sharing, standards for data cleaning and validation