

# PUBLIC SAFETY STRATEGY 2018-2022

**Making Halifax a safe place to  
live, work, learn and play.**

**HALIFAX**



**HALIFAX**

PUBLIC SAFETY STRATEGY 2018-2022

# Table of contents

<b>Message from the Mayor</b>	4	
<b>Executive summary</b>	5	
<b>How we got here</b>	6	
<b>Why the municipality</b>		
<b>Asking the right questions</b>		
<b>Purpose of the strategy</b>	7	
<b>Guiding principles and assumptions</b>	8	
<b>The Vision / The Mission</b>	9	
<b>Spectrum of action and intervention</b>	10	
<b>Risk factors:</b>	11	
<b>Protective factors:</b>	12	
<b>Safety promotion tactics</b>	13	
<b>Priorities, Objectives and Actions</b>	14	
<b>Strategic priorities</b>	15	
<b>Accountability and capacity to act</b>	16	
<b>Municipal roles</b>	17	
<b>Priority Outcome Teams</b>		
<b>Key Stakeholders</b>		
<b>Indicators of success</b>	18	
<b>BUILD RESIDENT RESILIENCE</b>		
1.1 Connect residents to quality jobs		
1.2 Help children and youth succeed at school		
1.3 Improve residents' mental health		
1.4 Build child and youth resilience		20
<b>ENSURE SAFE PLACES</b>		
2.1 Preserve and grow the supply of affordable and emergency housing		
2.2 Enhance access to arts, culture, recreation and natural assets		
2.3 Improve mobility so that people can learn, play and work more effectively		
2.4 Make places and spaces safe and beautiful		24
<b>STRENGTHEN COMMUNITIES</b>		
3.1 Support residents in parenting and mentorship		
3.2 Improve access to healthy, affordable food		
3.3 Make programs, services and facilities more inclusive		
3.4 Enhance community cohesion and engagement		28
<b>PREVENT AND REDUCE CRIME</b>		
4.1 Decrease violent crime and criminal involvement		
4.2 Divert and reintegrate offenders		
4.3 Reduce the availability and harmful use of alcohol and drugs		
4.4 Decrease inter-personal violence, abuse and neglect		32
<b>Endnotes</b>		36
<b>Acknowledgments</b>		38





On behalf of Regional Council, I am pleased to present Halifax Regional Municipality's new Public Safety Strategy, 2018-2022.

This comprehensive strategy represents a range of public and professional input on the many factors that contribute to safety and a sense of personal well-being within the more than 200 communities that make up our municipality.

The culmination of many months of dedicated work by Halifax's Public Safety Office and others, the strategy has at its foundation four strategic priorities: Crime prevention and reduction, strengthening communities, resident resilience, and ensuring safe places.

While the strategy speaks to the root causes of crime and the pressing need to address these determinants in a sustained way, it also contains recommendations for specific action to make our municipality safer.

The success of this strategy will be measured not simply against crime statistics, but in the ability of people of all backgrounds and from all neighbourhoods to partake freely in our shared community.

I would like to thank the Public Safety Office, staff throughout our municipality who lent their knowledge and expertise, and the many other wise voices that are reflected in this strategy.

The adoption of this strategy will help us build a safer, more resilient and more liveable Halifax Regional Municipality.

Kind regards,

Mike Savage  
Mayor

## Executive summary

The Office of Public Safety was created to support the municipality in developing and implementing a strategic framework – weaving public safety practices and principles into policies, business plans, performance expectations, programs and services.

Building the public safety framework began with a comprehensive review of safety promotion and crime prevention best practices. Our 11 guiding principles and assumptions grew out this review and became the backbone for the strategy.

From the early on, it was clear that the approach needed to be comprehensive, collaborative and upstream oriented. The strategy's four stages of intervention acknowledge that while reacting in the moment is critical to limit harm, real success will come in preventing harm from happening in the first place.

While the strategy addresses crime reduction, the strategy's safety lens is broader than crime. Public safety includes not only feeling safe and secure, but also being able to safely take part in community life and enjoy municipal programs and services.

The strategy is informed by a rich history of research into root causes of crime. It focuses on reducing risk factors and promoting protective factors linked to criminality and victimization (including education, employment, income, housing, food security, mental health, parenting and early childhood development).

We have chosen to concentrate our efforts where the municipality has both the authority and capacity to act. The strategy's 16 objectives and 76 actions relate to aspects of residents' lives that the municipality can impact in a meaningful way. In some cases, the strategy reaches into spheres where the

municipality plays a minor role – doing so when the risk and protective factors involved were too important to be ignored.

Effective public safety promotion involves a multi-sectoral approach and the involvement of not only other levels of government, but the corporate sector, the non-profit sector and communities. While the strategy identifies municipal leads, it also identifies key stakeholders. A collaborative and coordinated tact is needed, especially in those spheres where the municipality does not have a service delivery or regulatory role to play. The strategy identifies four strategic priorities, as follows:



**BUILD RESIDENT RESILIENCE:** Help people to reduce their sense of isolation, build resilience and improve their quality of life.



**ENSURE SAFE PLACES:** Reduce the opportunities for crime and social disorder at places where people live, work and play.



**STRENGTHEN COMMUNITIES:** Increase local participation and social interaction, and develop ways to deal with conflict in non-violent ways.



**PREVENT AND REDUCE CRIME:** Protect citizens, organizations, and institutions against threats to their well-being and prosperity.

Informed, committed leadership, shared responsibility and individual accountability are essential to our public safety efforts. Effectiveness will depend on employees fulfilling their roles, and the municipality's leadership (staff, council and mayor) providing guidance, resources and support.

## How we got here

In response to concerns that violent crime in Halifax was escalating, the Mayor's Roundtable on Violence was created in 2006. In 2008, Council received a consultant report that identified and analyzed patterns of violence and tabled recommended actions to improve public safety in Halifax<sup>1</sup>. Following that report, Halifax created a Public Safety Office and developed a public safety strategic plan<sup>2</sup>. In 2014, Council received a follow-up consultant report that provided an analysis of local data on violence and public safety, reviewed progress made and identified persisting and emerging public safety issues<sup>3</sup>. In response to that report, work on a renewed public safety strategy began.

## Why the municipality

Crime and public safety are challenges confronting all Canadian municipalities. The traditional approach of responding to those challenges through policing and criminal justice is gradually being complemented by a larger notion of community safety that calls for a diversity of preventive initiatives, the mobilization of local stakeholders and public engagement. This reflects the complexities of the nature and causes of crime and insecurity as well as their links with other global challenges related to the social and economic development and the management of urban centres.

Municipalities are the level of government closest to neighbourhoods, communities and citizens. They provide many direct services and programmes that enhance community safety, from community policing to safe urban design and support for vulnerable groups. They are in a strategic position to mobilize local stakeholders, to ensure coordination of crime prevention efforts and to interface in that regard with other levels of government. In that perspective, local authorities are called to play a key role in fostering an integrated approach to reduce and prevent crime and insecurity<sup>4</sup>.

## Asking the right questions

As we developed the public safety strategy, it was important to ask the following questions:

- What situation do we wish to change?
- What are the main aspects of this problem?
- What are its causes?
- What should our objectives be?
- What action should we take?
- How do we measure whether we have achieved the objectives set?



“ We owe our children — the most vulnerable citizens in any society — a life free from violence and fear.

~ Nelson Mandela

## Purpose of the strategy

Halifax's public safety strategy will guide the development and implementation of results focused, evidence-based strategic initiatives. Its purpose is to support the mayor, city councillors, and the managers of municipal services, in their efforts to provide a safe and secure environment for residents. More specifically, the strategic framework is intended to:

- Promote a better understanding of the nature and causes of crime and insecurity.
- Support a coordinated approach to addressing public safety (including new and emerging problems).
- Encourage an improved level of stakeholder collaboration.
- Advance principles of good practice in prevention and intervention.
- Foster increased commitment to safety promotion at all levels of government and across sectors.
- Guide the allocation of municipal resources to achieve the greatest impact.



We know public safety is measured not simply by the absence of crime, but also by the presence of fairness and justice.

*~ Ronald L. Davis*



## Guiding principles and assumptions

Halifax's Public Safety Strategy is guided by a vision of a safe city where we collectively create, and continually improve upon, the conditions that enable all of us to enjoy the highest level of safety and security possible. Several guiding principles and assumptions have shaped the development of the strategy and will continue to guide the work as it moves forward.

**Holistic understanding of public safety:** The social determinants of health form the building blocks of healthy, liveable, safe cities.

**Proactive and upstream oriented:** Our approach to public safety must be grounded in upstream thinking and prevention needs to be given priority.

**Safety and well-being for all:** A "for all" lens will help ensure that we pursue initiatives that are inclusive and focused on those most vulnerable to trauma and victimization.

**Safe environments:** All people have the right to live in a safe environment, secure from threats to their personal safety and well-being.

**Respond promptly to acute crises:** We must be prepared to immediately respond to urgent incidents to stop harms, minimize victimization and hold individuals responsible.

**Adapt to emerging trends:** As the public safety landscape changes, we must adapt and evolve our responses to new and emerging public safety threats.

**Resiliency is key:** Public safety increases when we enhance the capacity of individuals, communities and organizations to survive and become more resilient.

**Monitor, evaluate and communicate:** We need to track metrics to assess our progress, make changes based on evaluation, and communicate the results.

**Public safety is everyone's business:** Safety and security must involve the broader public, private and civil sectors, and include meaningful involvement of those most affected.

**Evidence based action and investment:** Priority will go to investments and actions that are grounded in evidence, realize value for our efforts, and move us toward meeting our targets.

**Enable collective impact:** Our efforts need to be collaborative and coordinated – both among municipal business units and with external partners.



“ An ounce of prevention is worth a pound of cure  
~ Benjamin Franklin”

# THE VISION

Communities where everyone is safe  
to live, work, learn and play.

# THE MISSION

To implement collaborative and  
holistic approaches that advance  
public safety for all.

## Spectrum of action and intervention

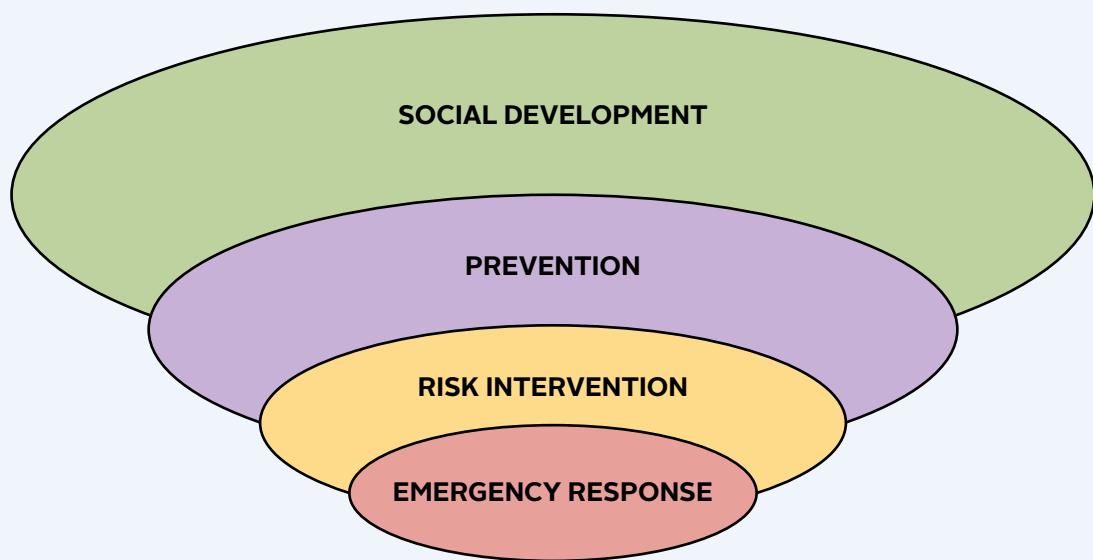
Halifax's public safety framework incorporates four stages of action to reduce crime, increase individual and community resilience and improve community safety<sup>5</sup>. The intent is to prevent harm and victimization, whether the risk is faced by a person, a family, or a neighbourhood. The strategy takes a holistic and upstream-focused approach that seeks to reduce risk factors and increase protective factors. Our strategic actions incorporate situational prevention, general prevention and targeted prevention tactics to promote public safety.

**SOCIAL DEVELOPMENT:** Intervening to reduce risk factors and/or enhance protective factors in the general population.

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

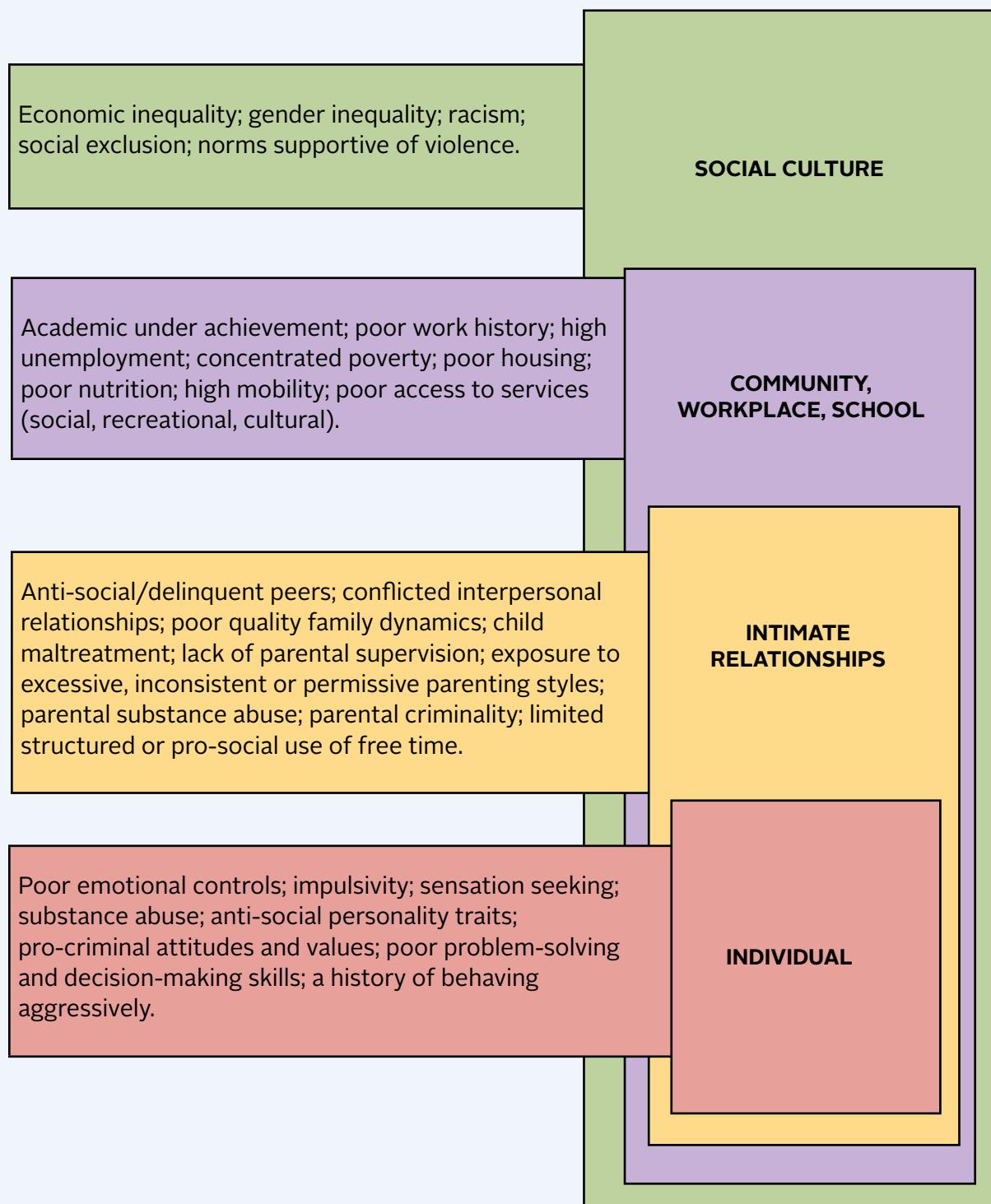
**RISK INTERVENTION:** Responding to acutely elevated risk situations to mitigate harm and decrease the likelihood of (re)victimization.

**EMERGENCY RESPONSE:** Immediate response to urgent incidents to stop harms, minimize victimization and hold individuals responsible.



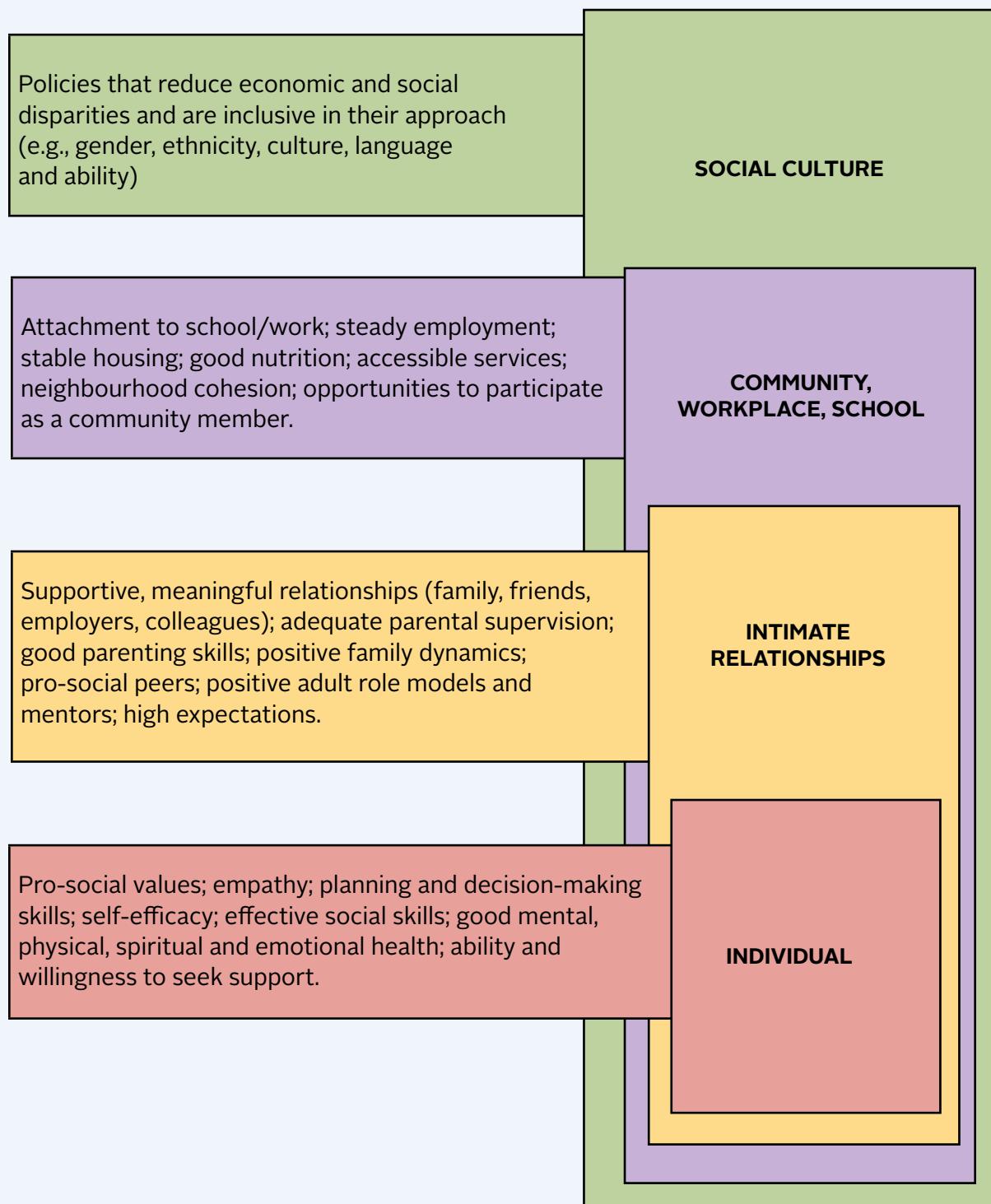
## Risk factors

Negative influences or circumstances in the lives of individuals, groups of persons, or communities. These may increase the presence of crime, victimization and/or fear of crime in each community and may also increase the likelihood that individuals engage in crime and/or become victims<sup>6</sup>.



## Protective factors

Positive influences or circumstances that can improve the lives of individuals or the safety of a community. These may decrease the likelihood that individuals engage in crime and/or become victims. Building on existing protective factors makes individuals and communities stronger and better able to counteract risk factors<sup>7</sup>.



# Safety promotion tactics

## General prevention

General prevention programs include a wide range of activities or interventions aimed at preventing harms from occurring, or reducing risks or threats to health and wellbeing. They target either the entire community, or large subgroups within the community, providing education and awareness<sup>8</sup>.

## Targeted prevention

Targeted prevention programs are focused on specific groups of people who will benefit most from the program activities and interventions because they are more at risk than the general population. Targeted prevention may provide education and awareness to prevent harm and to promote wellbeing, or the program may be designed to increase safety and protection to help prevent further harms from occurring<sup>9</sup>.

## Situational prevention

Situational prevention programs are designed for specific places that are vulnerable to crime, fire, or other public safety risks. Situational prevention employs specific and site-based techniques and mechanisms that deter crime, or make it more difficult for crimes or other harms to occur<sup>10</sup>.

“ Safety and security don’t just happen, they are the result of collective consensus and public investment.

~ Nelson Mandela



## Priorities, Objectives and Actions

At the heart of Halifax's public safety strategy is a focus on building communities where everyone is safe to live, work, learn and play. The strategy's 4 priorities, 16 objectives and 76 actions are designed to promote protective factors and to reduce risk factors. As such the strategic actions apply to individuals, to groups, to social environments (such as workplaces, schools and communities) and to societal norms.

Our strategic framework revolves around acting early and often on the spectrum of intervention and prevention. This approach is driven by the following:

- Risk factors have a cumulative effect. The more risk factors a person must deal with, the more likely it is that he or she will commit a crime, witness a crime or suffer a violent act.
- Early exposure increases risk. The tendency to commit crime is higher among those who have committed a first offence earlier in life and who have committed several crimes during adolescence<sup>11</sup>.
- Duration of exposure is significant. The longer a person is exposed to risk factors, the higher the likelihood of later committing a crime or being victimized.
- Protective factors offset risks. Protective factors make individuals and communities stronger, more resilient and better able to cope with risk factors.

### **4 PRIORITIES      16 OBJECTIVES      76 ACTIONS**

Halifax's public safety strategy addresses a broad range of risk and protective factors from parenting, to housing and food security, to social isolation and exclusion, to educational attainment and workforce attachment. The strategy calls on the municipality and stakeholders to adopt prevention-focused tactics to improve resident resilience, make places safer and strengthen community cohesion. Improving public safety will require a collective effort to improve the safety and security of all residents.

Our strategic approach starts with the general population, but does not neglect those at elevated risk, or those who have already suffered victimization or offended. Halifax's commitment to public safety must be inclusive and recognize that intervention needs to be tailored to residents' needs – whatever stage in life they may be at and whatever their degree of safety and security.

# Strategic priorities



## BUILD RESIDENT RESILIENCE

- 1.1 Connect residents to quality jobs
- 1.2 Help children and youth succeed at school
- 1.3 Improve residents' mental health
- 1.4 Build child and youth resilience



## ENSURE SAFE PLACES

- 2.1 Preserve and grow the supply of affordable and emergency housing
- 2.2 Enhance access to arts, culture, recreation and natural assets
- 2.3 Improve mobility so that people can learn, play and work more effectively
- 2.4 Make places and spaces safe and beautiful



## STRENGTHEN COMMUNITIES

- 3.1 Support residents in parenting and mentorship
- 3.2 Improve access to healthy, affordable food
- 3.3 Make programs, services and facilities more inclusive
- 3.4 Enhance community cohesion and engagement



## PREVENT AND REDUCE CRIME

- 4.1 Decrease violent crime and criminal involvement
- 4.2 Divert and reintegrate offenders
- 4.3 Reduce the availability and harmful use of alcohol and drugs
- 4.4 Decrease inter-personal violence, abuse and neglect



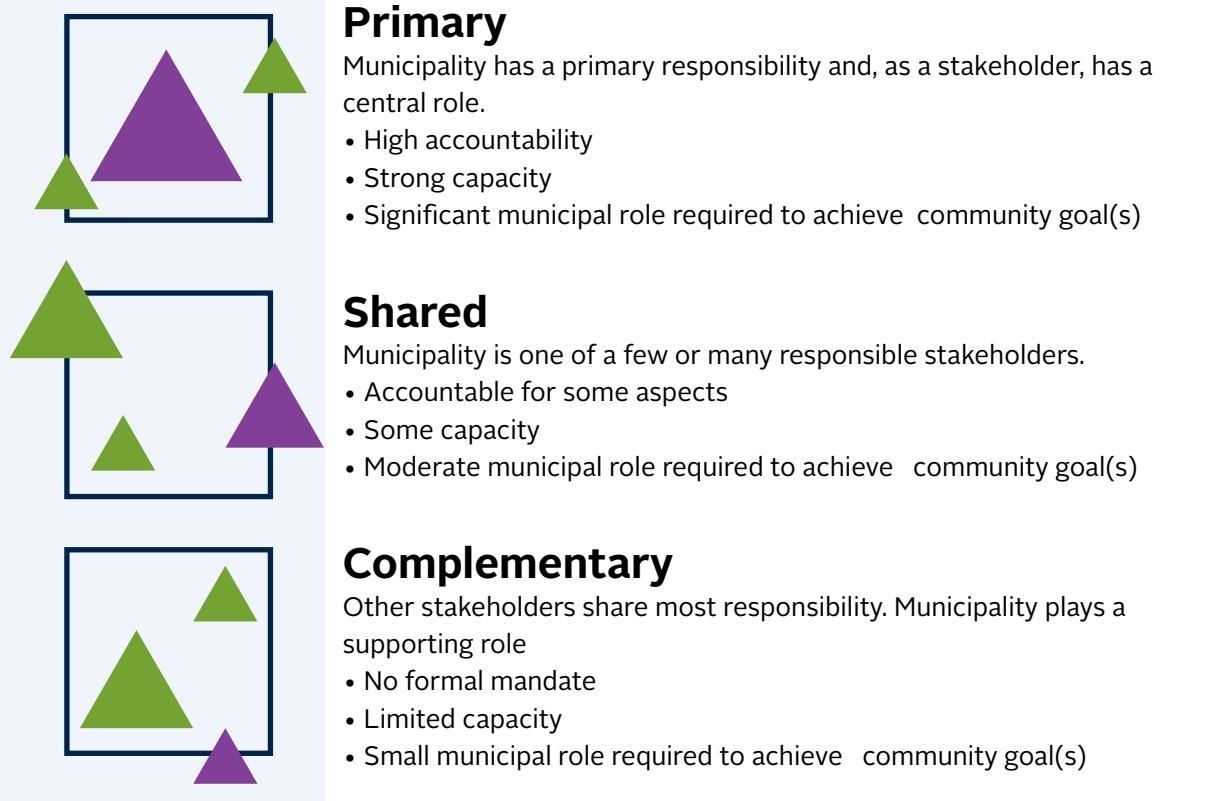
Prepare and prevent, don't  
repair and repent.

~ Author Unknown



## Accountability and capacity to act

A strategic approach to public safety requires thinking about what we want to accomplish and whether we are well positioned to accomplish those goals. To do that, we must think about accountability (legislative mandate) and capacity to act (resources, knowledge, skills). In developing Halifax's public safety strategy, emphasis has been put on those areas where the municipality has both accountability and capacity to act to improve public safety. Halifax's public safety strategy, however, acknowledges that safety and security is not the sole responsibility of municipal government. For any given public safety issue or scenario, the municipality may have a primary, shared or complementary role to play<sup>12</sup>.



### Legend



When kids flourish,  
crime doesn't

*~ Canadian Council on  
Social Development*



## Municipal roles

Within these three levels of responsibility (primary, shared, complimentary) the municipality can play multiple roles. The municipality may act in one or more of these roles at a given time and can coordinate roles. Halifax's public safety strategy calls for municipal involvement in a variety of roles across the spectrum of public safety promotion and crime prevention.

**Provider:** Provide services directly to our clients.

**Planner/Regulator:** Develop plans, policies and regulations that affect municipal actions and the actions of others.

**Capacity builder:** Improve the ability of other organizations to deliver and partner on shared goals.

**Convener:** Draw people and organizations together to explore, strategize and work through opportunities and challenges.

**Coordinator:** Help individuals and organizations to coordinate initiatives, programs and funding.

**Educator:** Communicate, support and develop knowledge and understanding.

**Funder:** Provide funding to other organizations to do their work (using existing funding mechanisms).

**Advocate:** Influence decisions and policy through an organized effort.



## Priority Outcome Teams

Priority Outcome Teams are comprised of staff from relevant Business Units who share responsibility for achieving Regional Council's Priority Outcomes (Economic Development; Governance & Engagement; Healthy, Liveable Communities; Service Delivery; Social Development; and Transportation) for our community. Priority outcome teams were chosen to align staff accountabilities because they are best placed to add value and promote shared responsibility for public safety. The teams have mandates either closely or loosely connected to our strategic actions.

From an operational standpoint, the expectation is that strategic actions (assigned to priority outcome teams in the tables below) will be reflected in relevant business units' practices, policies, performance expectations and business plans. Business units may act as a service provider, a planner, a regulator, a capacity builder, a convener, a coordinator, a funder, an educator or an advocate. These municipal roles are not exclusive – a business unit may take on multiple roles to advance public safety within in their sphere of influence.



A ship in harbor is safe,  
but that is not what  
ships are built for.

~ John A Shedd







# Priority 1

## BUILD RESIDENT RESILIENCE

Priority Objectives	Actions (Years 1-5)	Priority Outcome Team	Key Stakeholders (To be modified as required)	Indicators (Figures in parentheses are baseline values)
1.1 Connect residents to quality jobs	1. Promote municipal job opportunities and volunteer positions to residents, particularly groups at risk of exclusion.	Economic Development	Community at Large / Not-for-Profit Sector	Growth in personal income per capita (2.5% in 2015) Per capita income (\$44,244 in 2017) <sup>13</sup>
	2. Expand and enhance work experience, mentorship, and apprenticeship opportunities in municipal services and divisions.	Economic Development	Community at Large / Not-for-Profit Sector	Workforce participation rate for marginalized groups (64.7% in 2011)
	3. Connect local and international graduates, young professionals and immigrants to the labour force.	Economic Development	Post-secondary Institutions / Business Community / Province of NS / Not-for-Profit Sector	Youth unemployment (13.2% in 2016) <sup>14</sup> Overall unemployment (6.2% in 2016)
	4. Assess the feasibility of promoting a living wage for all residents. <sup>16</sup>	Economic Development	Business Community / Province of NS / Not-for-Profit Sector / Government of Canada	Low-income entry rate 18-24-year-olds (8.1% in 2014) <sup>15</sup> Low-income immobility rate 18-24-year-olds (71% in 2014)

4X

**More likely to be a victim of violent crime if they have a mental or physical disability.<sup>72</sup>**



# Priority 1

## BUILD RESIDENT RESILIENCE

Priority Objectives	Actions (Years 1-5)	Priority Outcome Team	Key Stakeholders (To be modified as required)	Indicators (Figures in parentheses are baseline values)
1.2 Help children and youth succeed at school	5. Encourage early literacy and reading readiness.	Social Development	Not-for-Profit Sector / Business Community / Province of NS	Library program attendance (213,968 in 2016) <sup>17</sup> Access of library online (2,091,678 in 2016) <sup>18</sup>
	6. Expand positive school climate efforts, including restorative practices and violence/bullying-prevention initiatives.	Social Development	Not-for-Profit Sector / Business Community / Province of NS	Post-secondary education attainment (70% in 2011) Student feeling of belonging (90% in 2015) <sup>19</sup>
	7. Promote culturally sensitive opportunities for social support, school connectedness, and youth development.	Social Development	Business Community / Not-for-Profit Sector / Province of NS	Students' comfort with being themselves (84% in 2015) <sup>20</sup> Students scoring below reading expectation (African 17% / Aboriginal 8% in 2015) <sup>21</sup>
	8. Close the achievement gap between students of different races, ethnicities and socio-economic backgrounds.	Social Development	Province of NS	Students scoring below math expectation (African 25% / Aboriginal 13% in 2015) <sup>22</sup>
	9. Promote school attendance, lessen suspensions and reduce drop-outs.	Social Development	Province of NS	Priority school students who score below expectation (Reading:15% Math: 23% in 2015) <sup>23</sup>

**4X More likely to be a victim of violent crime if engaged in illicit drug use.<sup>73</sup>**



# Priority 1

## BUILD RESIDENT RESILIENCE

Priority Objectives	Actions (Years 1-5)	Priority Outcome Team	Key Stakeholders (To be modified as required)	Indicators (Figures in parentheses are baseline values)
1.3 Improve residents' mental health	10. Adopt an anti-oppression framework that focuses on social inclusion, community engagement and anti-discrimination.	Social Development	Not-for-Profit Sector / Province of NS	
	11. Deliver municipal programs and services that positively impact the mental health of residents, particularly youth and seniors	Healthy Liveable Communities	Not-for-Profit Sector / Province of NS	Perceived mental health (71.4% in 2014) Suicide Self-inflicted injury
	12. Equip municipal staff to identify and respond to self-abuse and suicidal thoughts.	Healthy Liveable Communities	Not-for-Profit Sector / Province of NS	Mental health service calls
	13. Provide crisis support for children, youth and adults experiencing a mental health crisis.	Healthy Liveable Communities	Not-for-Profit Sector / Province of NS	

**2X More likely to be a victim of police-reported family violence if female.<sup>74</sup>**



# Priority 1

## BUILD RESIDENT RESILIENCE

Priority Objectives	Actions (Years 1-5)	Priority Outcome Team	Key Stakeholders (To be modified as required)	Indicators (Figures in parentheses are baseline values)
1.4 Build child and youth resilience	14. Help children/youth develop skills to recognize, avoid and deal with Internet predators and other online dangers.	Healthy Liveable Communities	Not-for-Profit Sector / Province of NS / Business Community	
	15. Support children/youth to develop skills to recognize, avoid and deal with bullying and cyber-bullying.	Healthy Liveable Communities	Not-for-Profit Sector / Province of NS	Youth drug offences
	16. Help children/youth build confidence, resilience and effective decision-making skills concerning drug and alcohol use.	Healthy Liveable Communities	Not-for-Profit Sector / Province of NS	Bullying Cyber-bullying Under-age drinking
	17. Assist youth to develop skills to recognize, avoid and deal with dating violence, gender violence and unhealthy relationships.	Healthy Liveable Communities	Not-for-Profit Sector / Province of NS	Cybercrime victimization
	18. Help children/youth develop skills to recognize, avoid and deal with situations that may put them at risk of sexual abuse.	Healthy Liveable Communities	Not-for-Profit Sector / Province of NS	

**3X More likely to be a victim of violent crime if bisexual or homosexual.<sup>75</sup>**



## Priority 2

### ENSURE SAFE PLACES

Priority Objectives	Actions (Years 1-5)	Priority Outcome Team	Key Stakeholders (To be modified as required)	Indicators (Figures in parentheses are baseline values)
2.1 Preserve and grow the supply of affordable and emergency housing	19. Retain and grow the supply of non-market housing (public housing, non-profit housing, co-operative housing) and affordable market housing.	Social Development	Province of NS / Business Community / Not-for-Profit Sector / Government of Canada	Chronically or episodically homeless individuals (133 in 2014) <sup>24</sup> Supply of non-market housing (4% in 2015) <sup>25</sup>
	20. Provide diverse, barrier-free, affordable, safe housing options to match our demographic profile.	Social Development	Province of NS / Business Community / Not-for-Profit Sector / Government of Canada	Emergency shelter beds (206 in 2015) <sup>26</sup> Households on housing affordability threshold (41,785 in 2011)
	21. Ensure the availability of drop-in services and warming/cooling centres for vulnerable, street-involved residents.	Social Development	Province of NS (Community Services / Not-for-Profit Sector)	Households in extreme housing poverty (20,000 in 2011)
	22. Increase the supply of affordable emergency housing and transitional housing.	Social Development	Province of NS / Not-for-Profit Sector / Government of Canada	Public housing units (4,122 in 2015) <sup>27</sup> Rent supplement housing units (500 in 2015) <sup>28</sup>
	23. Enforce residential occupancy standards and hold landlords accountable for sub-standard housing.	Social Development	Province of NS	Cooperative housing units (1,004 in 2015) <sup>29</sup> Waiting list for subsidized housing (2,200 in 2015) <sup>30</sup>
	24. Monitor emerging homelessness trends and support initiatives to address chronic and episodic homelessness.	Social Development	Province of NS / Not-for-Profit Sector / Government of Canada	Housing First capacity (60 in 2017) <sup>31</sup> Residential occupancy inspection (686 in 2016) <sup>32</sup>

**1 in 4** **Violent crime incidents happen at the victim's workplace.<sup>76</sup>**



## Priority 2

### ENSURE SAFE PLACES

Priority Objectives	Actions (Years 1-5)	Priority Outcome Team	Key Stakeholders (To be modified as required)	Indicators (Figures in parentheses are baseline values)
2.2 Enhance access to arts, culture, recreation and natural assets	25. Ensure that children/youth have inviting, safe places to be during non-school hours.	Healthy Liveable Communities	Not-for-Profit Sector / Community at Large	In-person library usage (3,637,816 in 2016) <sup>34</sup>
	26. Enhance access to existing, arts, cultural and recreational facilities and programming.	Economic Development	Not-for-Profit Sector / Community at Large / Province of NS	Outdoor recreation facility satisfaction (6.8 in 2017) <sup>35</sup>
	27. Facilitate and fund community festivals and events that reflect Halifax's diversity.	Economic Development	Not-for-Profit Sector / Community at Large	Indoor recreation facility satisfaction (6.8 in 2017) <sup>36</sup>
	28. Improve public access to lakes, coastal areas, beaches and water routes and trails. Healthy Liveable Communities	Healthy Liveable Communities	Province of NS / Government of Canada	Arts and cultural events satisfaction (6.8 in 2017)
	29. Preserve and create urban green space and urban outdoor gathering places.	Social Development	Not-for-Profit Sector / Community at Large	Perceived physical health (61.5% in 2014)
	30. Locate and design parks and open spaces to connect with complete streets, greenways, active transportation routes and other networks.	Social Development	Not-for-Profit Sector / Community at Large	Active lifestyles (56% in 2014) Tree canopy cover

2X

More likely to be a victim of violent crime if engaged in binge drinking.<sup>77</sup>



## Priority 2

### ENSURE SAFE PLACES

Priority Objectives	Actions (Years 1-5)	Priority Outcome Team	Key Stakeholders (To be modified as required)	Indicators (Figures in parentheses are baseline values)
2.3 Improve mobility so that people can learn, play and work more effectively	31. Continue to enhance public transit connections to municipal programs, facilities and places of employment.	Transportation	Community at Large	Walk or bicycle to work (9.7% in 2011) Transit hours of service (878,500 in 2016)
	32. Ensure that our transportation network provides safe, inclusive mobility for all users, including transit riders/operators, pedestrians, cyclists, and motorists.	Transportation	Community at Large / Province of NS	Feel safe taking public transit after 10 p.m. (45% in 2017) <sup>48</sup> Transit ridership (19,491,822 in 2015)
	33. Connect more people by foot and bicycle to major destinations through key corridor links within and between major settlement areas.	Economic Development	Community at Large	Traffic collisions (8,562 in 2016) Traffic injuries (786 in 2016) Traffic fatalities (7 in 2016) Traffic criminal (2,558 in 2016) Commute time home-to-work (6.6 in 2017) <sup>49</sup>

5X

More likely to be a victim of crime if there is a history of homelessness.<sup>78</sup>



# Priority 2

## ENSURE SAFE PLACES

Priority Objectives	Actions (Years 1-5)	Priority Outcome Team	Key Stakeholders (To be modified as required)	Indicators (Figures in parentheses are baseline values)
2.4 Make spaces and places beautiful	34. Shut down residential and commercial buildings regularly used for illegal activities.	Healthy Liveable Communities	Province of NS	Total crime severity index (62.8 in 2015) <sup>37</sup>
	35. Improve streetscape and park lighting.	Transportation	Province of NS	Feel safe in their own neighbourhood (80% in 2017) <sup>38</sup>
	36. Design built spaces to ensure legitimate users can observe and monitor activities around them (natural surveillance and natural access control).	Social Development	Business Community / Community at Large	Feel safe walking downtown alone at night (40% in 2017) <sup>39</sup> Avoid areas in Halifax for safety reasons (75% in 2017) <sup>40</sup>
	37. Promote community policing and police partnerships with community safety networks and organizations.	Healthy Liveable Communities	Not-for-Profit Sector / Business Community / Community at Large	Property crime (9,699 in 2016) <sup>41</sup> Break-and-enter (1,012 in 2016) <sup>42</sup>
	38. Conduct regular community safety audits and implement a tracking system for community safety audits.	Healthy Liveable Communities	Province of NS / Government of Canada / Business Community / Community at Large	Robbery (177 in 2016) <sup>43</sup> Unsightly property complaints (2,607 in 2016) <sup>44</sup>
	39. Enhance maintenance of the built environment and address derelict and distressed properties	Social Development	Province of NS / Government of Canada / Business Community / Community at Large	Dangerous property complaints (119 in 2016) <sup>45</sup> Incidents of graffiti reported by public (121 in 2016) <sup>46</sup> Graffiti tags removed (9,372 in 2016) <sup>47</sup>

**3X More likely to be sexually assaulted if an aboriginal woman.<sup>79</sup>**



# Priority 3

## STRENGTHEN COMMUNITIES

Priority Objectives	Actions (Years 1-5)	Priority Outcome Team	Key Stakeholders (To be modified as required)	Indicators (Figures in parentheses are baseline values)
3.1 <b>Support residents in parenting and mentorship</b>	40. Facilitate parental education focused on building existing parenting skills and promoting positive interactions with, and behaviour toward, children.	Social Development	Community at Large / Not-for-Profit Sector / Province of NS	Contact between youth and parents Parenting focused home visitations Access to mentor
	41. Support mentoring of children and youths, particularly at-risk individuals.	Social Development	Not-for-Profit Sector / Province of NS	Family resource centres Good place to raise a family (7.8 in 2017)
	42. Facilitate tailored, parenting-focused home visitation programs.	Social Development	Province of NS	Police-reported family violence against children and youth (138 in 2015) <sup>60</sup>
	43. Expand the availability and accessibility of family resource centres.	Social Development	Not-for-Profit Sector / Province of NS	

**1 in 4**

**Violent crime victims take time off from their daily activities to recover.<sup>80</sup>**

**1 in 3**

**Violent crime and non-violent crime incidents come to the attention of police.<sup>81</sup>**



# Priority 3

## STRENGTHEN COMMUNITIES

Priority Objectives	Actions (Years 1-5)	Priority Outcome Team	Key Stakeholders (To be modified as required)	Indicators (Figures in parentheses are baseline values)
3.2 Improve access to healthy, affordable food	44. Encourage urban agriculture, including edible landscaping, community gardening, green rooftops and farmers' markets.	Healthy Liveable Communities	Business Community / Community at Large / Not-for-Profit Sector	Children who live in food insecure households (22% in 2014) <sup>50</sup> Food insecure households (15.1% in 2014) <sup>51</sup>
	45. Incorporate food production and food access into the design of municipal programs, facilities and parks/open-spaces	Healthy Liveable Communities	Community at Large / Not-for-Profit Sector	Households experiencing severe food insecurity (3.8% in 2014) <sup>52</sup> 14,800
	46. Help local food banks to offer healthy, fresh, culturally appropriate foods and food for special diets.	Healthy Liveable Communities	Community at Large / Not-for-Profit Sector	Households experiencing moderate food insecurity (6.0% in 2014) <sup>53</sup> Households experiencing marginal food insecurity (5.6% in 2014) <sup>54</sup>
	47. Support student nutrition programs that provide nutritious meals to children and youth.	Healthy Liveable Communities	Province of NS / Government of Canada	Households on social assistance experiencing food insecurity (82.1% in 2014) <sup>55</sup> Growth in consumer price index (0.5% in 2015) Low-income threshold market basket measure (\$36,852 in 2013)

1 in 3

Children suffer physical or sexual abuse before the age of 15.<sup>82</sup>



## Priority 3

### STRENGTHEN COMMUNITIES

Priority Objectives	Actions (Years 1-5)	Priority Outcome Team	Key Stakeholders (To be modified as required)	Indicators (Figures in parentheses are baseline values)
3.3 Make programs, services and facilities more inclusive	48. Ensure user fees for municipal programs and services do not create barriers for low-income residents.	Service Delivery	Community at Large	Low Income Transit Passes 1000 issued 2017
	49. Deliver municipal programs and services in an inclusive and age-friendly manner.	Service Delivery	Community at Large	
	50. Provide barrier-free access to public places, outdoor spaces, municipal buildings and public transit.	Service Delivery	Community at Large / Province of NS	

**1 in 10**

**Adults abused during childhood report a mental health limitation.<sup>83</sup>**

**1 in 7**

**Victims of violent crime experience post-traumatic stress disorder symptoms.<sup>84</sup>**



# Priority 3

## STRENGTHEN COMMUNITIES

Priority Objectives	Actions (Years 1-5)	Priority Outcome Team	Key Stakeholders (To be modified as required)	Indicators (Figures in parentheses are baseline values)
3.4 Enhance community cohesion and engagement	51. Ensure municipally owned/operated spaces and facilities are available for community agencies to deliver relevant programs and services.	Healthy Liveable Communities	Community at Large / Not-for-Profit Sector	Social support network size
	52. Provide community development training for residents to build local capacity.	Social Development	Community at Large / Not-for-Profit Sector	Charitable contributions Volunteerism
	53. Expand opportunities for citizen engagement, consultation and participation on decision-making bodies..	Governance/Engagement	Community at Large / Not-for-Profit Sector	Federal voter turnout (72.6% in 2015) <sup>56</sup> Municipal voter turnout (31.8% in 2016) <sup>57</sup>
	54. Support community hubs for co-located and coordinated community services (arts hubs, youth hubs, health hubs, cultural hubs, etc.).	Social Development	Community at Large / Not-for-Profit Sector / Business Community	Welcoming neighbourhoods (7.1 in 2016) <sup>58</sup> Opportunities to get involved in community (7.0 in 2016) <sup>59</sup>
	55. Foster positive interactions between residents and police, particularly in communities where there is mistrust or lack of respect for police.	Healthy Liveable Communities	Province of NS / Community at Large	

2X

**More likely to be victimized as an adult if victimized during childhood.<sup>85</sup>**



# Priority 4

## PREVENT AND REDUCE CRIME

Priority Objectives	Actions (Years 1-5)	Priority Outcome Team	Key Stakeholders (To be modified as required)	Indicators (Figures in parentheses are baseline values)
4.1 Decrease violent crime and criminal involvement	56. Shut down or suppress the illegal secondary market in firearms.	Healthy Liveable Communities	Province of NS	Guns surrendered to police (152 in 2016) <sup>61</sup>
	57. Reduce the likelihood of firearms being stolen from a legal owner or legal owners diverting a firearm to an unauthorized user.	Healthy Liveable Communities	Province of NS / Government of Canada	Violent crime severity index (79.0 in 2015) <sup>62</sup>
	58. Encourage safe gun storage in the home, including storing guns unloaded and away from ammunition.	Healthy Liveable Communities	Province of NS / Government of Canada	Homicides (12 in 2016) <sup>63</sup>
	59. Support youth-at-risk to avoid, or disengage from, criminal involvement.	Healthy Liveable Communities	Province of NS / Community at Large / Not-for-Profit Sector	Attempted Murder (13 in 2016) <sup>64</sup>
	60. Provide counselling and support to communities in the immediate aftermath of violent crimes.	Healthy Liveable Communities	Province of NS / Community at Large / Not-for-Profit Sector	Assaults (2,286 in 2016) <sup>65</sup>
	61. Target hotspots to disrupt criminal activity.	Healthy Liveable Communities	Province of NS / Government of Canada	Offensive weapons (254 in 2016) <sup>66</sup>

1 in 10

Child maltreatment cases come to the attention of police or child protective services.<sup>86</sup>



# Priority 4

## PREVENT AND REDUCE CRIME

Priority Objectives	Actions (Years 1-5)	Priority Outcome Team	Key Stakeholders (To be modified as required)	Indicators (Figures in parentheses are baseline values)
4.2 <b>Divert and reintegrate offenders</b>	62. Support responses to crime that focus on restoring the losses suffered by victims and communities and holding offenders accountable.	Healthy Liveable Communities	Not-for-Profit Sector / Province of NS / Government of Canada	TBD
	63. Increase the availability and awareness of services for perpetrators (such as advocacy, support, accommodation, skill development and counselling).	Healthy Liveable Communities	Not-for-Profit Sector / Province of NS /Government of Canada	
	64. Augment exit planning for youths and adults leaving custodial institutions.	Healthy Liveable Communities	Not-for-Profit Sector / Province of NS / Government of Canada	

**3X** More likely to be a victim of violent crime in a neighbourhood with social disorder.<sup>87</sup>



# Priority 4

## PREVENT AND REDUCE CRIME

Priority Objectives	Actions (Years 1-5)	Priority Outcome Team	Key Stakeholders (To be modified as required)	Indicators (Figures in parentheses are baseline values)
4.3 Reduce the availability and harmful use of alcohol and drugs	65. Promote responsible attitudes to alcohol to curb harmful patterns of drinking.	Healthy Liveable Communities	Province of NS / Post-Secondary Institutions	
	66. Address underage drinking, fake ID, violence, vandalism and sexual acts connected to licensed establishments.	Healthy Liveable Communities	Province of NS / Business Community / Post-Secondary Institutions	
	67. Reduce youth exposure to alcohol promotion in municipally owned and/or operated facilities and at municipal events.	Healthy Liveable Communities	Province of NS / Business Community / Not-for-Profit Sector	Liquor offences (1,795 in 2016) <sup>67</sup> Drug offences (1,033 in 2016) <sup>68</sup>
	68. Intervene at early contact points with health, criminal justice and social care services to prevent escalation of drug use.	Healthy Liveable Communities	Province of NS / Not-for-Profit Sector	Liquor license violations (6 in 2017)
	69. Suppress existing and emerging markets of dependence-inducing drugs.	Healthy Liveable Communities	Province of NS	
	70. Improve drug users' access to treatment and harm reduction support (particularly entrenched, long-term opiate users).	Healthy Liveable Communities	Province of NS / Not-for-Profit Sector	

**1 in 20**

**Incidents of sexual assault come to the attention of police.<sup>88</sup>**



# Priority 4

## PREVENT AND REDUCE CRIME

Priority Objectives	Actions (Years 1-5)	Priority Outcome Team	Key Stakeholders (To be modified as required)	Indicators (Figures in parentheses are baseline values)
4.4 <b>Decrease inter-personal violence, abuse and neglect</b>	71. Facilitate services and supports for gendered violence survivors and perpetrators that are flexible, responsive, and timely.	Healthy Liveable Communities	Province of NS / Not-for-Profit Sector	
	72. Equip municipal staff to identify and respond to interpersonal violence, abuse and neglect.	Healthy Liveable Communities	Not-for-Profit Sector	Person crimes (2,532 in 2016) <sup>69</sup>
	73. Identify and reduce barriers to reporting interpersonal violence, abuse and neglect and enhance survivors' access to the justice system.	Healthy Liveable Communities	Province of NS / Not-for-Profit Sector	Sexual assaults reported to police Individuals helped by victim services
	74. Work to change environmental factors and social norms known to contribute to gendered violence (sexism, media and marketing practices, technology, harmful use of alcohol, etc.).	Social Development	Community at Large / Province of NS / Post-Secondary Institutions	Abuse cases reported to police Domestic violence reported to police (246 in 2016)
	75. Support initiatives that encourage bystanders to act to prevent gendered violence, abuse and neglect.	Healthy Liveable Communities	Community at Large / Province of NS / Post-Secondary Institutions / Business Community	Domestic violence charges laid (86 in 2017) <sup>70</sup> Domestic violence high-risk cases (21 in 2017) <sup>71</sup>
	76. Employ victim centred approaches to the sexual exploitation of youth and children and facilitate exit strategies for victims of the sex trade and human trafficking.	Healthy Liveable Communities	Province of NS / Not-for-Profit Sector	

## Endnotes

- <sup>1</sup>Violence and Public Safety in the Halifax Regional Municipality: A Report to the Mayor as a Result of the Roundtable.
- <sup>2</sup>Halifax Regional Municipality Public Safety Strategic Plan – Partnering for Public Strategy 2011.
- <sup>3</sup>Mayor and Council Review of the Task Force on Violence and Public Safety – Roundtable Review 2014.
- <sup>4</sup>Excerpted from the National Municipal Network on Crime Prevention Background and Reference Document.
- <sup>5</sup>This four-stage public safety framework is based on the work of the Ontario Working Group on Collaborative, Risk driven Community Safety | Ontario Association of Chiefs of Police. See New Directions in Community Safety: Consolidating Lessons Learned about Risk and Collaboration (2014)
- <sup>6</sup>Source: Public Safety Canada Glossary of Key Terms in Crime Prevention.
- <sup>7</sup>Source: Public Safety Canada Glossary of Key Terms in Crime Prevention.
- <sup>8</sup>Source: Surrey Public Safety Strategy
- <sup>9</sup>Source: Surrey Public Safety Strategy
- <sup>10</sup>Source: Surrey Public Safety Strategy
- <sup>11</sup>Chronic offenders have been shown to not only present multiple risk factors but also to lack protective factors such as attachment to the family, school or the community.
- <sup>12</sup>This overview of municipal capacity to act and municipal roles is drawn from the City of Red Deer's Social Policy Framework, 2015.
- <sup>13</sup>Source: Statistics Canada – Taxfiler data
- <sup>14</sup>Source: Statistics Canada – Labour Force Survey.
- <sup>15</sup>Source: Statistics Canada – Taxfiler data
- <sup>16</sup>See <http://housingandhomelessness.ca/wp-content/uploads/2017/01/Halifax-Living-Wage-2015.pdf>
- <sup>17</sup>Source: Halifax Public Libraries
- <sup>18</sup>Source: Halifax Public Libraries
- <sup>19</sup>Source: Halifax Regional School Board – HRSB Getting to Great Survey 2015
- <sup>20</sup>Source: Halifax Regional School Board – HRSB Getting to Great Survey 2015
- <sup>21</sup>Source: Halifax Regional School Board General Fund Business Plan and Budget (2016/17)
- <sup>22</sup>Source: Halifax Regional School Board General Fund Business Plan and Budget (2016/17)
- <sup>23</sup>Source: Halifax Regional School Board General Fund Business Plan and Budget (2016/17)
- <sup>24</sup>Source: Housing and Homelessness Partnership.
- <sup>25</sup>Non-market housing as a percentage of total households in the municipality.
- <sup>26</sup>Source: Halifax Housing Needs Assessment SHS Consulting (2015).
- <sup>27</sup>Source: Halifax Housing Needs Assessment SHS Consulting (2015).
- <sup>28</sup>Source: Halifax Housing Needs Assessment SHS Consulting (2015).
- <sup>29</sup>Source: Halifax Housing Needs Assessment SHS Consulting (2015).
- <sup>30</sup>Source: Halifax Housing Needs Assessment SHS Consulting (2015).
- <sup>31</sup>Source: Housing and Homelessness Partnership.
- <sup>32</sup>Source: Planning and Development
- <sup>33</sup>Source: Halifax Public Libraries
- <sup>34</sup>Source: MQO Research – City Matters Survey 2017
- <sup>35</sup>Source: MQO Research – City Matters Survey 2017
- <sup>36</sup>Source: MQO Research – City Matters Survey 2017
- <sup>37</sup>Source: Statistics Canada – Crime Severity Index
- <sup>38</sup>Source: MQO Research – City Matters Survey 2017
- <sup>39</sup>Source: MQO Research – City Matters Survey 2017
- <sup>40</sup>Source: MQO Research – City Matters Survey 2017
- <sup>41</sup>Source: Halifax Regional Police
- <sup>42</sup>Source Halifax Regional Police/RCMP
- <sup>43</sup>Source Halifax Regional Police/RCMP
- <sup>44</sup>Source: Planning and Development
- <sup>45</sup>Source: Planning and Development
- <sup>46</sup>Source: Transportation and Public Works
- <sup>47</sup>Source: Transportation and Public Works
- <sup>48</sup>Source: MQO Research – City Matters Survey 2017
- <sup>49</sup>Source: MQO Research – City Matters Survey 2017
- <sup>50</sup>Source: Statistics Canada, Canadian Community Health Survey (2014)

- <sup>51</sup>Source: Statistics Canada, Canadian Community Health Survey (2014)
- <sup>52</sup>Source: Statistics Canada, Canadian Community Health Survey (2014)
- <sup>53</sup>Source: Statistics Canada, Canadian Community Health Survey (2014)
- <sup>54</sup>Source: Statistics Canada, Canadian Community Health Survey (2014)
- <sup>55</sup>Source: Statistics Canada, Canadian Community Health Survey (2014)
- <sup>56</sup>Source: Elections Canada – Results by riding data
- <sup>57</sup>Source: The Chronicle Herald and others
- <sup>58</sup>Source: MQO Research – City Matters Survey 2017
- <sup>59</sup>Source: MQO Research – City Matters Survey 2017
- <sup>60</sup>Source: Statistics Canada, Family violence in Canada: A statistical profile, 2015
- <sup>61</sup>Source: Halifax Regional Police/RCMP
- <sup>62</sup>Source: Statistics Canada – Crime Severity Index
- <sup>63</sup>Source: Halifax Regional Police/RCMP
- <sup>64</sup>Source: Halifax Regional Police/RCMP
- <sup>65</sup>Source: Halifax Regional Police/RCMP
- <sup>66</sup>Source: Halifax Regional Police/RCMP
- <sup>67</sup>Source: Halifax Regional Police/RCMP
- <sup>68</sup>Source: Halifax Regional Police/RCMP
- <sup>69</sup>Source: Halifax Regional Police/RCMP
- <sup>70</sup>Source: Halifax Regional Police/RCMP
- <sup>71</sup>Source: Halifax Regional Police/RCMP
- <sup>72</sup>Source: Statistics Canada - Criminal Victimization in Canada (2014)
- <sup>73</sup>Source: Statistics Canada - Criminal Victimization in Canada (2014)
- <sup>74</sup>Source: Statistics Canada - Family Violence in Canada a Statistical Profile (2015)
- <sup>75</sup>Source: Statistics Canada - Criminal Victimization in Canada (2014)
- <sup>76</sup>Source: Statistics Canada - Criminal Victimization in Canada (2014)
- <sup>77</sup>Source: Statistics Canada - Criminal Victimization in Canada (2014)
- <sup>78</sup>Source: Statistics Canada - Criminal Victimization in Canada (2014)
- <sup>79</sup>Source: Statistics Canada - Criminal Victimization in Canada (2014)
- <sup>80</sup>Source: Statistics Canada - Criminal Victimization in Canada (2014)
- <sup>81</sup>Source: Statistics Canada - Criminal Victimization in Canada (2014)
- <sup>82</sup>Source: Statistics Canada - Criminal Victimization in Canada (2014)
- <sup>83</sup>Source: Statistics Canada - Family Violence in Canada a Statistical Profile (2015)
- <sup>84</sup>Source: Statistics Canada - Criminal Victimization in Canada (2014)
- <sup>85</sup>Source: Statistics Canada - Criminal Victimization in Canada (2014)
- <sup>86</sup>Source: Statistics Canada - Criminal Victimization in Canada (2014)
- <sup>87</sup>Source: Statistics Canada - Criminal Victimization in Canada (2014)
- <sup>88</sup>Source: Statistics Canada - Criminal Victimization in Canada (2014)



## Acknowledgments

Thank you to the nearly 5,000 individuals and organizations that participated in public safety consultations between 2008 and 2014. Insights gathered through online and telephone surveys, one-on-one interviews and focus groups, led to the recommendations made by Don Clairmont and his collaborators (Kit Waters, Chris Murphy, Verona Singer, Stephen Kimber, Don Spicer, John Peach and Stephen Schneider). Their collective roundtable work served as the foundation for the 2018-2022 Public Safety Strategy. In forging a direction for public safety, advice and input from municipal staff played a key role in strengthening the renewed strategy.

The Halifax Regional Municipality would also like to acknowledge individuals in other regions who have blazed a path in the design and delivery of comprehensive community safety strategies. Their pioneering efforts have helped shape the public safety landscape across Canada and influenced Halifax's strategy. We owe thanks to Surrey, Red Deer, Ottawa and Toronto for allowing Halifax to adopt concepts and models from their public safety strategies. A debt of gratitude is also owed to the Canadian Municipal Network on Crime Prevention (CMNCP), which has been invaluable in offering guidance and support as Halifax's renewed public safety strategy was completed.

“ Safety doesn’t happen by accident ”  
~ Author Unknown





MAKING HALIFAX A SAFE PLACE TO LIVE, WORK, LEARN AND PLAY



**HALIFAX**

PUBLIC SAFETY STRATEGY 2018-2022