

TO: Mayor Savage and Members of Halifax Regional Council

SUBMITTED BY: Original Signed

Cathie O'Toole, Chief Administrative Officer

DATE: April 19, 2023

SUBJECT: Policing Transformation Study Recommendation Report

ORIGIN

April 6, 2021, Halifax Regional Council motion (Item No: 11.4.1)

MOVED by Councillor Mancini, seconded by Councillor Russell THAT Halifax Regional Council direct the CAO Chief Administrative Officer to prepare a report, based on a review of the current model of delivering policing services in Halifax Regional Municipality, to provide an evaluation of and make recommendations with respect to the effectiveness along with community safety standards of the current division of policing responsibilities in HRM between the Halifax Regional Police and the RCMP in their capacity as Nova Scotia Provincial Police.

MOVED by Councillor Blackburn, seconded by Councillor Kent THAT the motion be amended to specify that the policing services review be independent. As set out in Section 53 (2) of Administrative Order One, Respecting the Procedures of the Council, this change to the motion was accepted as friendly. Jacques Dubé, Chief Administrative Officer, provided information to Council outlining the review process including the scope, potential partners, costs, connectivity between other ongoing reviews, and the independence of CAO's office and the successful contractor resulting from the Request for Proposals.

The question was called on the amended motion as follows: MOVED by Councillor Mancini, seconded by Councillor Russell THAT Halifax Regional Council direct the Chief Administrative Officer to prepare a report, based on an independent review of the current model of delivering policing services in Halifax Regional Municipality, to provide an evaluation of and make recommendations with respect to the effectiveness along with community safety standards of the current division of policing responsibilities in HRM between the Halifax Regional Police and the RCMP in their capacity as Nova Scotia Provincial Police.

MOTION PUT AND PASSED UNANIMOUSLY.

LEGISLATIVE AUTHORITY

Halifax Municipal Charter

Purposes of Municipality

7A The purposes of the Municipality are to

- (a) provide good government;
- (b) provide services, facilities and other things that, in the opinion of the Council, are necessary or desirable for all or part of the Municipality; and
- (c) develop and maintain safe and viable communities. 2019, c. 19, s. 11.

Nova Scotia Police Act

Responsibility for policing in municipality

35 (1) Every municipality is responsible for the policing of and maintenance of law and order in the municipality and for providing and maintaining an adequate, efficient and effective police department at its expense in accordance with its needs.

(2) In providing an adequate, efficient and effective police department for the purpose of subsection (1), a municipality is responsible for providing all the necessary infrastructure and administration.

(3) For the purpose of subsection (1), the service provided by a police department shall include

- (a) crime prevention;
- (b) law enforcement;
- (c) assistance to victims of crime;
- (d) emergency and enhanced services; and
- (e) public order maintenance. 2004, c. 31, s. 35.

Methods for discharge of responsibility

36 (1) The obligation of a municipality to provide policing services pursuant to Section 35 may be discharged by

- (a) the establishment of a municipal police department pursuant to this Act;
- (b) entering into an agreement with the Province, the Government of Canada or another municipality for the use or employment of an established police department or any portion of an established police department;
- (c) entering into an agreement with another municipality pursuant to Section 84 or 85; or
- (d) any other means approved by the Minister.

(2) An agreement entered into pursuant to subsection (1) may contain such terms and conditions, including financial arrangements, as may be agreed upon and the municipality and the Minister have authority to enter into, perform and carry out the agreement.

(3) Any amounts received by the Province pursuant to an agreement authorized by subsection (2) shall be paid into the General Revenue Fund of the Province.

(4) Any amount owed to the Province pursuant to an agreement authorized by subsection (2), where not collected by other means, may be recovered by court action, with costs, as a debt due to the Province and may be deducted from any grant payable to the municipality out of Provincial funds.

(5) A municipality may not abolish a municipal police department without the approval of the Minister.

(6) A municipality shall provide the Minister with immediate notice of a decision to change the manner in which it provides policing services pursuant to subsection (1) and the decision shall not be implemented without the approval of the Minister.

(7) The Minister may refuse to approve the change in policing services if the Minister is satisfied that the alternate method of service delivery is not sufficient to maintain an adequate and effective level of policing. 2004, c. 31, s. 36; 2010, c. 2, s. 84.

RECOMMENDATION

It is recommended that Committee of the Whole recommend that Halifax Regional Council:

1. Refer the Policing Model Transformation Study to the Board of Police Commissioners for their review.
2. Direct the Chief Administrative Officer to meet with the Board of Police Commissioners and report to Council on the result of the review by the Board of the Study
3. Direct the Chief Administrative Officer to meet with representatives of the Province of Nova Scotia and request HRM be a participant in the multisectoral council being developed by the Province.

EXECUTIVE SUMMARY

Policing and public safety in HRM is very dynamic and uncertain. This is a complex and dynamic period of time for policing in Nova Scotia. The policing model in HRM and Nova Scotia more broadly is garnering significant attention from the public. There is pressure to transform the way policing services are delivered and costs are increasing at rates that exceed the Consumer Price Index. Taxpayers are facing increasing concerns about affordability.

Notably, this study has occurred in parallel with the ongoing Mass Casualty Commission (the Commission) which is conducting an independent public inquiry to examine the April 18-19, 2020 Mass Casualty Incident in Nova Scotia. The findings of the Commission are unknown at this time but will likely have significant implications for policing in HRM and Nova Scotia. At the same time, the Department of Justice is completing a review of the province's policing standards. That process is also likely to impact the policing operations and requirements in HRM. The HRM Public Safety Strategy is also under renewal. The renewed Strategy is focused on community based approaches to safety and reimagining responses to health and social services.

The relationship between the HRP and RCMP is being challenged. It has been noted consistently in this study and the proceedings of the Mass Casualty Commission that the relationship between the RCMP and the Halifax Regional Police (HRP) is becoming increasingly strained resulting in and increasing safety risk profile. The proceedings of the Commission and stakeholder interviews completed as a part of this study have clearly highlighted that collaboration, integration, and the strength of the relationship between the RCMP and HRP is deteriorating. The events of the Mass Casualty Incident on April 20, 2020 and the subsequent proceedings have likely contributed to additional strain between the two services.

The current policing model is not integrated. Despite what might be commonly perceived in the community - the HRP and RCMP do not operate in an integrated policing model. HRM currently has a dual policing model, meaning two services operating in parallel as discrete service providers. The gap between what

stakeholders expect in the policing model and what exists today is vast - significant transformation is needed to bridge that gap.

Observations from the current state highlight the degree of separation clearly: Leadership is disconnected and does not provide a consistent operational strategy. The HRP and the RCMP are two distinct and independent police services with separate governance structures. They have their own distinct and independent operating models (people, process/procedures, strategy etc). They do not offer services in the same way or have the same standard operating procedures. There is little to no coordination of resources and limited interoperability.

The root cause of many challenges in the current policing model is the presence of two distinct police operating models in HRM. Globally, policing models are modernizing by increasingly focusing on partnerships, collaboration, and integration. Communities are rethinking services to more effectively meet complex public safety needs and effectively deliver positive outcomes to people being served. There has also been a clear shift toward transparency and accountability in governance models. Throughout this Study, stakeholders have been clear that an integrated approach, improved transparency, accountability, and consistent, responsive service must be prioritized. It is also clear that services should reflect the needs and wants of communities.

There are two paths that HRM can take to transform the current disconnected dual policing model into a modernized, responsive policing model that meets the needs of HRM and its communities:

1. Adopt a single agency model of policing in HRM.
2. Adopt an integrated operating model (HRP /RCMP) in HRM.

It is recommended that HRM develop an integrated operating model for police services that is focused on providing consistent and responsive services and integrating with the broader public safety ecosystem.

An integrated operating model requires the implementation of four pillars of transformation:

1. Strengthening governance and reimagining the role of the Board of Police Commissioners.
2. Integrating leadership and strategic functions.
3. Creating municipally led community response capacity.
4. Implementing fully integrated services, through a newly developed (future state) operating model.

This transformation will require significant effort and strong, values driven leadership but should have a major impact on public safety moving forward by:

Strengthened governance and accountability to communities through streamlined governance and a reimagined role of the Board of Police Commissioners.

Implementation of a fully integrated model of police service delivery by coordinating, integrating and standardizing policing, services in HRM under common policies and standard operating procedures.

Community capacity for community-led services in response to non-criminal, wellbeing and outreach services to address root causes of crime and disorder and utilizing a spectrum of response options aligned to service needs, risk, and outcomes.

Formally integrated leadership of the HRP and RCMP with shared management and strategic functions including continuous improvement, performance management and communications.

What does an integrated operating model look like? The recommended model of policing can be

implemented while maintaining or reducing total costs of public safety in HRM. The recommended model presents an opportunity to truly transform public safety to deliver improved consistency, responsiveness and standards of service across HRM and improve transparency and accountability to the community. It will also allow HRM to create capacity to address the root causes of crime, social disorder, victimization and protect vulnerable people through proactive and outcomes-focused services to respond to the full spectrum of community safety needs in HRM.

BACKGROUND

HRM has had the dual policing model since amalgamation in 1996. There have been a series of policing reviews commissioned to review the structure and operations of the two service providers resulting in areas of integration, data sharing, integrated dispatch and record keeping. As noted in the Executive Summary, this review was undertaken in parallel to the Mass Casualty Commission (MCC), the Provincial Policing Standards review, the renewal of the HRM Public Safety Strategy and the ongoing work of the Halifax Board of Police Commissioners Defunding the Police Report. The Public Safety Strategy was approved by Council on March 7, 2023, and the MCC final report and recommendations were released publicly on March 30, 2023 and now can be reviewed in concert with this report and recommendations.

DISCUSSION

The approval of the Public Safety Strategy by Council, the release of the Mass Casualty Commission recommendations and now this report has created an opportunity to look at how each of these can contribute to the creation of a future model of policing for Halifax and by extension the Province of Nova Scotia. With the level of interconnection, it is felt that the prudent next steps would be to engage the Board of Police Commissioners, the Province of Nova Scotia, the RCMP and Halifax Regional Police in working through the various recommendations and responses that would contribute to the building of the potential implementation plan and return with that plan to Council for their direction.

The implementation plan would also include additional detailed costing, risks and potential options.

FINANCIAL IMPLICATIONS

There are no immediate financial implications with the recommendation. Once the implementation plan is completed, there may be additional costs and options that will be brought forward for consideration at that time.

RISK CONSIDERATION

As previously noted, this report was created in parallel to other major reports and has not been reviewed in concert with those other pieces or work or with the direct involvement of the Province of Nova Scotia. This risk can be mitigated with a thorough collective review and active involvement of the Province.

COMMUNITY ENGAGEMENT

The PwC report utilized an Envisioning Process which posed a series of questions to stakeholders around the following topics:

Priorities: How would you describe the most desirable future of policing? What outcomes are most important in the future model? What changes are required?

Key Successes: Regardless of the model, what are some of the key success factors that must be

in place for it to be considered successful?

Services & Capabilities: What capabilities does the future model of policing need to be successful? What should the future policing model be able to do to support effective services or improve the way the model functions?

Critical Workforce Traits: What are the key workforce traits of the future model? What values should the workforce demonstrate? How should the workforce interact with the community?

Partnerships & Collaboration: What opportunities exist for formal and informal partnerships? How should the future policing model enable partnerships with the broader community safety ecosystem?

Governance: How would you know the future policing model is accountable to the community? What do you want to see included in the future governance structure?

The process was a combination of virtual meetings, online polling and review of other reports that contained the result of other consultative processes which included the following:

Public Safety Strategy 2018-2022: Making Halifax a safe place to live, work learn and play
Halifax, Nova Scotia: Street Checks Report (March 2019)
Policing Resource Review: Partners in Policing
HRP & RCMP Budget and Business Plans
Framework for Anti-Black Racism Strategy and Action Plan Development
HRM Diversity & Inclusion Framework
Defunding the Police: Defining the Way Forward for HRM

ENVIRONMENTAL IMPLICATIONS

No environmental implications were identified.

ALTERNATIVES

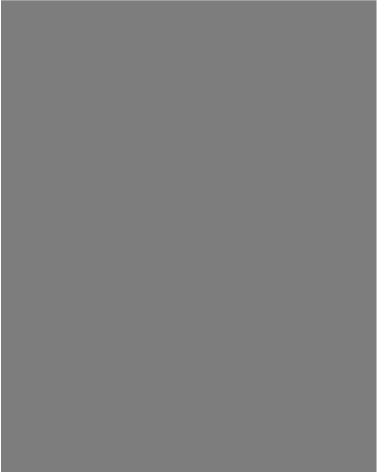
Regional Council could choose not to approve the recommendation.

ATTACHMENTS

Attachment 1 HRM Future Policing Model Recommendations
Attachment 2 HRM Jurisdictional Scan
Attachment 3 HRM Current State Analysis & Cost Model
Attachment 4 HRM Blueprint Report
Attachment 5 HRM Balanced Scorecard Report
Attachment 6 HRM Policing Model Transformation Roadmap
Attachment 7 HRM Future Policing Model Summary Report

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

Report Prepared by: Bill Moore, Executive Director of Community Safety, Phone 902-943-0207



Halifax Regional Municipality

Policing Model Transformation Study: **Future Policing Model Recommendations**

November 2022



Acknowledgements

The HRM Policing Model Transformation Study has had significant contributions from a number of individuals and stakeholders which have been essential to developing the recommendations presented in this document.

The Policing Model Transformation Study would like to thank the following people and organizations for their contributions:

HRM Policing Model Transformation Study Subject Matter Specialists:

- Vince Hawkes, COM, Director, Global Policing, International Association of Chiefs of Police
- Bruce Chapman, Former President of the Police Association of Ontario

Policing Model Transformation Advisory Committee:

- Lindell Smith, Chair Halifax Board of Police Commissioners
- Hayley Crichton, Executive Director, Public Safety and Security, Nova Scotia Department of Justice
- Caroline Blair-Smith, Deputy Chief Administrative Officer, Corporate Services, Halifax Regional Municipality
- Tracey Jones-Grant, Managing Director, Diversity and Inclusion, Halifax Regional Municipality
- Amy Siciliano, Public Safety Advisor, Office of the CAO, Halifax Regional Municipality
- Conor O’Dea, Senior Policy Advisor, Halifax Regional Municipality

HRM Policing Model Transformation Study Lead:

- William (Bill) Moore, O.O.M

Halifax Regional Police Service with special thanks to:

- Dan Kinsella, Chief of Police, Halifax Regional Police
- Neera Ritcey, Director, Corporate Affairs Division, Halifax Regional Police

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- Sheila Serfas, Criminal Intelligence Analyst, RCMP

The HRM Policing Model Transformation Study would also like to acknowledge the contributions of stakeholders who participated in stakeholder engagement sessions or provided written submissions to this study.

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Executive Summary



Executive Summary

Halifax Regional Municipality (HRM) is studying how to transform the policing model in order to build a model that:

- Improves the quality and effectiveness of police services and standards and;
- Integrates the policing model more effectively into the broader community and safety wellbeing ecosystem.

This report provides a recommendation for a future model of policing that is tailored to meet the unique needs and operating environment of HRM. The recommended model is aligned with the broader public safety strategy, values identified through stakeholder engagement and the operating environment in Nova Scotia. Recommendations are also aligned with previous studies that have identified opportunities to improve the quality, consistency and integration of public safety in HRM.

Policing and public safety in HRM is very dynamic and uncertain

This is a complex and dynamic period of time for policing in Nova Scotia. The policing model in HRM and Nova Scotia more broadly is garnering significant attention from the public. There is pressure to transform the way policing services are delivered and costs are increasing at rates that exceed the Consumer Price Index. Taxpayers are facing increasing concerns about affordability.

Notably, this study has occurred in parallel with the ongoing Mass Casualty Commission (the Commission) which is conducting an independent public inquiry to examine the April 18-19, 2020 Mass Casualty Incident in Nova Scotia. The findings of the Commission are unknown at this time but will likely have significant implications for policing in HRM and Nova Scotia.

At the same time, the Department of Justice is completing a review of the province's policing standards. That process is also likely to impact the policing operations and requirements in HRM.

The HRM Public Safety Strategy is also under renewal. The renewed Strategy is focused on community based approaches to safety and reimagining responses to health and social services.

The relationship between the HRP and RCMP is being challenged

It has been noted consistently in this study and the proceedings of the Mass Casualty Commission that the relationship between the RCMP and the Halifax Regional Police (HRP) is becoming increasingly strained resulting in an increasing safety risk profile.

The proceedings of the Commission and stakeholder interviews completed as a part of this study have clearly highlighted that collaboration, integration, and the strength of the relationship between the RCMP and HRP is deteriorating. The events of the Mass Casualty Incident on April 20, 2020 and the subsequent proceedings have likely contributed to additional strain between the two services.

The current policing model is not integrated

Despite what might be commonly perceived in the community - the HRP and RCMP do not operate in an integrated policing model. HRM currently has a dual policing model, meaning two services operating in parallel as discrete service providers. The gap between what stakeholders expect in the policing model and what exists today is vast - significant transformation is needed to bridge that gap. Observations from the current state highlight the degree of separation clearly:

- The HRP and the RCMP are two distinct and independent police services with separate governance structures
- They have their own distinct and independent operating models (people, process/procedures, strategy etc)
- Leadership is disconnected and does not provide a consistent operational strategy
- They do not offer services in the same way or have the same standard operating procedures
- There is little to no coordination of resources and limited interoperability

The root cause of many challenges in the current policing model is the presence of two distinct police operating models in HRM.

Executive Summary

Globally, policing models are modernizing by increasingly focusing on partnerships, collaboration and integration. Communities are rethinking services to more effectively meet complex public safety needs and effectively deliver positive outcomes to people being served. There has also been a clear shift toward transparency and accountability in governance models.

Throughout this Study, stakeholders have been clear that an integrated approach, improved transparency, accountability, and consistent, responsive service must be prioritized. It is also clear that services should reflect the needs and wants of communities.

There are two paths that HRM can take to transform the current disconnected dual policing model into a modernized, responsive policing model that meets the needs of HRM and its communities:

1. Adopt a single agency model of policing in HRM
2. Adopt an integrated operating model (HRP / RCMP) in HRM

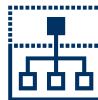
It is recommended that HRM develop an integrated operating model for police services that is focused on providing consistent and responsive services and integrating with the broader public safety ecosystem.

An integrated operating model requires the implementation of four pillars of transformation:

1. Strengthening governance and reimagining the role of the Board of Police Commissioners
2. Integrating leadership and strategic functions
3. Creating municipally-led community response capacity
4. Implementing fully integrated services, through a newly developed (future state) operating model.

This transformation will require significant effort and strong, values driven leadership but should have a major impact on public safety moving forward.

What does an integrated operating model look like?



Strengthened governance and accountability to communities through streamlined governance and a reimagined role of the BoPC



Formally integrated leadership of the HRP and RCMP with shared management and strategic functions including continuous improvement, performance management and communications.



Community capacity for community-led services in response to non-criminal, wellbeing and outreach services to address root causes of crime and disorder and utilizing a spectrum of response options aligned to service needs, risk, and outcomes



Implementation of a fully integrated model of police service delivery by coordinating, integrating and standardizing policing, services in HRM under common policies and standard operating procedures

The recommended model of policing can be implemented while maintaining or reducing total costs of public safety in HRM.

The recommended model presents an opportunity to truly transform public safety to deliver improved consistency, responsiveness and standards of service across HRM and improve transparency and accountability to the community.

It will also allow HRM to create capacity to address the root causes of crime, social disorder, victimization and protect vulnerable people through proactive and outcomes-focused services to respond to the full spectrum of community safety needs in HRM.

Background & Methodology



Project Background & Approach

Background to the Policing Transformation Study

Halifax has a distinct policing model consisting of their own municipal police, HRP, as well as the RCMP. The municipality is currently in the midst of a policing model transformation study to provide a recommended future model of policing that will:

1. Improve the quality and effectiveness of the police's service, standards and delivery within HRM; and
2. Better integrate policing with the broader community safety and wellbeing ecosystem

The municipality contracted PricewaterhouseCoopers LLP, an independent contractor, to deliver this study of the policing model to be completed in late 2022.

Project Approach

The objective of the Study is to provide Regional Council and the BoPC an evaluation of the current dual policing model in HRM, identify the most appropriate future model, and develop a roadmap to achieve the desired future state. The approach to completing the Policing Model Transformation Study is based on 5 distinct phases of work:

1.

Establish Values

Engage stakeholders to envision the most appropriate 'future state' while establishing the values for the model

2.

Evaluate the Current State

Develop Current State based on data gathered from HRM/HRP/RCMP. Develop an evaluation framework to conduct the Current State Assessment

3.

Define the Future Model

Develop a recommended future policing model that will improve consistency, standards of service and integration with the community safety ecosystem

4.

Create an implementation roadmap to the desired model

Develop a roadmap to the future state with timelines, milestones and key activities required for a successful transition

5.

Develop an Evaluation Framework

Create a framework to guide understanding of potential outcomes and impacts of the desired model e.g. outlining metrics and key decision points

Approach and Methodology

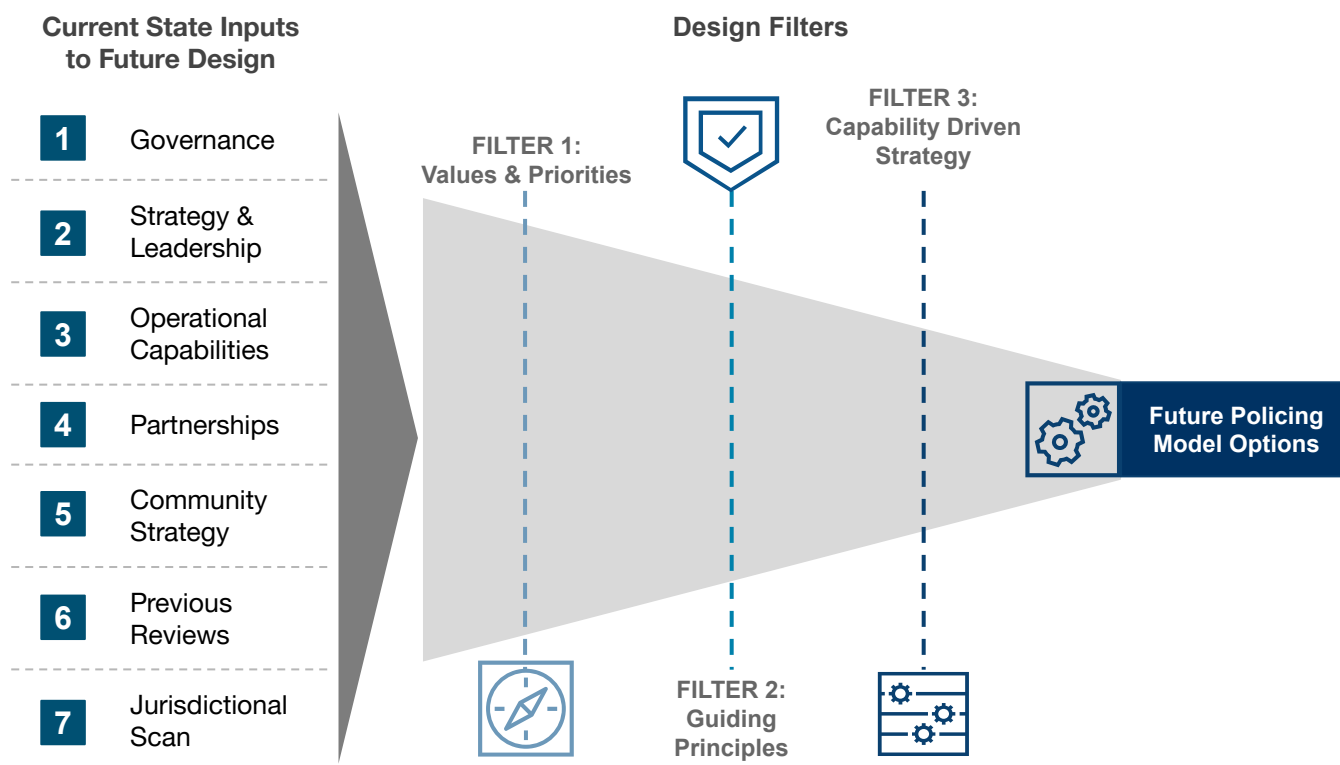
Overview of the Approach to Future Policing Model Design

The development of a recommended policing model builds on information, engagement and analysis completed during the first two phases of the HRM Policing model transformation study. Phase 1 and 2 of the HRM Policing Model Transformation focused on:

- 1) Engaging broadly with stakeholders to define values, guiding principles and priorities for the future policing model
- 2) Documenting and understanding the current structure, operations, costs and environment of policing in HRM

The first two phases of the study provided essential inputs and filters which combined with the capability-driven strategy methodology allow for the development of the recommended future model. The visual map provided below provides a high level overview of the process utilized to develop the recommended future model. A more detailed description of each element follows the visual representation.

Figure A: Approach to High Level Model Design



Overview of Values & Guiding Principles

Filter 1: Values

Well-defined and agreed-upon values act as the “organizational DNA” that permeates across all mindsets, dealings and behaviours of the future policing model. These values will provide guide the future policing model by providing a shared purpose and expectations.

The ability of a future policing model to articulate and effectively live by its values will determine how much trust communities have in their police service. **The values described below are intended to be reflected and embedded throughout the recommended model presented in this document.**

Summary of the Future Policing Model Values



**Accountable
&
Transparent**



**Representative,
Diverse &
Inclusive**



**Preventative
& Proactive**



**Collaborative
& Integrated**



**Community
Centric**



**Outcomes
Focused**



**Engagement
Driven**



**Procedurally
Fair**



**Efficient &
Responsive**



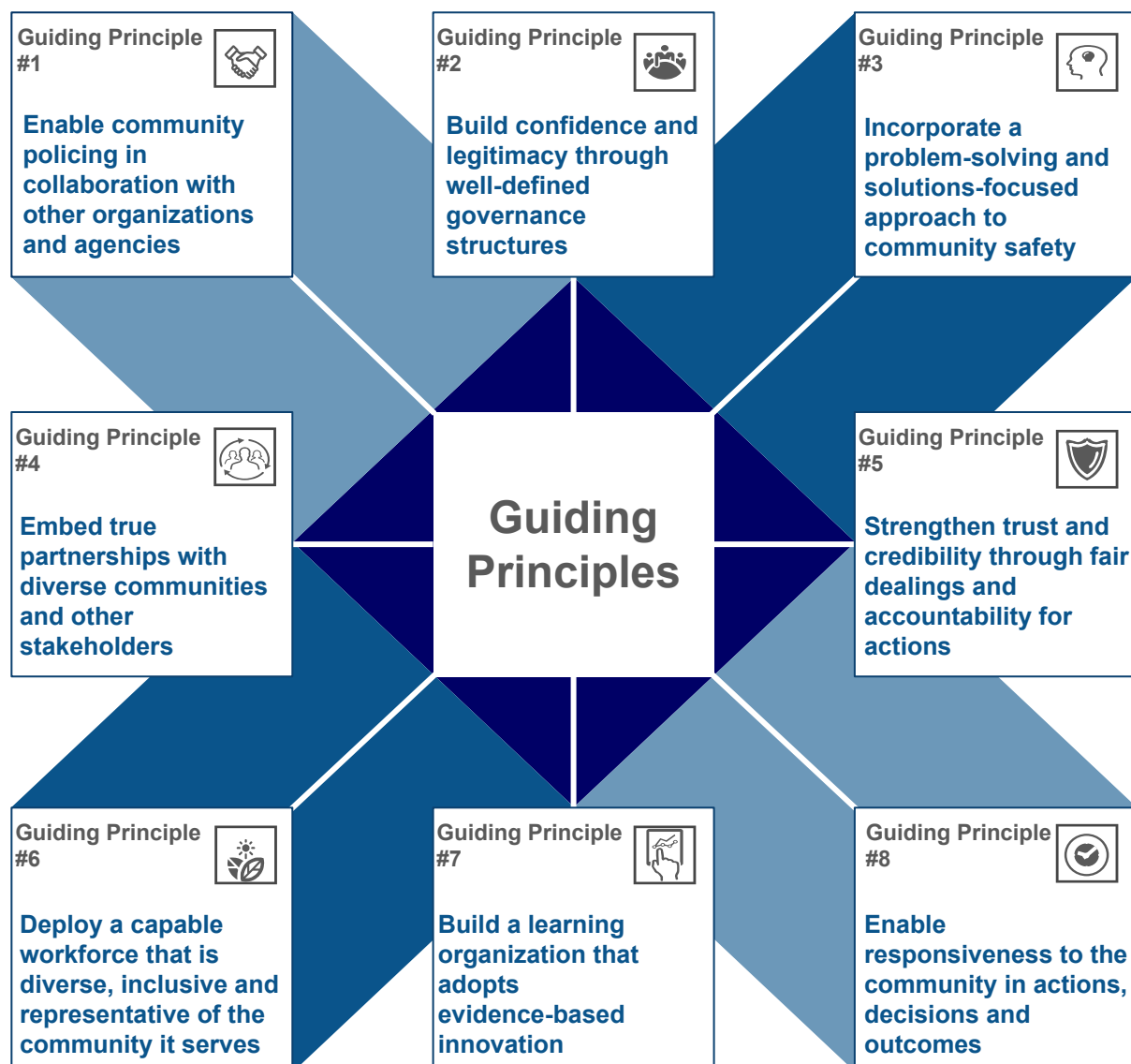
**Evidence
Led & Data
Driven**

Overview of Values & Guiding Principles

Filter 2: Guiding Principles

The Guiding Principles flow from the Values and articulate how the values will be applied in practice to a future policing model as it seeks to inform design choices and develop the future model. Guiding Principles are general rules and guidelines that inform and support the way in which the future model will fulfil its values.

The Guiding Principles set out a framework that were used to repeatedly test and validate the future model recommendations and establish high level outcomes.



Filter 3: Capability Driven Strategy

Innovative and leading policing organizations globally are turning to capability driven models to restructure and transform services.

This approach focuses on maximizing resources by ensuring capabilities are aligned with outcomes, are accessible where they can have the most impact, and delivered by resources with the skill and expertise required.

Examples of services adopting a capability driven lens include the Australian Federal Police and the UK National Police Chiefs Council Specialist Capabilities Program that are being transformed to deliver value for money, sustain public safety outcomes, and align services with expectations of the public. The key to achieving this is the recognition that capabilities can and should be prioritized, deprioritized and distributed to maximize how resources are used and the ability of the policing services to achieve sustainable outcomes for the communities being served. .

In order to a rapidly changing population, the HRM cannot become a static organization and must continue to evolve its scope, structure, services and capabilities that fall into its mandate. This is necessary to address the dynamic nature of public safety and the evolving needs and expectations of citizens.

The policing model in HRM must be able to manage and deal with present public safety challenges but also respond to future needs with agility. Capabilities must be aligned to support future operational challenges as an imperative to delivering high levels of service in community policing and building public trust.

The policing model has to be examined in the context of a network of organizations who all operate within the continuum of public safety in HRM to provide various services relating to public safety, protecting vulnerable people, crime reduction, health and well-being of citizens and communities and law enforcement.

What is a “capability” in the context of a policing model?



A **particular ability** or capacity that a business may possess to **deliver a specific service and to achieve a specific purpose** or outcome. It is the combination of resources that give the enable the ability to undertake a particular action

Why does a capability-led model make sense for policing?



A **capabilities view leads to a ‘networked’ approach** whereby capabilities are developed across organizations. The best elements of policing are maintained, and services are connected to **increase effectiveness, efficiency, and sustainability**



This approach views the policing model as a group of linked and complementary capabilities. In order to address the root causes of crime and disorder and deliver sustained public safety outcomes policing models must be built to be a part of an ecosystem of public safety that is linked.



Capability-driven models are based on the idea that the policing model should have access to all the capabilities needed but **focuses on thinking about who and how services are provided to minimizing silos and maximizing resources** including the breadth of expertise, infrastructure and people available in the ecosystem of public safety.

External Factors and Other Considerations

The current environment in HRM is very complex

The current policing and public safety environment in Halifax is complex and with a significant degree of uncertainty as compared to normal conditions in most policing environments in Canada. There have been and are currently a number of significant events and developments in policing in Nova Scotia and HRM that are important context that must be considered in conjunction with the findings and recommendations presented in this report.

A discussion of some of these events and developments is presented below

Mass Casualty Commission



The Mass Casualty Commission (the Commission) is an independent public inquiry created to examine the April 18-19, 2020 Mass Casualty Incident in Nova Scotia and to provide meaningful recommendations to help keep communities safer. On October 21, 2020 the Government of Canada and Province of Nova Scotia each issued an Order in Council (OIC) officially establishing the Commission and announcing the appointment of the three Commissioners and the beginning of this important work.

Many of the document submissions, reports and testimonies provided to the Mass Casualty Commission provide important context related to the overall policing environment in Nova Scotia and to a lesser degree to the environment in HRM. There have been a number of connections and parallels between the Commission and the Policing Model Transformation Study that have emerged in the Commission proceedings in recent weeks. Some of these connections and parallels include:

- Key stakeholders engaged in this study from within HRM and the HRM policing model have provided testimony to the Commission during the course of this study including Dan Kinsella, Chief of the HRP and Chief Superintendent Darren Campbell who was the support Services Officer for the Nova Scotia RCMP during the Mass Casualty Incident. This study itself has been referenced in testimony throughout the Commission to-date. The testimonies provided have highlighted the lack of integration between the RCMP and HRP and the potential impacts on public safety. This was particularly evident and prominently discussed by Chief Kinsella in his testimony to the Commission on August 25, 2022.
- The interoperability and connectedness of the policing services in Halifax has been discussed at great length and has been emphasized in testimony and document submissions as a significant consideration for the future of policing in Nova Scotia. This has been a consistent theme with regards to several elements of the major incident response but was also a topic of discussion in terms of some of the integrated units within HRM including the Criminal Investigations Division of HRP and RCMP which is perceived to be the most integrated unit within policing in HRM. Testimony clearly highlighted a significant degree of challenge and deteriorating relationships within that unit including the withdrawal of RCMP resources from the unit.



The current environment in HRM is very complex

Mass Casualty Commission cont'd

- Public trust in the policing model, and particularly in the RCMP in Nova Scotia, has been significantly impacted as more information has emerged on the events of the Mass Casualty Incident in April 2020. The impact of this decreasing trust has been widely discussed both during the Commission proceedings and publicly in the press surrounding the commission.
- The uncertainty of the Commission and its potential findings has been a consistent element that has been raised by stakeholders engaged as a part of this Study. The uncertainty with the potential outcomes of the Commission creates complexity in developing recommendations for a future policing model in HRM. There is a significant risk to the credibility of the findings of this study given the differences in mandate. The focus of this Study relates specifically the policing model in HRM and while the broader community safety ecosystem was considered there is no feasible way for this policing model to be fully aligned with recommendations that will likely impact the whole of policing in Nova Scotia including within HRM.

Ongoing Initiatives from Department of Justice



In Canada, policing is an area of provincial responsibility; as such, the Government of Nova Scotia is responsible for determining the policing standards. Provinces are responsible for setting their own standards and can choose to form their own police service or contract policing services with the RCMP via Public Safety Canada, or via a provincial police service, as relevant.

Although the Nova Scotia Police Act makes the province responsible for the policing standards and gives it the option to create a police service, municipalities are responsible for providing those services according to those standards.

In parallel to the completion of this study, the Nova Scotia Department of Justice is reviewing the policing standards that are in place for all police services in the province. All police services, including the RCMP and HRP, must adhere to these standards and every municipality must have the ability to provide adequate police services according to those standards or have access to those services provided by another police service according to those standards.

The change to police standards could significantly impact both HRP and RCMP operations and has been a consistent concern raised by stakeholders engaged throughout this study. Policing standards and consistency has been a major theme that has emerged in stakeholder engagement and is documented in the HRM Policing Model Transformation Study values and guiding principles described later in this document.

The DoJ is also currently reviewing the Additional Officers Program. The impact of that review on resourcing in HRM is not clear at the time this report was written and may have significant impact on the HRP and RCMP.

The current environment in HRM is very complex

Complex & Changing Relationships Between HRM, HRP & RCMP



The dynamic and relationship between the Municipality, the HRP and the RCMP in the context of HRM specifically is complex. These three relationships have changed and evolved over time but these changes have certainly been accelerated by recent events, including the Mass Casualty Incident from April 2020.

Throughout the course of this study, it has been noted that the strength of the policing model in HRM and the connection between the HRP and RCMP is reliant on personal relationships. As different individuals have rotated into and out of different roles within the HRP and RCMP, the relationship between the two has been impacted. This dependency on personal relationships, anecdotally, continues today.

Testimony and documentation provided as a part of the Mass Casualty Commission proceedings has publicly highlighted a sometimes strained relationship between the HRP and RCMP particularly. Stakeholders have stated that the relationship between the two services has deteriorated substantially over the past few years. This deterioration of the relationship preceded the Mass Casualty Commission proceedings. The leadership of both services have likely contributed to this decline in trust and collaboration.

The relationship between the two services is a substantial consideration for HRM moving forward. This relationship is in need of reparation regardless of the recommendations this document provides to HRM. The reality of policing in Canada, and even more so in HRM, is the RCMP will be a partner in policing and will be relied on in the future for various services outside the role they play in municipal policing. Their responsibilities in federal policing and as the police service provider for provincial policing and municipal policing across Nova Scotia demands that investment is made in rebuilding and strengthening this partnership. There are significant implications to public safety in HRM if these two services do not improve and invest in their partnership.

Within HRM, the municipal leadership's relationship (Council and Administration) contributes to the dynamic within HRM. The relationship structurally between HRM and the HRP will always be of a different nature than the relationship between HRM and the RCMP. However, this difference in relationship is further exacerbated by the HRP being included differently as a part of strategic leadership for the municipality. It has been noted through this study that the RCMP representatives are not included in HRM Senior Leadership meetings and processes despite the presence of other Emergency Services, including HRP, and other department leaders.

The municipality has a role to play in establishing a new expectation and standard for relationship building between the two services. Furthermore, the municipality can and should take the lead in rebuilding the trust and relationship between the two services and administration.

Nova Scotia Chiefs of Police Association voted to relegate the RCMP's membership, meaning it no longer has a vote which further highlights the strained relationships that exist between police services in Nova Scotia.

The strength and health of these relationships directly impacts public safety and trust in the police and policing model in HRM and Nova Scotia.

The Current Policing Model in HRM

The current model of policing is not integrated

In an integrated policing model two or more police services would operate together as a single entity. The badge or uniform makes no difference to how services are provided - all services are coordinated, standardized and governed in the same way.

Despite what might be commonly perceived in the community - the HRP and RCMP do not operate in an integrated policing model. The key components of an integrated operating model do not exist and are not utilized within HRM by the HRP and RCMP.

The current policing model was not designed to be an integrated model. It was built to primarily maintain the status quo policing model that existed prior to the amalgamation of municipalities - the municipality amalgamated but the policing services continued to operate in the same way. The police services in the Region operated independently prior to amalgamation and continued to operate independently after amalgamation.

HRM has made some critical investments to enable a future integrated model that would critical enablers for an integrated policing model including integrated PSAPs, dispatch and records management systems.

HRP and RCMP did implement the Criminal Investigations Division which is intended to be an integrated unit. However, there is significant evidence that the CID is not fully integrated. The units, teams and structure of the HRP and RCMP CID units are not consistent and report to different leadership.

From the highest level of governance down through leadership and operations there is virtually no integration within the current policing model.

What characteristics would be present in an integrated operating model of policing?

There are a number of characteristics that are expected in highly integrated service models:

- Consistent accountability and governance structures
- Shared strategy, priorities and outcomes
- Formalized integrated leadership structures
- Coordinated day to day and specialist operations with full interoperability
- Common policies, standard operating procedures and practices
- Shared or joint training programs with shared curriculums
- Joint information, records and communications systems
- Common executive level functions such as professional standards bureaus

These elements are not present within HRM today with the exception of the joint information, records and communication systems. The policing model in HRM cannot be considered to be integrated in any meaningful way as it is presently designed and operating.

HRM has a dual policing model today

HRM currently has a truly dual policing model. The RCMP and HRP have totally distinct operating models that are independent of each other. They have different approaches to people, processes, services, and enablers.

There appears to be a perception that the HRP and RCMP operate in an integrated model today. However, the data and documents provided, combined with stakeholder engagement show otherwise. The picture painted by this information shows that the current policing model consists of two distinct police organizations providing services independently of each other within HRM.

In addition to operating independently of each other, the HRP and RCMP engage and interact with HRM administration inconsistently. The two police services interact differently with HRM leadership in strategic planning or leadership capacities. Additionally, HRP and the RCMP are not collaborating with the Public Safety Office or other municipal departments as it relates to opportunities within operations or service delivery.

Ultimately, the current policing model in HRM is fragmented and inconsistent. The following section provides a summary of observations from the current state report which documents the disconnected nature of the current policing model.

Overarching Current State Observations

- The HRP and the RCMP are two distinct and independent police services with little to no coordination or integration.
- They have their own distinct and independent operating models
- Leadership is disconnected and does not provide a consistent operational strategy
- They do not offer services in the same way or have the same standard operating procedures
- The integration between the two organizations was never strong but has deteriorated in recent years
- There is little to no coordination of resources and limited interoperability

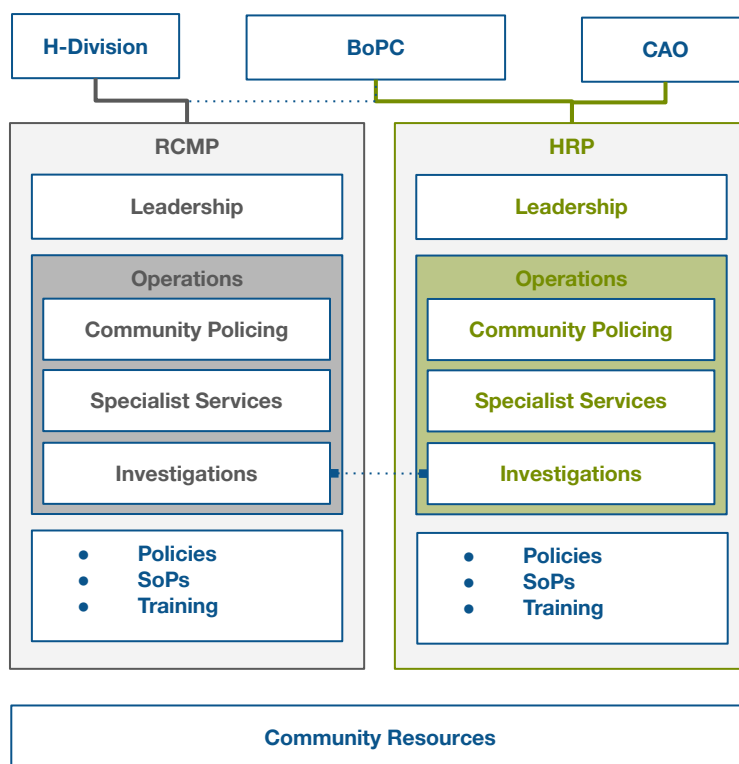
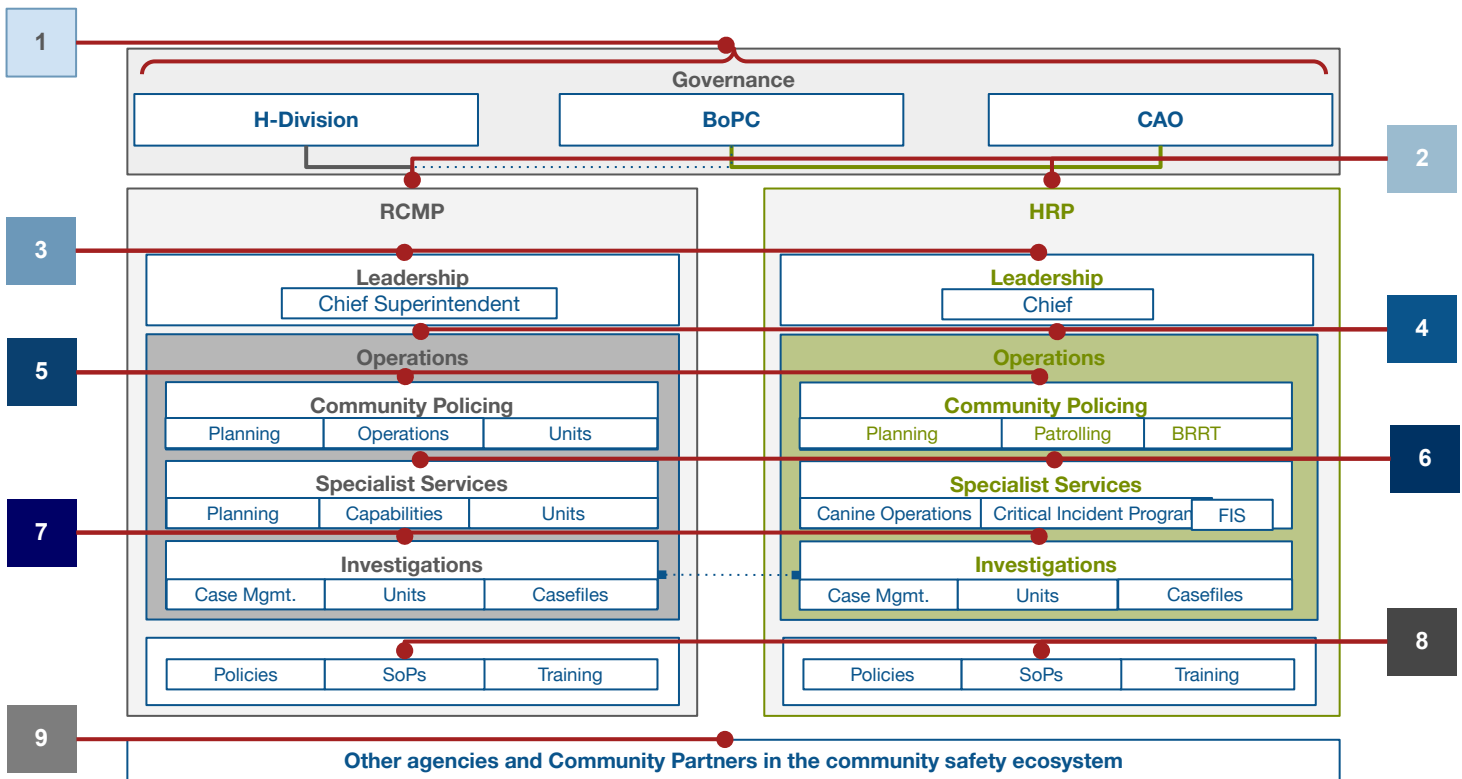


Figure B: Summary of Current State Operating Model

Overview of the Current Policing Model



Description of Current Policing Model

- 1 The two police services are not accountable to the same bodies. HRP is directly accountable to HRM and the Board of Police Commissioners. The RCMP is accountable to H-Division, Public Safety Canada and the Department of Justice.
- 2 The RCMP and HRP each have their own strategic and operational plans that are not connected. Additionally, the two agencies do not interact with HRM in the same capacity in ELT or strategic planning meetings
- 3 There are no formal joint executive leadership structures or joint management of core capabilities such as community policing or specialist services.
- 4 Operations are inconsistent, uncoordinated and siloed between each service with limited interoperability capabilities between the two services as a result of different policies, standard operating procedures and practices.
- 5 Community policing deployment planning is done independently with no coordination of resources. Members of the RCMP and HRP provide cover for each other on an as needed basis. Community members experience inconsistent services between the two agencies for identical calls for service as a result of different policies and procedures
- 6 Specialist services e.g. canine teams, forensic teams etc. are duplicated, operate in silos and have limited interoperability. There is limited or no coordination of specialist units and both agencies have vastly different capabilities that are not intentionally complementary to reduce duplication or improve range of services available
- 7 CID's functions and operations have limited integration. Both services have their casefiles split based on geographical boundaries. Capabilities are not shared across HRP and RCMP CID units effectively. The case management function is not integrated between services.
- 8 There are no common policies, standard operating procedures or practices between the HRP and RCMP. There are different standards of service within each organization. Citizens experience different levels of service depending on location. Interoperability is inhibited by different procedures and limited or no joint training programs.
- 9 HRP and RCMP both have either different, duplicative or inconsistent community partnerships e.g. programs like CART by the RCMP are siloed in how they were developed and how they are being run. There are dozens of duplicated agreements across both services. Partnerships are managed with inconsistent practices and standards

Current State Structural Observations

Structural Observations relate to the overall structure of both police services, including existing structural elements such as joint management structures, embedded capabilities and structural integrations.



The siloed nature of the current policing model is reflected in the organizational structures of both police services. There is a noted lack of structural connection, such as defined roles or units, between the two organizations, which would support a more integrated approach to service delivery.

There are significant differences and inconsistencies in the structural makeup of the two organizations. Some key observations include:



There is no formalized joint leadership structure or formalized connection between leadership or management of each service.



There are inconsistent services/capabilities and units across the RCMP and HRP.



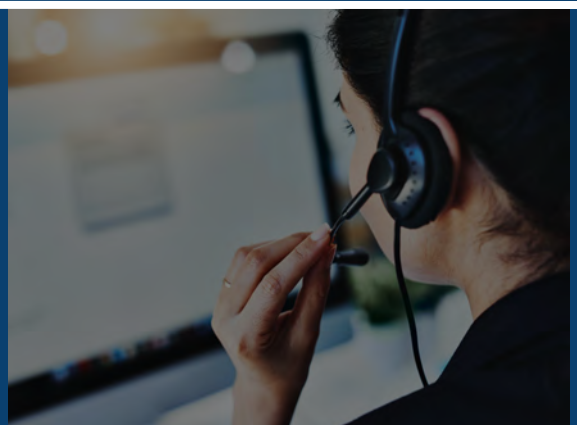
There are no structural integrations between the two services and no dedicated roles or units to facilitate integrated services or coordination of service.



No shared functions such as professional standards, functional leads, or continuous improvement capabilities to drive consistency between services.

Current State Service and Deployment Observations

Service and Deployment observations centre around how the two police services deliver services, allocate and deploy resources, train officers and their operating procedures in the current model.



It is observed that interoperability between the two services is limited. It is noted that there are no current practices which reflect interoperability being prioritized or supported. The two services operate with limited consideration given to needs outside of their own jurisdictions and detachments.

Other observations relating to services and deployment are:



Deployment of resources is not coordinated and the two services operate with limited consideration given to needs outside their own jurisdiction.



There are no current practices to prioritize interoperability or coordinated operations.



There are different training programs between the two services with different curriculums and standards (both meet provincial standards).



There are not consistent standard operating procedures or policies between the two services and there is limited or no cross training or rotations of resources.

Current State Governance & Leadership Observations

Governance and leadership observations relate to accountability structures in place for both organizations, including leadership, governance, performance management, and oversight in the current policing model



The dual policing model inherently introduces complexity into effective governance from an overarching model wide perspective as well as at the community level across HRM. Leadership between the HRP, RCMP and HRM are not aligned and integrated and do not provide a consistent and integrated operational strategy.

Some key governance and leadership observations from the current state are:



HRP and RCMP are not accountable in the same way to the same stakeholders. Furthermore, they are each accountable to multiple different stakeholders across jurisdictions (Halifax and Ottawa).



Performance management of the leadership is not completed using the same processes by the same stakeholders.



The leadership between the two services do not collaborate in delivering on shared community centric outcomes.



The complaints receipt mechanisms and adjudication is not consistent between HRP and the RCMP.



The inclusion of the HRP and RCMP in strategic planning and leadership within the broader municipality is not consistent.



Performance objectives and reporting is not consistent between the two services

Current State Partnerships & Integrations Observations

Partnerships and Integration Observations relate to existing formal and informal and partnerships and integrations within the community safety ecosystem in the current model of policing.



The Halifax District RCMP and HRP have many informal and formal partnerships with different HRM organizations. In many cases, both the HRP and Halifax District RCMP have these formal/informal agreements with the same organizations, resulting in duplicated agreements, which are not consistent between the HRP and RCMP and are not managed with consistent practices or agreements.

It is apparent that there are minimal integration points across the community safety ecosystem at this time, with minimal partnerships in general. Here are some key observations:



Multi-agency approaches to service delivery are limited. MHMCT is the only prominent example of external partnerships, with no other formal meaningful partnerships.



There is no integrated protocol defined for responding to an emergency event between the two services.



There are a number of organizations who are partners with both the HRP and RCMP independently and are not managed with consistent practices or agreements.



HRP, RCMP and other stakeholders highlighted the need and opportunity for further partnership and integration as significant opportunities for improvements in service delivery.

What did stakeholders say?



What did we hear from Stakeholders?

Through a series of virtual workshops, interviews and written engagement, there were a number of key themes that emerged from internal and external stakeholders in HRM. These themes were also aligned with stakeholder contributions from other reports such as the Halifax Street Checks Report (2019), Defunding the Police: Defining the Way Forward in HRM (2019) and Framework for Anti-Black Racism Strategy and Action Plan Development (2021). Several of the key themes that emerged from the completed stakeholder are described below:

1

Transformational Change

“ There is an opportunity to truly reimagine a holistic model of community safety that is focused on outcomes for the community and individuals

Stakeholders expressed a strong desire for transformational change that does not just tweak around the edges, but rather redefines how the community safety ecosystem interacts in HRM

2

Redefining Services

“ We need to redefine what services are provided, and how, to focus on proactive ‘upstream’ and preventative approaches

Many indicated the need to build capacity and capabilities to respond within the community and so that the police can focus on core police responsibilities.

3

True Partnership with Diverse Communities

“ Communities within HRM need to have a ‘seat at the table’ to meaningfully contribute as partners in community safety

Community-centric service delivery was a priority for majority stakeholders, who stated that services cannot be tailored to needs unless community input is consistently incorporated.

4

Collaborative Approach to Service Delivery

“ Built on a multidisciplinary approach centred on public safety and wellbeing to provide services targeted at fulfilling shared outcomes

Many emphasized the need for collaboration within the community safety ecosystem, so that each partner is aligned to a unified vision and outcomes they can strive towards.

5

Accountability & Transparency to Build Trust

“ I have no idea how the governance structure works or who makes decisions. That’s not accountable. That’s not transparent. It has to change.

Stakeholders noted the current lack of clarity around accountability structures, stating that strengthened and clarified governance is the foundation of trust in police services in HRM.

Examination of Future Policing Model Options

Two fragmented operating models delivering services within one municipality creates significant challenges.

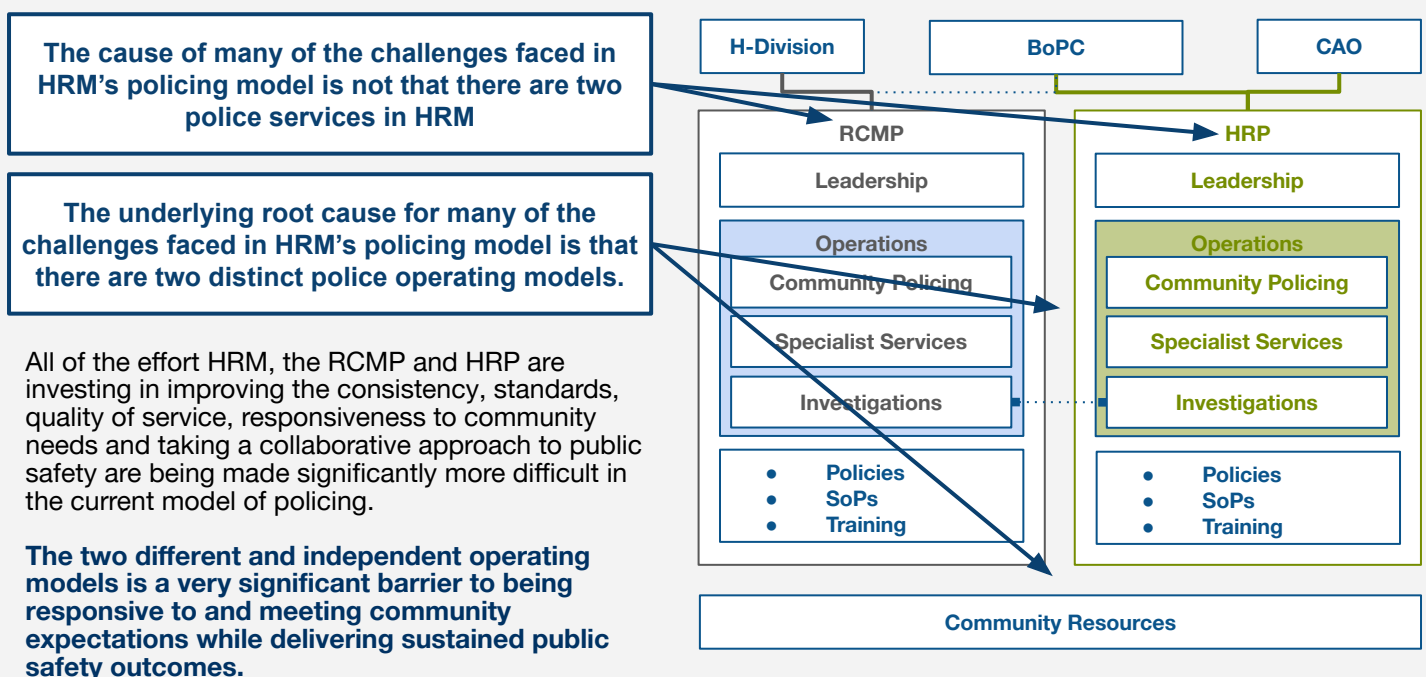
The lack of consistency, integration and the separation between the two police operating models creates significant challenges across the community safety ecosystem in HRM. As a result of two different approaches to providing police services, there is significant additional complexity introduced.

This complexity impacts the ability of either of the RCMP or HRP in delivering consistent, responsive and collaborative services as a part of an effective community safety ecosystem. In order to understand the the broader impact of this complexity, a few examples are provided to highlight the impact of this disjointed model:

There are significant impacts on consistent service delivery and standards, integrations, accountability and performance under two police operating models

- **Community members experience inconsistent services and service levels** depending on who responds to their call for service as a result of variations in standard operating procedures, training and policies
- **Integrations and partnerships must be duplicated and any collaborative service delivery must be adapted twice** to align with the differences in how HRP and RCMP provide services and operate
- **Actions taken in response to community feedback are not cascaded between organizations** - even very effective, positive actions are less impactful because those changes are only made in one organization
- **The lack of coordination and limited interoperability leads to redundancy in operations, inefficient use of resources, inhibits collaborative response and impacts public safety outcomes.**
- **Inconsistent governance and accountability structures negatively impact community centric services, efficiency and effectiveness of operations and the quality of public safety outcomes.**

The presence of two disconnected police operating models in HRM is the root cause of many of the challenges faced today.



A single, cohesive operating model is essential to enabling improvement to policing and public safety in HRM

A single, cohesive operating model is essential to improving services, standards, responsiveness and integration in the ecosystem of public safety in HRM.

There is not likely an effective, sustainable approach to improving policing or public safety in HRM that can be implemented without a cohesive and consistent policing model. The significance of the challenges inherent in continuing with two operating models in a single community would inhibit and transformation of the current model. The vision and strategy that has been defined as a part of this Study, previous reviews and studies, and as a part of the Public Safety Strategy developed in HRM necessitates a single police operating model.

There are two paths that HRM can take to transform the current independent dual operations model into a single operating model.

- 1. Adopt a single agency model of policing in HRM**
- 2. Adopt an integrated operating model of policing in HRM**

Significant transformation is required to fully realize the vision of integrated, community centric policing in HRM regardless of whether HRM implements a single agency or integrated operating policing model.

Operating with a cohesive model (either single agency or integrated services) is required for long term sustainable transformation. However, that change alone will not have the desired transformative effect on efficiency, effectiveness, responsiveness and integration with the community safety ecosystem.

What is meant by a single agency model of policing?

A single agency model, simply put, would mean that HRM would cease having two police services. Only one of the HRP or RCMP would provide services across the entire municipality.

What does a single agency model look like?

A single agency model would include a single organization providing leadership, operations and services to the whole of HRM. This may seem like the simplest way to transform the policing model but transition would require significant cost and a highly complex transition process. A single agency model would provide the greatest level of accountability to the community and the Board of Police Commissioners.

One of the police services would be responsible for providing services from all detachment locations and would likely assume the detachment locations the other service currently occupies. Significant additional resources would need to be hired or transferred over in case of a single agency model.

What is meant by an integrated operating model?

An integrated operating model of policing in HRM would include both the HRP and RCMP continuing to provide services but with a completely transformed and integrated approach to providing services in the community. In essence, the two police services would transform to operate together as a single service. This would require a significant commitment from both services with willingness to change and be jointly accountable.

What does an integrated service model look like?

An integrated operating model would require a deep examination of all aspects of the current policing model including current and future service offerings and the capabilities required to support them.

An integrated operating model requires consideration of the capabilities and opportunities for integration across the governance, leadership, strategy, sharing resources, and operations of both police services.

The two services should operate under the same policies, standard operating procedures and training programs and provide the same standard services across their jurisdictions wherever possible.

Assessing each option for future transformation

An examination of the options is required to understand the alignment with values, cost, service impacts and transformation considerations of each option.

There are a number of factors that should be considered in determining if a single agency model or an integrated operating model will drive improved outcomes and is most feasible to implement for HRM. A scorecard for to assess each alternative was developed that considers the following:

1. Alignment with Values
2. Financial & Cost Implications
3. Efficient and Effective Service
4. Transformation Considerations

Evaluation Notes for each criteria are stated in Appendix D.

Single Agency Evaluation		Integrated Model Evaluation	
Alignment with Values	Medium	Alignment with Values	High
Cost to operate	High	Cost to operate	Medium
Cost to implement	High	Cost to implement	Medium
Disruption in HRM	High	Disruption in HRM	Medium
Transformation risk to public	High	Transformation risk to public	Medium
Implementation complexity	High	Implementation complexity	High
Efficiency/Effectiveness of Service	High	Efficiency/Effectiveness of Service	High
Consistency of Services	High	Consistency of Services	High
Effectiveness of Governance Structure	High	Effectiveness of Governance Structure	High
Strength of Community Oversight	Medium	Strengthen of Community Oversight	Medium
Opportunity for Innovation and Integration	High	Opportunity for Innovation and Integration	High
Opportunity for Partnership	High	Opportunity for Partnership	High
Adaptability and Sustainability	High	Adaptability and Sustainability	High

 Alignment with Values	 Financial Implications	 Implementation Considerations	 Efficiency and Effectiveness
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Assessment Notes & Considerations

There are a number of factors that should be considered in determining if a single agency model or an integrated operating model provides the best fit in terms of cost, alignment with values, potential for improvements to outcomes and magnitude of transformation to the existing policing model for residents in HRM. In assessing the policing model options it is important to note:

1. **Similar Expected Impact to Services, Consistency & Standards:** Both the recommended integrated policing model or a single agency model could result in improvements to service levels, consistency, opportunities for integrations with the community safety ecosystem and efficiency in resource usage
2. **Impact to Annual Operating Costs:** Operating costs under the recommended model are expected to be similar to or less than current state operating costs. A single agency model is likely to have higher annual operating costs than both the current model and the recommended model incurred by municipal taxpayers. Increased costs would be driven largely by the loss of the federal subsidy, increased costs related to providing additional specialist services, additional fleet and equipment requirements, and other resources currently provided by the RCMP. This assumes that there is no material change to the RCMP federal subsidy in the current and future state, and that the subsidy will continue.
3. **Transition Costs:** Based on analysis of jurisdictions that have studied or undergone transitions away from RCMP-led policing models, the anticipated transition costs would be higher than the design and implementation of an integrated model. Estimated effort to transition to and transform a single agency model versus transforming from an existing foundation to an integrated model is materially different. The costs associated with transforming to a single agency model is likely to be significantly more expensive. These are costs that would be incurred without addressing the need to transform police service in HRM to be more responsive, proactive, consistent, and integrated in HRM.
4. **Disruption and Risk in Transformation:** Both options will result in disruption within HRM. Transformation of any magnitude will result in some risk and disruption to the organizations and communities involved. The transformation to an integrated model will introduce less risk and disruption to HRM, while driving the same (or greater) improvement in public safety outcomes and transformation in a shorter time frame.

It is recommended that HRM implement an integrated model of policing which maintains, but integrates, the HRP and RCMP.

Transformation of the policing model in HRM is required to improve public safety outcomes and to enable more responsive and community centric services. An integrated model of policing will enable the required transformation of services sooner, with less disruption and risk in the community, and with less investment of resources and time (assuming there are not material changes are made to the RCMP subsidy model).

An integrated approach strikes a balance between realizing transformation, integration with the broader community safety ecosystem, complexity, risk and costs.

External Factors that Support Integration

Provincial Policing Standards Review

The Nova Scotia Department of Justice is currently undergoing a review and a refresh of provincial policing standards. Police services, including HRP and RCMP, across the province will be required to demonstrate the ability to provide or access required services. This review of the policing standards provides an opportunity to accelerate integrated model design. A refresh of the policing standards is going to require all HRP and RCMP to review their operations to ensure compliance with standards and to demonstrate the ability to deliver required services.

Both the HRP and RCMP will need to complete a review of their services and standards regardless of what model is implemented in HRM. In an integrated model, the HRP and RCMP can coordinate resources to minimize duplication of services and capabilities as a part of integration while demonstrating the required capabilities and services in HRM. Meeting and demonstrating compliance with provincial standards is significantly different in a single agency model where HRP must meet or demonstrate access to all services without the RCMP resources.

External Considerations that Align with an Integrated Operating Model

Continuing partnership with the RCMP is required regardless of the model

The need to partner and integrate between the HRP and RCMP will continue in HRM. The RCMP provide services in neighboring communities, specialist services, provincial and federal policing in Nova Scotia. The need for police in HRM to partner and integrate with the RCMP broadly as a part of the provincial policing ecosystem will continue even if HRM were to transition to a single agency model.

The ongoing Mass Casualty Commission proceedings have highlighted significant risks and challenges in integration provincially, including with the HRP and RCMP. Testimony provided to the Mass Casualty Commission has highlighted the need for greater integration within the policing model in Nova Scotia. Integration and interoperability are essential to mitigating public safety risks and closing service gaps in HRM and provincially. An integrated model can be more easily designed to eliminate gaps and reduce public safety risk in day to day services, complex emergency operations or investigations of cross boundary crimes, such as drug trafficking and organized crime.

Operational Considerations and Challenges of Transitioning to a Single Agency Model

There are a number of practical challenges that will be difficult to overcome if HRM explores transition to a single agency model. One of the most significant of these challenges is recruitment. Currently, the RCMP has a resourcing complement of 184 sworn members in HRM.

Nationally, police services are struggling to recruit to maintain their current complement of sworn police officers. For HRM, recruiting to replace 184 sworn members will certainly be a significant barrier to completing a transition to a single agency model. There are likely to be percentage of sworn members that badge over from the RCMP. However, actual experience in transition in Surrey, BC and plans in Alberta indicate that the percentage of badge overs should be estimated in the range of 20-40%, which equates to 39-78 officers. HRM would need to recruit an additional 100-160 officers which is likely to be a very significant challenge. Several stakeholders have noted throughout this study that recruitment is a challenge in HRM today. There are also likely to be challenges in onboarding/training that number of new members of a police service within a short period of time.

Single Agency Transition Benchmark Cost Examples in Canada

The cost implications of moving to a single agency model are likely to be significant. Cost benchmarks from other jurisdictions who have conducted transition or transition studies are provided below for consideration. These benchmarks are based on actual or projected transition costs in relevant transition studies involving the RCMP and are representative of total transition costs expected or incurred over the duration of transformation. There were no noted significant differences in the policing services agreement that would indicate these benchmarks are not relevant for HRM. There are differences in operations in HRM which will have an unknown impact on potential transition costs. These benchmarks should not be considered a detailed projection for HRM but are presented to highlight the significant costs other jurisdictions expect to or have incurred in transition for reference.

Transition Cost per Officer:

- Alberta Provincial Police Transition Study (Projected): ~\$113,768/officer
- Surrey (Actual Costs to Date): \$213,087/officer (to date)*
- Confidential Canadian Jurisdiction Police Transition Study (Projected): \$230,538/officer

*The average cost will certainly decrease more officers are hired and onboarded to the Surrey Police Service. As of Sept 26, 2022 298 officers have been hired out of a planned ~800+.

*Transition Cost as % of Annual Policing Budget***

- Alberta Provincial Police Transition Study (Projected): 54% (Policing Budget of ~\$672M at the start of the transition study and projected transition costs of~\$366M)
- Surrey (Actual Costs to Date): 86% (2022 Surrey Police Service Budget of of \$72.5M with Transition Costs of ~\$63M to date)
- Confidential Canadian Jurisdiction Police Transition Study: 155% (current budget and transition costs are confidential and cannot be disclosed)

**Transition Cost as a % of Annual Policing Budget can best be applied the current RCMP costs to HRM.

Transforming how services are delivered is essential to improving outcomes for HRM.

There are factors within HRM that would suggest that the transition costs may fall toward the lower end of benchmarks, such as existing integrations in technology and communications infrastructure, fewer detachment locations and officers being transitioned. This assertion has not been validated through detailed cost analysis.

The benchmarks are helpful in providing a directional view of what the potential costs of moving to a single agency model in HRM might be. There are uniquenesses in the HRM operating environment today that would impact both transition and operating costs of a single agency model that cannot be reflected in simple calculations based on benchmarks. The benchmarks provided are not a substitute for detailed cost modelling and are for context only.

The benchmarks indicate that HRM can expect to incur significant costs should it pursue transitioning to a single agency model. The exact costs of such a transition are not known at this time and cannot be calculated without a detailed transition plan aligned to a target state operating model. Detailed cost modelling of all options is not within the scope of the HRM Policing Model Transformation Study. Cost modelling of the recommended integrated model is provided in this report.

Transitioning to a single agency model does not address the need for transformation within the policing model.

A transition to a single agency model does not address the core concerns of stakeholders engaged as a part of this study or in previous studies. **Stakeholders were clear that it is critical to transform and rethink how police services are delivered rather than to change who was delivering those services.** Community groups are concerned about the lack of proactive services, responsiveness to community needs and input, siloed service approach and achieved outcomes of the policing model today.

Transitioning to a single agency model does not, by itself, address any of these concerns. Investment in transforming service delivery and in becoming more responsive, integrated and proactive in the community is required to realize improved public safety outcomes. In a single agency model the investment in transformation is required in addition to the costs incurred to transition to a single agency model. A transition to a single agency model does not reduce or eliminate the need to complete a broader transformation of how services are delivered within the community safety ecosystem. The same challenges with responsiveness, lack of integration, and community centric services will persist in a single agency model. Transformation relies solely on rethinking how services are delivered.

An integrated operating model will deliver improved outcomes to public safety outcomes to HRM in less time, with less risk, cost, and effort required.

First and foremost, there is a need to transform how services are currently delivered to improve public safety outcomes in HRM. A transition to a single agency model or an integrated model alone without the additional work to change how services are provided to be more responsive to community needs will not yield results that meet the expectations of stakeholders in HRM.

No matter which path forward HRM takes, whether it be an integrated model or a single agency model, transformation and integration of services will be essential to driving tangible improvements to public safety outcomes in HRM.

integrated approach will deliver improved outcomes from transformation and integration sooner.

The transition to a single agency model will require significant investment of time and resources before HRM is able to deliver the transformational change to policing services that is required to improve outcomes. Integrating the policing model will allow HRM to transform services to be more responsive, proactive and more meaningfully integrated to the broader community safety ecosystem in less time and with less investment required.

There is also an opportunity for HRM to take action in implementing tangible improvements to the policing model in the short term as it works toward an integrated model of policing within the existing dual model of policing including improvements to targeted at governance effectiveness, joint leadership and operations.

Transforming the Policing Model

Transformation through Integration

Integration, interoperability and coordination are essential to public safety and effective service delivery

A written submission to this study by the RCMP summarizes the impact of the current lack of integration and coordination as a cause of “gaps in similar service delivery to HRM, particularly for complex incidents”.

This is further supported by ongoing testimony and documentation that has been provided to the Mass Casualty Commission which has examined the degree of interoperability, integrations and siloed operations in depth.

Testimony provided on August 25, 2022 by Halifax Regional Police Chief Dan Kinsella to the Mass Casualty Commission stated:

“I think anything we do to better communicate, to better interact, to be better interoperable I think is a very good thing and important thing”.

Modern approaches to policing and public safety recognize that police and policing models alone struggle to address the root causes of crime and disorder. Effective modern policing models are focused on integration to deliver the right services and supports at the right time to address the needs of vulnerable people and to deliver on community safety priorities.

In HRM, integration depends on four elements of integration. Implementing an integrated model is complex and will require significant effort to successfully achieve.

Significant transformation is required to fully realize the vision of integrated, community centric policing in HRM

The vision that was articulated by stakeholders throughout the engagement completed in this study and in prior reviews in HRM focuses on improved accountability, responsiveness and integration in policing. The path forward for policing in HRM must centre on addressing those fundamental requirements and priorities.

Police services around the world and across Canada are reimagining their service delivery toward a similar vision and prioritizing the same outcomes:

- Improving accountability to communities
- Increasing responsiveness of police services
- Integrated approaches to public safety
- Preventative and proactive public safety services

These outcomes cannot be achieved without substantive transformation of the several significant components within the current policing model. Regardless of the future model (single agency or integrated operating), there are three/four major changes that must be made in order to sustainably transform public safety in HRM.

Leadership is a precondition for change

Transforming to an integrated policing model will require significant effort to realize a new vision of community safety in HRM. Leadership needs to align at the outset and demonstrate in action a commitment to a shared purpose and vision. That vision must be clear and shared across HRM, HRP and the RCMP.

Transformation will not be successful without leadership within HRP, RCMP and HRM who have a shared vision for integrated policing in HRM.

Vision, trust, problem solving, relationship building and the ability to meaningfully collaborate in reimagining a better policing model are critical characteristics that are required of leadership to successfully navigate this complex transformation. The skill set required to deliver on this undertaking is not the same skill set that is required to lead a police service on a day to day basis.

The HRP and RCMP leadership team will be responsible for defining the DNA of the future model and driving its culture - especially in the early stages of transformation and operations. The initial stages of transformation will have a long lasting impact in HRM beyond the tenure of the individuals.

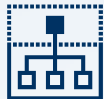
Careful consideration should be given to ensuring that the team in place embodies the characteristics, culture and values of professionalism, collaboration and innovation that are essential to building trust and successfully transforming the policing model in HRM.

Challenges with previous relationships and ways of working together should not be allowed to hinder or reduce the impact that policing model transformation can have on public safety outcomes and residents in HRM.

The success of this model relies on leadership to build toward a common shared vision that will be the foundation for a new approach to policing and a new relationship between HRP and RCMP.

Four Pillars of an Integrated Operating Model

Integrating the policing model in HRM to improve public safety outcomes, standards, consistency and integration within the community safety ecosystem relies on four essential pillars:



Strengthening governance & increasing the effectiveness of the BoPC

The future policing model strengthens the governance model, clarifies roles, embeds diverse perspectives and creates greater accountability to the communities being served



Connecting leadership & strategy across the policing model

Integrating leadership and strategic functions between HRP and RCMP to drive a consistent approach and shared strategy for community oriented public safety services in HRM



Transforming from a dual policing model to an integrated services model

Transforming the dual policing model to an integrated model by introducing coordinated operations, shared standards and functional centres of excellence for core policing services



Creating community capacity to focus police on 'core policing' functions

Investing in a community safety department and creating capacity for community-led services outside of the policing organizations to allow police services to focus on 'core policing' functions

These four elements of transformation need to be supported by implementing critical enablers: integrated communications and dispatch, legislative changes, shared standard operating procedures and joint training.

Overview of the Recommended Model

An integrated police operating model should result in the HRP and RCMP “working as one” in the community and with the community

An integrated services model is not just simply HRM and RCMP ‘working together’.

Design of a future integrated operating model should be anchored in vision for future policing and the services that will support such a vision. Intentional design, led by aligned leadership and which leverages existing strengths, will drive outcomes and smooth transition.

An integrated police operating model in HRM is essential to transformation. In order to deliver more effective services, improved consistency and standards of service, and greater integration into the community safety ecosystem there first needs to be a cohesive operating model to build on.

The benefits of an integrated model are significant:



Improved standards and consistency of service across HRM



Increased ability to adapt and respond to community needs and feedback



Clarity of governance, accountability, roles and responsibilities



Greater opportunity for integration and collaboration in the ecosystem of safety



Consistent access to the full range of services including specialist services



Improved alignment between strategy, operations and outcomes in HRM



Reduced operating costs and duplication of resources, initiatives, etc.,

The recommendations presented in this document describe the roadmap for realizing these benefits in HRM.

An integrated policing operating model would mean consolidation of certain services and the creation of specialized services units. Opportunities for alignment and integration could include:

- ▷ Consistent and streamlined governance structures between HRP, RCMP and BoPC
- ▷ Shared strategy, priorities and outcomes developed collaboratively by DoJ, HRM and BoPC
- ▷ Formalized integrated executive and management team structures
- ▷ Common executive level functions such as continuous improvement and performance management.
- ▷ Coordinated day to day patrols, deployment, operations and specialist services with full interoperability between HRP and RCMP
- ▷ Common standard operating procedures and practices adopted by both HRP and RCMP in alignment with provincial standards
- ▷ Shared or joint training programs with shared curriculums wherever possible

An integrated policing model provides a new foundation to build on in HRM. It creates opportunities for innovation and integration that do not exist in the current community safety ecosystem today because of the disjointed and complex dual model that is currently in place.

More importantly, an integrated policing operating model should significantly improve public safety outcomes for the people in HRM and the ability to be responsive to community needs.

Overview of Recommended Model of Policing

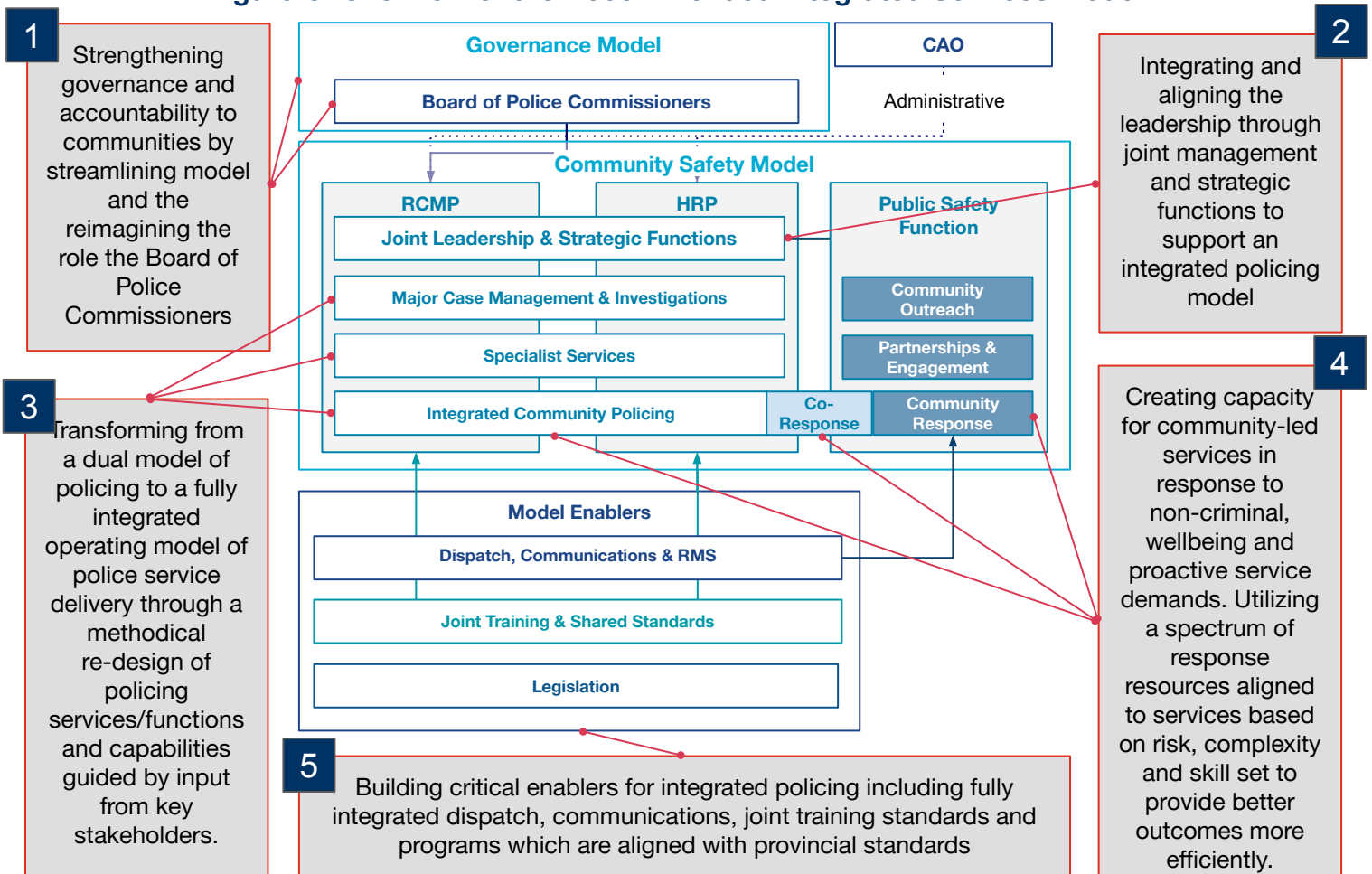
An integrated services policing model is complex - there are different capabilities and layers of services that must be considered as a part of developing a holistically integrated services model that will improve outcomes within HRM.

In order to articulate how the different capabilities fit together in an integrated model, it is helpful to begin with a high level framework of the major elements. The graphic presented below provides an overview of the major elements of the conceptual model in the context of how each element fits into the rest. This section provides an overview of the model of policing - further detailed operating model design is required to define how each function is delivered.

The major elements presented in the graphic below are:

- 1 A strengthened governance structure with a reimagined role for the BoPC
- 2 An integrated leadership structure with shared executive office functions
- 3 A transformation from a dual services model to a fully interoperable and integrated operating model
- 4 Creating community safety response capacity and aligning resources with calls for service
- 5 Building critical enablers to support a fully integrated policing model

Figure C: Overview of the Recommended Integrated Services Model



How does the recommended model reflect the guiding principles?

The proposed model reflects the values articulated by stakeholders

Well-defined and agreed-upon values act as the “organizational DNA” that provide a consistent foundation to build a cohesive future policing model. The values defined by HRM for the future policing model will play a pivotal role in transformation and future operations. Shared purpose and lived values create collective responsibility for sustained outcomes.

Creating and aligning on values is only the first step. Anchoring values in future state design decisions will facilitate collective purpose, empower objectivity, and create trust amongst stakeholders, external and internal. In the table below, we have outlined how the values align with each category of recommendation.

Recommendations were developed with alignment to values as a part of the design process. Each value is reflected across the future model and within the different pillars of transformation. The table below highlights this alignment of values and the elements of the future model of policing in HRM.

Alignment with Values

Values	Strengthened Governance Structure	Integrated Leadership / Executive Functions	Community Led Response Capacity	Integrated Operations
Accountable & Transparent	✓	✓		✓
Representative, Diverse & Inclusive	✓	✓	✓	✓
Preventative & Proactive			✓	✓
Collaborative & Integrated	✓	✓	✓	✓
Community Centric	✓	✓	✓	✓
Outcomes Focused	✓	✓	✓	✓
Engagement Driven	✓	✓	✓	✓
Procedurally Fair	✓	✓		✓
Efficient & Responsive	✓	✓	✓	✓
Evidence led and Data Driven	✓	✓	✓	✓

Strengthening Governance & Increasing the Effectiveness of the Board of Police Commissioners

Strengthening Governance and Increasing the Effectiveness the Role of the Board of Police Commissioners

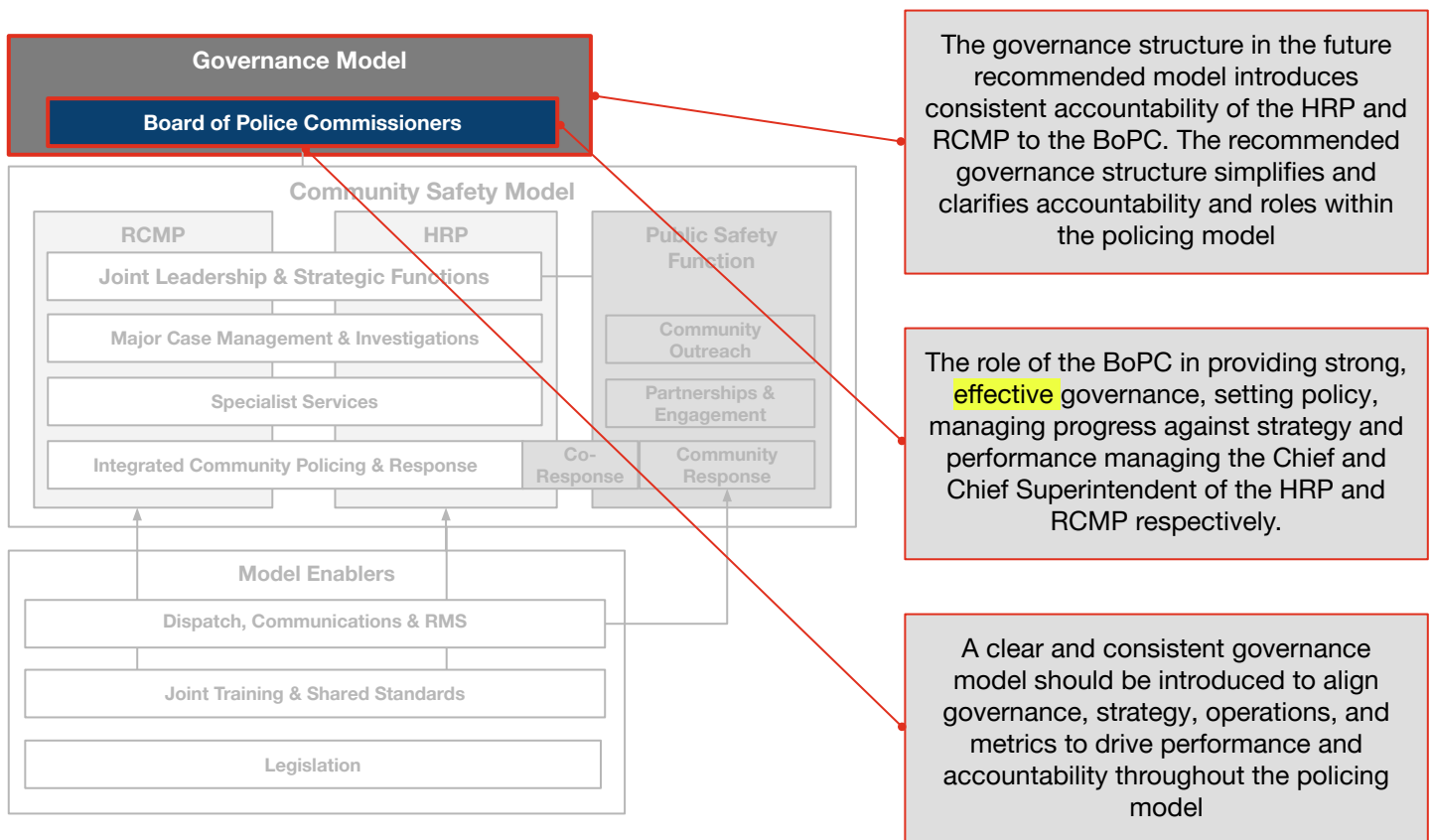
Transformation to an integrated operating model requires a board governance renewal that enables clear accountabilities, roles and responsibilities and strong alignment between strategy and services.

The inconsistency and complexity in the current governance structure will inhibit the development of an integrated model. The governance model itself should be-enabled to provide the strong, effective oversight required to implement an integrated services policing model in HRM.

The future governance model requires:

- Consistent accountability and clarified roles in governance and oversight
- A strengthened, competency-based BoPC with more depth of responsibility for setting direction, policy and managing performance
- A clear consistent and aligned approach to governance that strengthens the connection between governance, strategy, operations and outcomes

Summary of the Integrated Governance Model



Strengthening governance & increasing the effectiveness of the BoPC is the foundation

The current policing model includes more than one police service each of which has a fundamentally different governance structures.

The current governance model is inherently complex and weakens governance, accountability and oversight. The governance framework as it is currently designed lacks clarity and strong, independent accountabilities that would allow for an HRM-wide governance model to support integrated and community-centric policing services.

The current governance structure creates inconsistency in the two police services, significantly impacts transparency and inhibits the delivery of services that are community centric and aligned to HRM public safety needs.

The RCMP and HRP are not accountable to the same body. They are not accountable to the community through the same mechanisms. They do not have the same clearly defined performance measures. They do not deliver services based on the same policies or procedures to the calls for service that might be identical but on opposite sides of the street. They are not aligned in strategic planning, budgeting, or priority outcomes. Their performance is not managed in the same way or by the same people.

All of this despite the fact they serve in the same municipality.

The future policing model for HRM needs to clarify and streamline the governance structure in order to better enable and support a sustainable-integrated policing model, inclusive of HRP and the RCMP with strong accountability, strategic oversight and alignment with community priorities.

The Chief of the HRP is accountable to different stakeholders for different and overlapping aspects of the role - namely, the Board of Police Commissioners and the Chief Administrative Officer but also is counted on for regular informational updates to Council.

In the current state, the Police Act embeds a governance structure that inherently inhibits effectiveness of both the Board of Police Commissioners and the Chief of the HRP.

The current governance structure introduces clear and embedded risks of both real and perceived political influence into policing governance and operations without an effective buffer or controls between the political level, administration, and police oversight, governance and operations.

It creates an imbalance in accountability between the HRP and the RCMP to the local police Board of Police Commissioners and does not grant the authority for meaningful accountability at the local level. The RCMP receives but can ignore at its discretion advice from the BoPC.

Strengthening the Governance & Reimagining the Role of the Board of Police Commissioners

In order to address some of the current gaps and weakness and to enable transformation in any future policing model the governance model needs to be strengthened and the role of the BoPC needs to be reimagined. This can be achieved by:



Streamlining and clarifying the governance structure in HRM



Reimagining the responsibilities of the BoPC



Increasing the capacity of the BoPC to deliver on an increased mandate



Prioritizing and embedding diverse skills, experiences and perspectives in the BoPC

Accountability within the policing model can be further strengthened and formalized by the use of service level agreements between the community and police services. Implementing SLAs between HRM and RCMP, as well as RCMP and HRP is recommended to formalize expectations and collaboration.

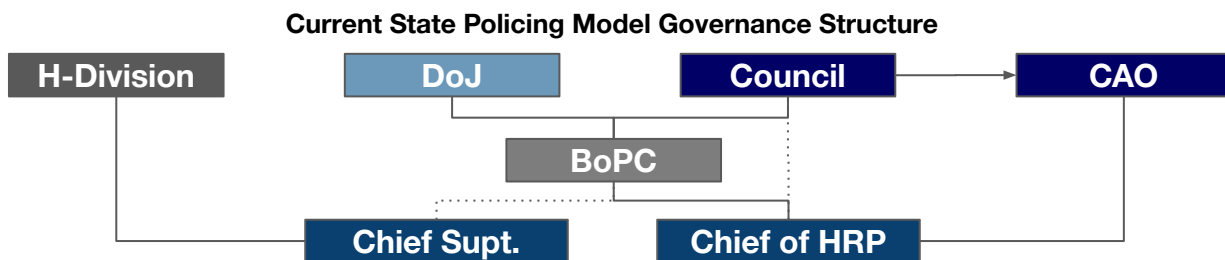
More details are provided on how of these actions will help support sustained positive impacts to transparency, effective governance and service improvements.

Streamlining the governance structure creates transparency and improved accountability

The governance structure needs to be streamlined to eliminate conflicts, real and perceived; and clarify roles and accountabilities in the policing model

The current governance model is inherently complex and weakens governance, accountability and oversight. The governance framework as it is currently designed lacks clarity and strong accountabilities that would allow for an HRM-wide governance model to support integrated and community-centric policing services. The current policing model includes more than one police service, each of which has a fundamentally different relationship with the civilian governance body.

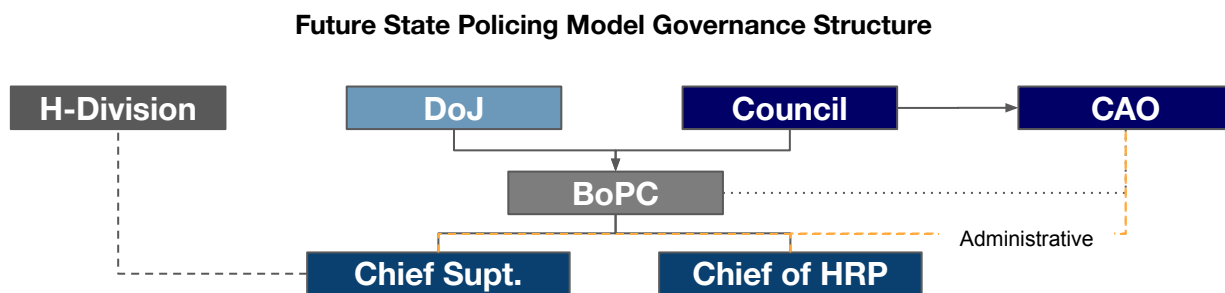
The different roles in the current governance structure are difficult to clearly define because the responsibilities for various aspects of governance and oversight are shared, divided and duplicated between the Board of Police Commissioners, HRM Council, the Office of the CAO, the Department of Justice, RCMP H-Division and the leadership of the police services themselves.



A simplified structure is critical for strengthened and more effective governance in HRM

The leadership of the police services should be accountable to a single body, as it relates to service in HRM. The accountability of the HRP to Council, the Office of the CAO and the BoPC creates confusion and the opportunity for conflict where visions and priorities are not aligned.

A single governance body providing consistent governance and performance management over both police services in the region is required to enable an integrated model. Good governance practices dictate that in order to establish clear accountabilities a single reporting line is necessary. The Board of Police Commissioners should act as the single governance body that both police services are accountable to directly. The leaders of the police services should be accountable to the Board of Police Commissioners with the same degree of strength in that relationship.



The recommended governance structure consolidates accountability of the police services to the BoPC and strengthens the accountability of the BoPC to Council and the Province. The CAO should be collaborating with municipal leaders in an administrative capacity, but not in operational decision making.

Streamlining the Governance Structure

A simplified structure is critical for strengthened and more effective governance in HRM

The leadership of the police services should be accountable to a single body, as it relates to service in HRM. The accountability of the HRP to Council, the Office of the CAO and the BoPC creates confusing and the opportunity for conflict where visions and priorities are not aligned. Additionally, the RCMP in the current model are not accountable directly to the Community in any formal relationship. The BoPC is an advisory body and the province maintains the contract with the RCMP.

High level future state accountability and roles within governance			
Department of Justice	HRM Council	BoPC	Chief & Chief Supt
Accountable to: Minister of Justice (GoNS)	Accountable to: Residents of HRM	Accountable to: HRM Council and DoJ	Accountable to: BoPC
Responsible for: <ul style="list-style-type: none"> Appointing members of the BoPC Managing performance of the Board in providing community centric police services Setting provincial standards of policing Ensuring adequate policing services are provided Providing input on public safety strategy and priorities to the BoPC Maintaining the contract with RCMP 	Responsible for: <ul style="list-style-type: none"> Appointing members of the BoPC Managing performance of the Board in providing community centric police services Council determines the budget for policing according to budgeting processes Ensuring adequate policing services are provided Providing input on public safety strategy and priorities to the BoPC 	Responsible for: <ul style="list-style-type: none"> Effective use of police budget set by Council Hiring and managing performance of the Chief and Chief Supt. Setting strategic objectives and managing performance against strategic plans Setting maintaining policies required to align operations to strategic objectives aligned with provincial standards Providing independent civilian governance of the policing services 	Responsible for: <ul style="list-style-type: none"> Operational decisions and actions Operationalizing the strategy set by BoPC with Council/DoJ input Providing information to Council & CAO as required Managing performance of the policing organization and members of the police services Ensuring standard operating procedures are compliant with policy and provincial standards

The structure provided above and this high level breakdown of responsibilities does not fully capture the complexity of governance in this model.

There will certainly be relationships and shared responsibilities that are not captured in the organizational chart and table above. Civilian governance is a central aspect to a broader oversight and accountability framework - what is necessary is clarifying and simplifying who the police services are *directly* accountable to.

It is also important to note that some of these recommendations will require legislative changes to fully implement and adopt - particularly as it relates to the centralized role of the BoPC, including hiring of the Chief of HRP, and accountability of the RCMP to local governance bodies such as the BoPC. More information is provided on legislative requirements later in this report.

Reimagining the Role of the Board of Police Commissioners

The scope of responsibilities for the BoPC is not significantly different but the degree and depth of responsibility and independence is significantly increased and enhanced. Previously shared responsibilities between the DoJ, Council, the Office of the CAO and the BoPC are largely consolidated within the BoPC in the recommended model of governance.

With increased depth of responsibility, there needs to be additional capacity and resources given to the Board to enable the BoPC to deliver on its mandate.

The increased responsibility of the Board requires additional capabilities and capacity to allow the BoPC to effectively provide governance. There are different ways in which the BoPC can implement additional capacity and capability:

1. **Additional permanent support:** Hiring additional permanent support staff to assist with policy development and review would be highly beneficial in terms of supporting the BoPC in setting strategic policy and providing continuity in institutional knowledge as board members change over time. This additional support is required to allow the BoPC to achieve additional depth in fulfilling functions pertaining to assessing, setting and reviewing policies to drive strategy and responsiveness to community needs and priorities.
2. **Additional budgeted funds:** Access to additional dedicated budget for the BoPC to allow them to hire outside expertise as required to support decision making, policy and strategy development would be beneficial in enhancing their capacity to more in-depthly fulfill their responsibilities. The Board should be able to access and leverage resources as needed to acquire the required expertise, ad hoc or on an ongoing basis, to meet its mandate and effectively provide governance over the policing model.
3. **Utilizing subcommittees:** The Board should be empowered to make use of, and be supported by, subcommittees tasked with providing specific governance recommendations and assessment of priority areas back to the board for decisions. Examples of subcommittees may include:
 - a. Community Engagement subcommittee
 - b. Workforce strategy subcommittee
 - c. Diversity, Equity and Inclusion subcommittee
 - d. Community policing policy subcommittee
 - e. Officer Wellness subcommittee

These subcommittees should have the ability to access required expertise to meet its mandate and provide analysis and information to be considered by the subcommittee and Board. As such, it should not necessary for all members of the subcommittee to be members of the board. These subcommittees should be required to follow the same public reporting and public meeting requirements as the Board, and report to the Board regularly in accordance with a legislative framework.

Subcommittees should be aligned with supporting strategic priorities and managing key risks, opportunities and requirements. These subcommittees should influence policy that flows through to operational decisions. The role of the BoPC in driving strategic priorities is supported by having focused resources dedicated to decision making, strategic planning and setting policies can be more effectively delivered by utilizing these additional structures and resources.

The Council and DoJ should prioritize diversity of expertise and representation





The Council and DoJ should seek to convene a Commission which includes a varied professional skill set and diversity of representation from different communities and lived experiences in HRM

It is critical that the Commission is representative of HRM and the diversity that is reflected in its communities and residents. Diversity of experiences, backgrounds, lived experiences, identities, expertise and capabilities is essential to ensure that its members are sensitive to the needs of HRM residents and to the challenges, opportunities and needs within the Community. Stakeholders emphasized the desire for increased representation and the stronger presence of voices from within the Community as a part of the Governance structure.

Diversity and representation on the BoPC across lived experiences, expertise, professional backgrounds, communities, and identities will improve the decision making capabilities, embed community voices and increase responsiveness within the policing model.

The commission membership should bring a diversity of professional and technical expertise in order to provide for well rounded and thorough decision making and planning from a variety of perspectives. The technical knowledge either on, or available to, the board should include but should not be limited to expertise in finance, human resources, public safety, technology and digital information, health and social services, academia, and operations.

Key Elements of Commission Composition to Consider:

	Independence	Increasingly citizens and stakeholders expect Commissions to include members who are independent from the government and political influence. The BoPC should consider advocating for reducing the number of representatives from HRM Council.
	Diversity	Diversity includes not only gender, ethnicity and age but also viewpoints, experiences, expertise and capability. HRM should prioritize a diverse commission that emphasizes including representation from a variety of backgrounds and skills.
	Qualified Candidates	Diversity on a Commission is difficult when few qualified candidates exist. In many jurisdictions access to a pool of qualified candidates is a significant problem and even more so when seeking to have a diversity of competencies and experience.
	Succession	Maintaining an independent, diverse commission of qualified candidates is only possible if the Commission maintains an up-to-date succession plan and identifies potential competency needs before required.

The BoPC is a key component of introducing enhanced community inputs, responsiveness and accountability to residents. Through the diverse make-up of the BoPC incorporating those with varied skills, backgrounds, identities and backgrounds it will go some of the way to being responsive to the diversity of HRM, as well as embedding a meaningful mechanism for community input to be prioritized.

Composition of the board is further enhanced by using a board skills matrix as a practical means for tracking the skills, characteristics, and capabilities of individual directors and the board overall. It helps to simplify Board assessments and identify strengths and weaknesses across the board, including gaps that should be filled in searching for new board members.

Maintaining a diverse and skills-based BoPC

The use of a board composition matrix could help to ensure that the BoPC maintains a diverse and representative mix of membership that is both aligned to the requirements of the role and reflective of the Community.

The illustrative composition matrix provided below gives an example of a matrix that HRM and the Department of Justice can utilize to when evaluating and appointing new members of the BoPC. This provides a consistent framework for developing the composition of the Commission that should be updated regularly to reflect new and emerging requirements.

Illustrative Board Composition Matrix

Skill / Experience / Background	Member 1	Member 2	Member 3	Member 4
Strategic Planning	X		X	
Executive Leadership		X	X	
Public Safety Experience	X		X	
Health & Social Services		X		X
Prior Board Experience	X	X	X	X
Accounting & Finance			X	
Risk Management / Risk Governance	X			X
HR/Compensation	X		X	
Legal / Regulatory				X
Information Technology & Security		X		
Public Policy	X			X
Rural Representation		X		
Indigenous Representation	X		X	X
Urban Representation		X		
African Nova Scotian Representation		X		
Diversity of Identity	X		X	

Strengthening the governance structure and reimagining the role and responsibilities of the BoPC is critical to the success of any future model of policing in HRM.

The combination of the streamlining and consolidating the reporting structure and transforming the BoPC to take a stronger role in governance in HRM is a critical building block for the successful implementation of any policing model. The current governance model creates an inconsistency in accountability, strategy and a lack of transparency that inhibits the ability of police services to be responsive to community needs.

Transformation and long-term sustainment of improved services, responsiveness and integration in the community safety ecosystem is only possible with a strengthened governance structure that can drive transformation and long term strategy in a more meaningful way. Additionally, a community-led governance model is essential to establishing and maintaining trust in the future policing model.

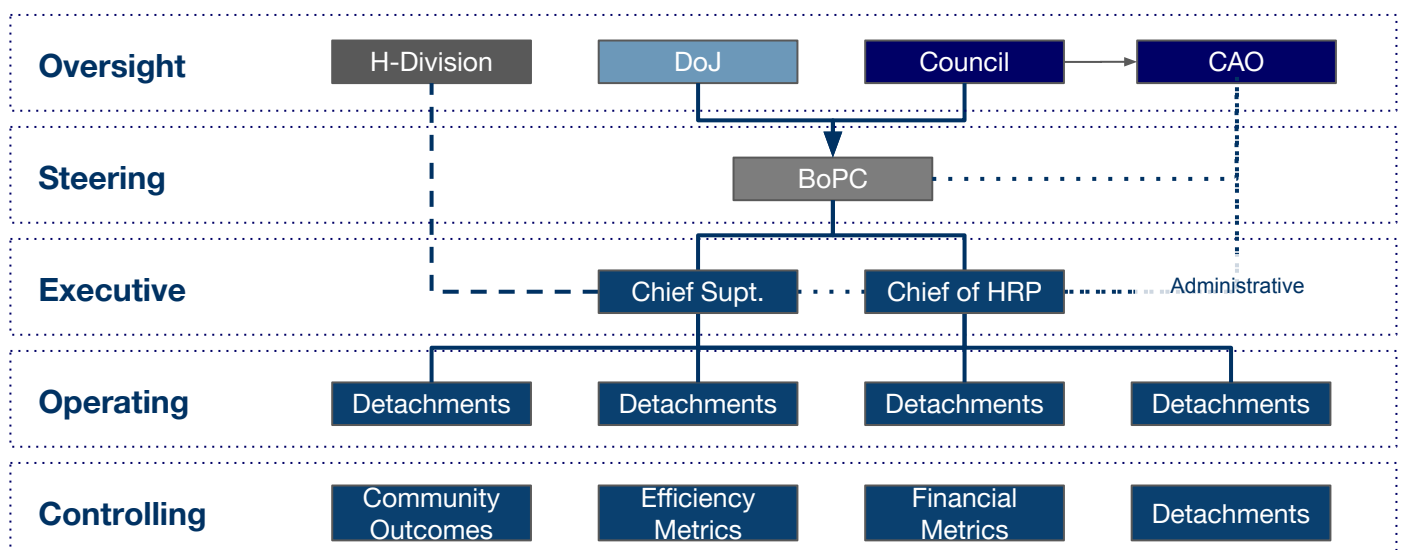
Aligning governance, leadership and operations to a consistent strategy

Governance in an integrated model should be supported by several levels of connected elements of governance to assist in providing oversight on the performance, transparency and varying forms of accountability of the police service on behalf of all stakeholders. Governance and mechanisms for accountability and performance management should be incorporated into the police service delivery model.

The governance structure requires support from connected levels of elements of governance to manage and monitor all aspects of organizational performance, accountability and transparency. It is recommended that enhanced effectiveness of the governance model be achieved through clarity and delineation of roles and sources of oversight and accountability. This model would delineate between five sources of varying responsibilities, involvement and mechanisms.

Connected Levels of Governance Support		
1	Oversight	Monitors the policing model and BoPC to ensure standards are met and maintained and manage performance of the Board of Police Commissioners Department of Justice Council
2	Steering	Provides the ultimate steer and strategic decision-making for service delivery and performance management of the leadership BoPC Sub-committees
3	Executive & Strategic	Leading operations to deliver the BoPC strategy as defined in policy and direction and translated to operational procedures and guidelines appropriately cascaded throughout HRM Joint Executive Leadership Joint Management Teams
4	Operating	Internal governance mechanisms to enhance information flow, and govern strategy execution and cascaded direction/guidance Local Detachment Command Members of the Police Services
5	Controlling	Linking individual performance to overall system performance to ensure successful strategy execution. Controlling realization and monitoring business performance vs. targets Performance Management Process (KPIs) Other Processes (Budget variances, Admin)

Governance in Relation to Broader Oversight and Accountability and Operations



The chart above displays the proposed governance structure in the context of the broader oversight and accountability framework.

Benefits of Streamlined Governance and a reimagined BoPC



Clear structures with simplified accountabilities

The recommended governance model address one of the major concerns stakeholders highlighted in the current state - a lack of clarity around who is accountable for what within the policing model. This structure provides a clear governance structure that is easily understood with defined roles and responsibilities that should allow for effective governance over integrated services.



Increased accountability to the community

The BoPC is connection between the community and the policing model in this structure. Strengthening the accountability of the RCMP to the BoPC and putting increased responsibility on the BoPC for managing performance creates a more direct accountability to community.



Increased diversity of representation on the BoPC

Diversity and representation on the BoPC across lived experiences, expertise, professional backgrounds, communities, and identities will improve the decision making capabilities, embed community voices and increase responsiveness within the policing model.



Clear alignment between strategy and performance

Clear delineation of governance within broader responsibilities creates a direct tie between vision, strategy, operations and outcomes which should allow for better decision-making to improve operational performance, public safety outcomes, and responsiveness to community needs.

Alignment with Values

Values	Strengthened Governance Structure
Accountable & Transparent	✓
Representative, Diverse & Inclusive	✓
Preventative & Proactive	
Collaborative & Integrated	✓
Community Centric	✓
Outcomes Focused	✓
Engagement Driven	✓
Procedurally Fair	✓
Efficient & Responsive	✓
Evidence led and Data Driven	✓

Integrated Leadership & Strategic Functions

Implementing Integrated Leadership and Executive Functions will create cohesion between the HRP and RCMP's leadership and strategy

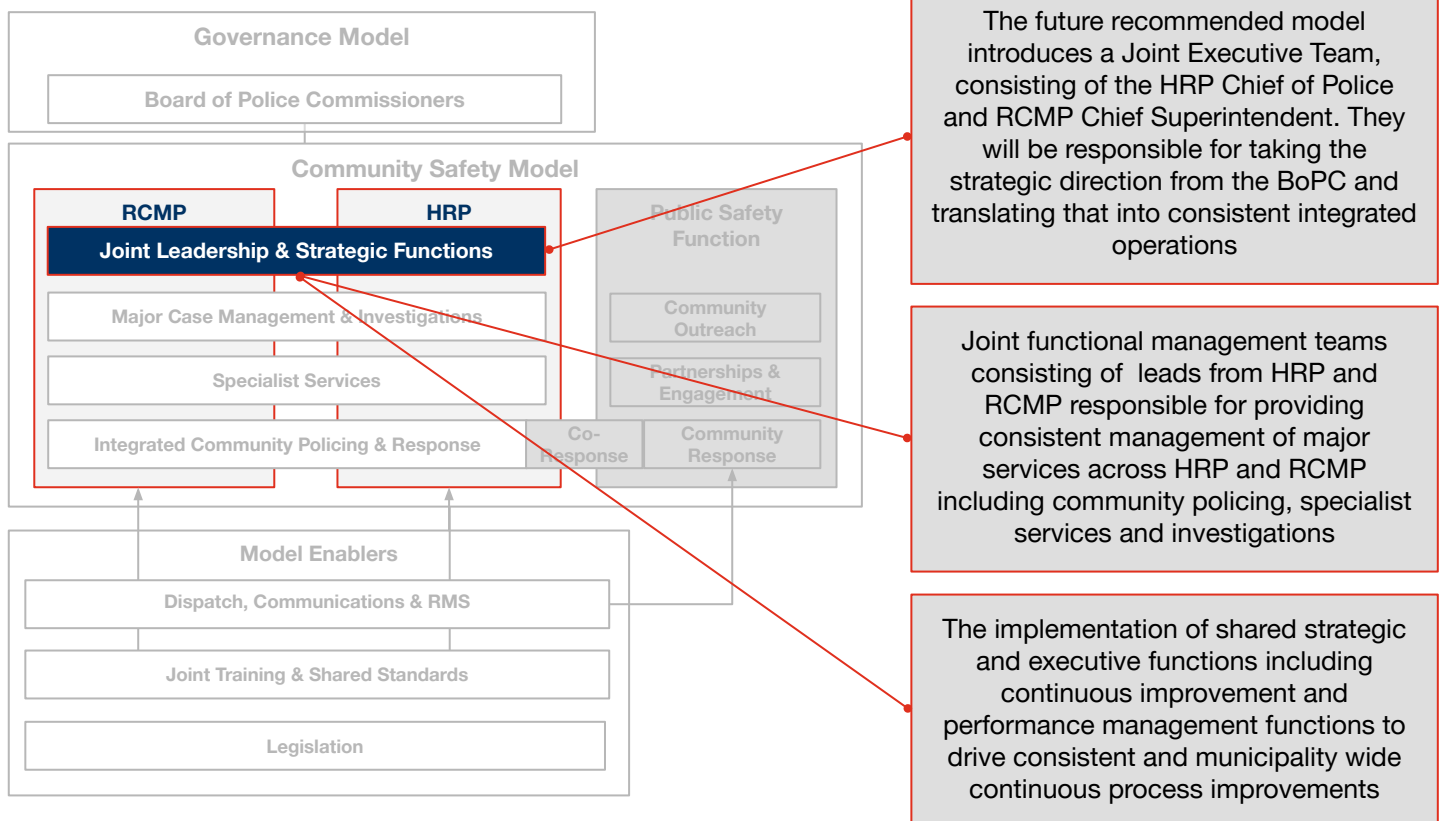
Joint leadership will be the backbone of an integrated model. Strong leadership should provide consistent, aligned strategic direction, shared ownership of outcomes, drive a culture of collaborative within a values driven integrated operating model.

Joint leadership is critical to an integrated operating model. The HRP and RCMP leadership teams must be completed aligned in order to provide consistent standards, coordination of resources and to support the HRP and RMCP in "working as one" entity within HRM.

The future joint leadership and strategic functions includes critical elements such as:

- A joint executive leadership team with the HRP Chief of Police and RCMP Chief Superintendent
- Joint functional management teams across HRP and RCMP responsible for driving consistent services across HRM (i.e. Community Policing, Investigations)
- Shared strategic functions to support the HRM policing model executive team and drive consistent standards and excellence in performance across the policing model

Summary of the Integrated Leadership Model



Implementing permanent joint leadership structures is critical

It is extremely difficult to provide consistent and coordinated operations across HRM without first building an integrated leadership structure.

The leadership teams of the HRP and the RCMP are not integrated today. They lead their respective police services separately despite the fact they serve the same people in HRM. The operational strategy and outcomes they are striving to achieve are not aligned today across the RCMP and HRP.

This lack of integration at the leadership level is leading to duplications and inconsistencies in services and programs. This inconsistency flows through to residents and people within HRM who experience inconsistent service levels and inconsistent services.

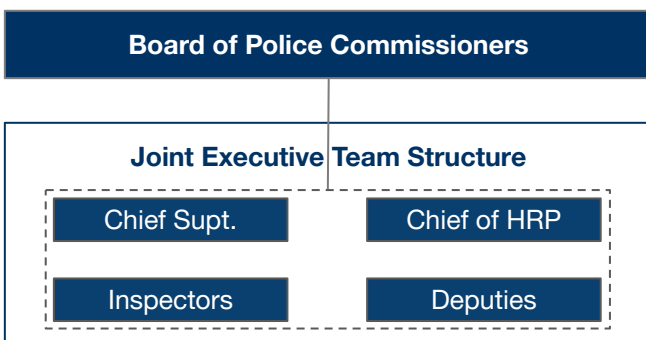
The HRP and RCMP need to be able work as one policing model to provide a cohesive and consistent service across HRM. The lack of a cohesive model today was highlighted as a driver of negative impacts on public safety and gaps in services in HRM today.

Integrated leadership is a critical foundation for building a policing model that addresses a more effective and efficient use of resources, improved service standards and consistency and increased opportunities for partnership and integration.

What does an integrated executive leadership team look like?

The HRP Chief of Police and the RCMP Chief Superintendent will be responsible for working together to take the strategic direction from the BoPC and translating that into operational direction to be cascaded down throughout the organization.

The joint leadership structure should function and be structured similarly to the Executive Leadership Team within HRM or other large organizations with senior leaders meeting regularly to align on strategy and decisions



The joint leadership team should be supported by joint management teams that are aligned with different functions within the policing model.

The joint management teams would be responsible for the driving consistent and standardized services across HRM for major functions such as partols, specialist services and investigations. These management teams would focus on coordinating resources, ensuring that standard operating procedures are maintained and for effectively managing these functions in a joint fashion.

The intent of these management teams is to focus on detailed operational elements and how those services are delivered. These joint management teams should include:

- **Community Policing & Patrols** - to establish consistent and coordinated patrol operations, interoperability and standard procedures across RCMP East Operations, RCMP West Operations Patrols, HRP East & West Division and HRP Central Division. These teams should also work with professional standards and the continuous improvement function to implement and best practice operations to improve outcomes.
- **Investigations & Complex Crimes** - to manage a joint pool of investigators and resources to ensure that special investigation capabilities are accessible, coordinated and consistent across HRM. The investigations joint management team should ensure a common framework and methodology for managing cases and should drive excellence in joint investigations in HRM.
- **Specialist Team** - to coordinate specialist services and resources to ensure that interoperability, coordination of capabilities and training will allow for an integrated response to complex or high risk incidents.

These management teams will essentially function as a 'centre of excellence' for community policing, specialist services and investigations. They should play a critical role in driving standard services across HRM. They will also be responsible for coordinating resources to maximize the capacity and capabilities that exist in both the HRM and RCMP to improve services, reduce costs and sustain public safety outcomes.

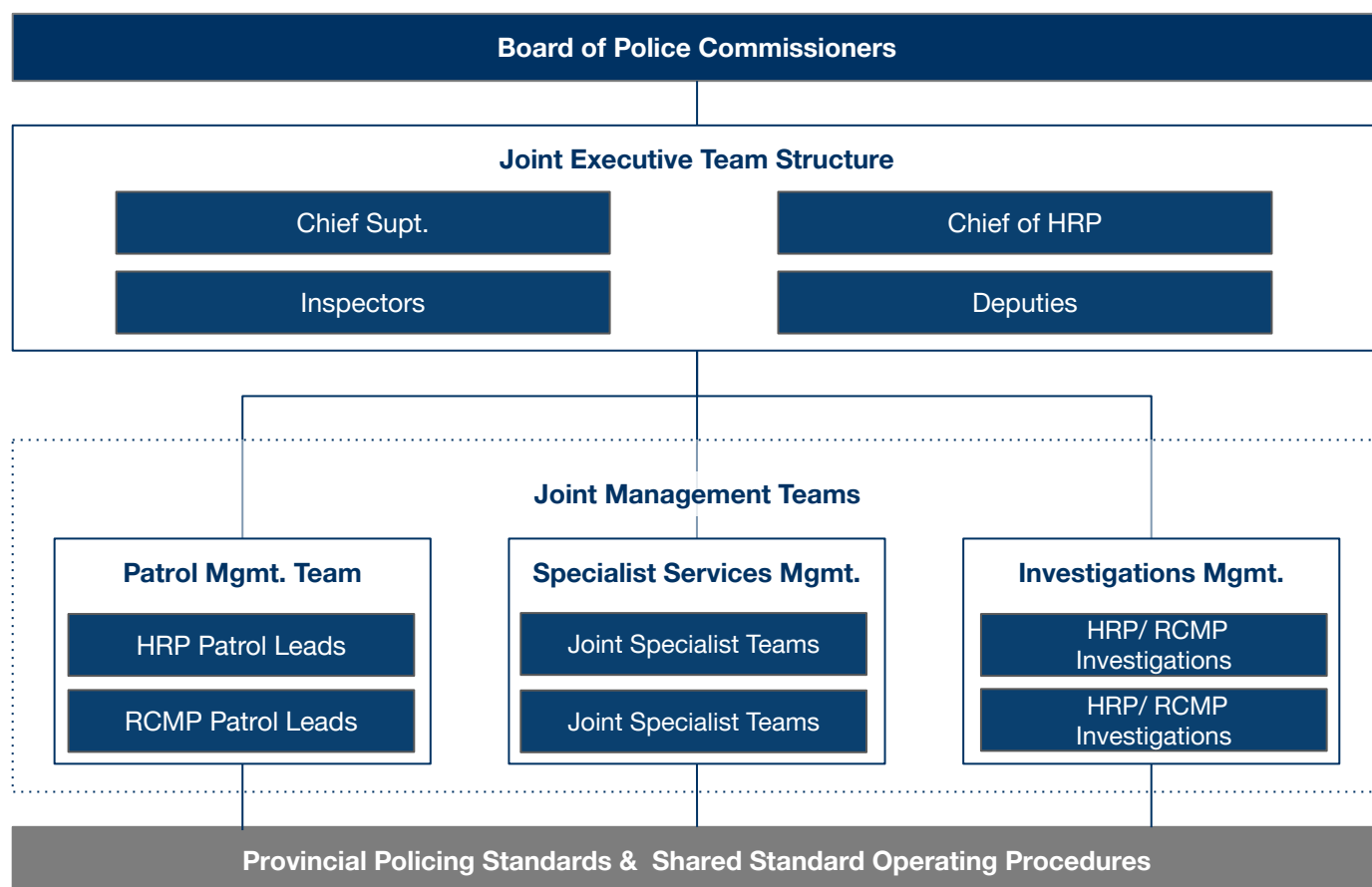
The leadership structure is consistently integrated from top to bottom

How is this joint leadership structure different from what exists in CID today? If the structure used in CID wasn't effective why will this structure be more effective in driving integration?

One of the significant challenges that CID faces in being an integrated unit is that the rest of the model is not integrated. The HRP and RCMP resources within CID do not report to the same leadership structure. They have different standards, different performance measures, different methodologies and different units.

By introducing a joint leadership structure that is accountable to the Board of Police Commissioners the opportunity for successfully integrating units and functions within HRM is vastly improved. The Joint Management Teams will be accountable to the same joint Executive Team. The Joint Executive Team will be accountable to the same Board of Police Commissioners. An integrated leadership structure can only be effective if that integration is consistent and cohesive from top to bottom.

High Level Integrated Leadership Structures



Detailed design and structuring of these integrated leadership models will need to be completed as a part of detailed operating model design of the future integrated operating model. The above graphic depicts a preliminary design that will need to be further developed and validated.

Establishing shared strategic functions between HRP and RCMP

In order to be consistent, responsive and effective in an integrated services model there needs to be shared strategic functions, including for example continuous improvement, operational performance management and communications.

The leader of a police service is traditionally supported by an executive office which is responsible for providing support to the Chief and leadership teams in delivering on strategy and for planning and administrative support.

Given the nature of the RCMP structure, it may not be feasible to fully integrate all of the functions typically found in an executive office. Legal services is a good example of a function that typically reports to police leadership that should not be consolidated even within an integrated policing model.

There are a number of critical functions that could be combined into a joint executive function within the integrated policing model including but not limited to:



Continuous Improvement & Performance Management



Strategic Partnerships & Commissioning



External Communications & Stakeholder Engagement

These functions should be integrated within the policing model within HRM because they impact public facing operations or interactions with the public.

Continuous improvement and performance management should lead identifying opportunities to improve outcomes and be responsive to community needs across HRM. Strategic partnerships should enable consistent services and be managed to the same standard terms and service level agreements. Duplicated partnerships is inefficient for both parties and leads to inconsistencies. Communications for policing in HRM should come with one voice that can be trusted and consistent and represent police services together.

What is Continuous Improvement & Organizational Performance Management?

HRM stakeholders expect that the policing model includes the ability to continuously improve in response to research, community feedback and changes to the types of services required. In order to achieve that objective, the HRM must develop and embed a continuous improvement capability using data driven decision making as a strategic imperative within the police service.

This function should enable rethinking of how policing services are provided, evaluating the effectiveness of programs using data analytics and presenting evidence based and research led recommendations to the Executive Leadership Team and the BoPC to drive improvement in outcomes consistently across the policing model. It should be permanently staffed trained researchers and analysts.

The function could also be responsible for working with program administrators to manage, pilot, implement, and support continuous improvement initiatives as they are implemented into operational practice.

Developing this capability is a tangible action demonstrating the service is open to adapting standard operating procedures and interventions based on the evidence based assessments.

Benefits of Developing Continuous Improvement Function

The benefits of a dedicated, evidence based, research driven continuous improvement function include increased ability to:

- Optimize resources by identifying high impact community policing activities and programs
- Enhance service outcomes through research led, evidence based recommendations
- Improve public safety outcomes and citizen satisfaction by actively supporting tangible action in response to citizen feedback
- Evaluate and manage performance and introduction of innovative practices to drive continuous organizational improvement
- Support efficient and effective use of resources including people, assets and equipment to deliver value for money in HRM

Establishing shared strategic functions between HRP and RCMP

What is Strategic Partnerships & Commissioning?

The commissioning of services and partnership management is a major part of police modernization globally and is a cornerstone of the integrated model of policing proposed. This gets to the heart of a cultural shift whereby the police service does not take on the responsibility for delivering all services and interventions, but instead works on commissioning services from community partners who are trained to achieve better outcomes for certain vulnerable groups. This could be applied for incidents involving mental health crises, addiction, youth crime and diversion, community trauma, and domestic violence, amongst others. Services could be delivered in partnership with police, independently by other agencies, or jointly by leveraging police assets and/or systems based on assessment and coordination through a formal commissioning capability.

This function would manage ongoing relationships with strategic and operational partners to facilitate cross service or agency initiatives and promote collaboration and provide a main point of contact for partner organizations to communicate with HRM police services. This function should also manage all aspects of collaboration with other agencies.

The effective integration of the HRM policing model with other service providers is essential to providing services that address the root causes of crime and disorder and more effectively use resources that exist in the province to provide support to vulnerable peoples.

This function will likely work very closely with the HRM Public Safety Office and the community safety function that has been recommended in this document.

This function will reduce the duplication of partnerships and more effectively manage partnerships to maximize their effectiveness. These partnerships should be focused on realizing tangible public safety outcomes and engaging with community service providers, other government agencies and other stakeholders.

This centrally managed partnership function across the policing model will create opportunities for more meaningful partnerships and will better serve the community by using all the available resources more effectively within the community safety ecosystem.

What is Communications and why should it be integrated?

To residents in HRM - the police are the police. What uniform the police wear or what logo is on their badge does not matter. When residents are engaged with and interact with the police in HRM they should hear a consistent voice and message communicating with them.

The need for a consistent communications function is obvious - if the HRP and RCMP are communicating differently and using different messages or, even more dangerously, communicating conflicting messages, there can be serious consequences to public confidence and public safety.

The Communications function will be responsible for planning, developing and executing internal and external communications on behalf of the executive leadership team and to be the voice of the police in HRM when interacting with the public. This includes alignment in corporate communications within the municipality as appropriate.

This communications office will be responsible for ensuring that communication with the public is transparent and reflective of the values of the HRM policing model and residents in HRM. Community engagement and acting as a connection point with the community should be prioritized in order to build trust and credibility.

The Communications function should have the skills and ability to communicate through traditional media and digital media with communications that are appropriate for the channel of communication and for the audience receiving the message. It is important that the communication office highlights the human side of the HRM police services and is vocal in communicating and engaging in a meaningful way through formal and informal communications.

Official communications and information sharing regarding ongoing investigations, high profile incidents and other press releases should be developed and expressed through this office.

Effective communication and meaningful engagement are absolutely essential to building trust and credibility in policing.

Benefits of Joint Leadership and Strategic Functions



Improved performance and effectiveness of police

The Continuous Improvement and Organizational Performance Management Office will actively review and assess performance of the police services against performance objectives developed with community input to increase accountability to communities through a transparent performance measurement process



Improved Service Levels & Public Safety Outcomes

Assessment of measurable public safety outcomes and service levels in communities will allow the police services to continually adapt services to identify areas of opportunity for improvement.



Better Efficiency, Integration or Value for Money

Continuous evaluation of current processes and continuous improvement functions will drive more efficient operations. Whereas dedicated subcommittees to manage partnerships will reduce siloes, increase integration and ensure services are not duplicated, enabling a more efficient use of resources



Increased Alignment with Strategic Priorities

A joint executive leadership team that is accountable to the Board of Police Commissioners allows for a stronger alignment between strategic direction setting and operational priorities.



Strengthened relationship between HRP and RCMP

More points of contact, increased opportunity for meaningful collaboration, better understanding and open channels of communication to reach the same goals. Joint accountability means vested interest in working together to serve the people in HRM



Better cohesion in community safety ecosystem

A dedicated and shared partnerships and commissioning function creates the opportunity to focus on and build partnerships across the ecosystem of public safety that are consistent, impactful and lead to better integration to address root causes of crime and disorder



Integrated leadership aligns the full model to shared outcomes

The leadership structure connects and aligns the HRP and RCMP teams to shared outcomes and creates a joint accountability to a shared leadership group and to the community. This alignment is essential to coordinating resources, delivering consistent services and

Values Alignment of Joint Leadership and Strategic Functions

Alignment with Values

Values	Integrated Leadership & Strategic Functions
Accountable & Transparent	<input checked="" type="checkbox"/>
Representative, Diverse & Inclusive	<input checked="" type="checkbox"/>
Preventative & Proactive	<input type="checkbox"/>
Collaborative & Integrated	<input checked="" type="checkbox"/>
Community Centric	<input checked="" type="checkbox"/>
Outcomes Focused	<input checked="" type="checkbox"/>
Engagement Driven	<input checked="" type="checkbox"/>
Procedurally Fair	<input checked="" type="checkbox"/>
Efficient & Responsive	<input checked="" type="checkbox"/>
Evidence led and Data Driven	<input checked="" type="checkbox"/>

Creating community-led response capacity & aligning resources to services

Creating capacity for community-led response capacity to supplement police

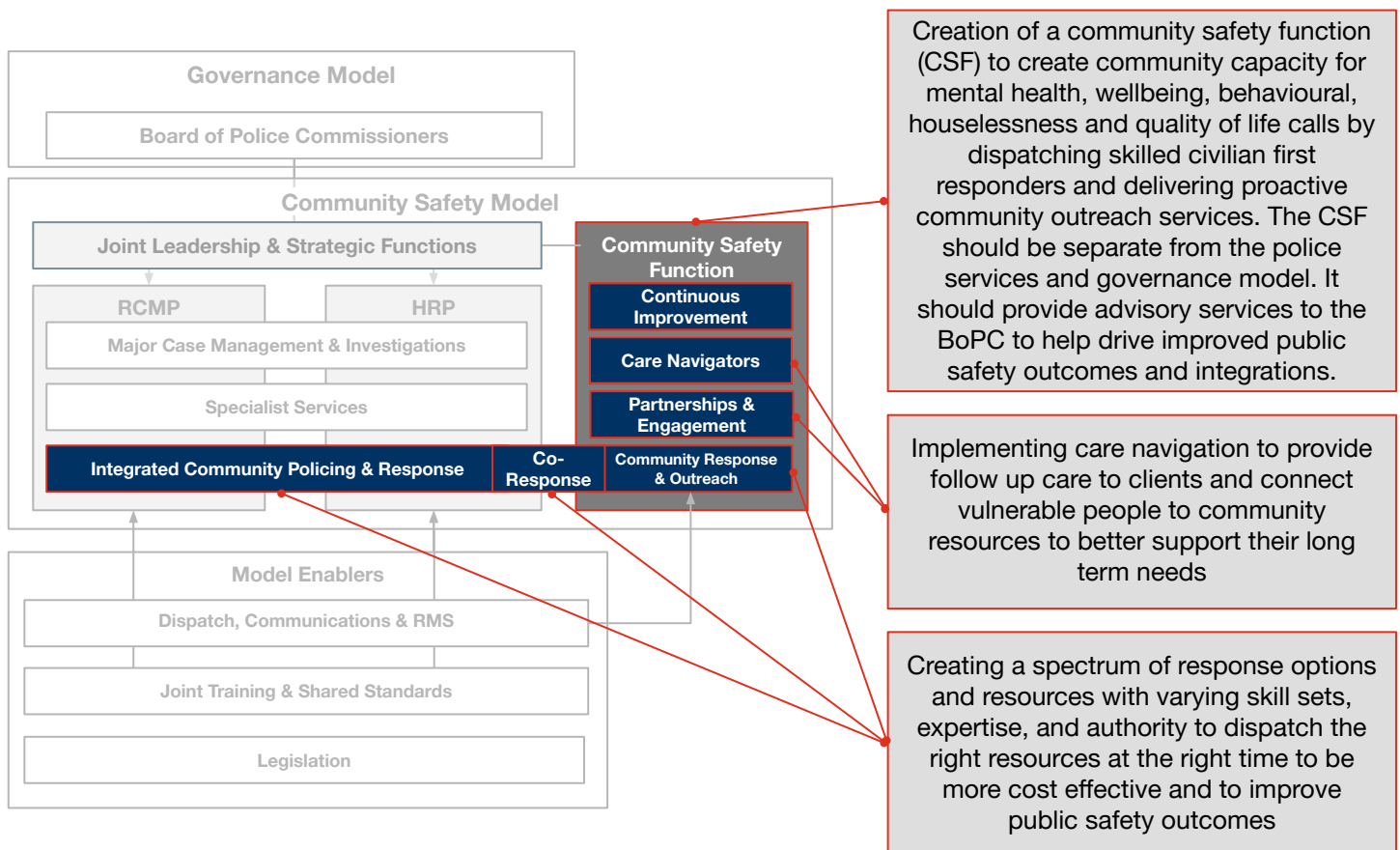
A Community Safety Function will create the capacity required to enable a community-led response to complement police services.

Creating a Community Safety function to create capacity for community-led services in response to non-criminal, low risk calls for service. This will enable a spectrum of responses aligned to risk, complexity and skill set required to deliver positive outcomes through. A Community Safety Function can play a critical role in the strengthening and connecting the public safety ecosystem in HRM.

An integrated model with community-led response includes:

- Building a community safety function to enable community-led response to non-criminal health and wellbeing calls for service and community outreach services to complement the core police services
- Introducing care navigation and community partnership building to allow for more effective management of care of vulnerable people to sustain long term public wellness and safety outcomes
- Creating a spectrum of response resources including police, un-armed members, and community teams aligned with calls for service

Summary of the Community Safety Function



Creating a Community Safety Function to support 24/7 community-led services

A Community Safety Function would work to enhance public safety through community-centered approaches to prevention and intervention as alternatives to policing and the criminal legal system.

This would transform the municipality's approach to community safety, by filling the gaps in the current response model. Services can be better aligned with citizens' needs and introduce a proactive outcome and solutions-oriented capability

One of the most significant challenges in building a holistic approach to community safety is creating capacity to respond to calls for service and to proactively reach out to vulnerable peoples to prevent victimization, disorder and criminal activity.

The question that is always asked when discussing how best to respond to mental health, houselessness, addictions, family crisis and other non criminal but essential public safety services is "if the police aren't delivering those services - who will?"

Creating and investing in community-led responses can provide the necessary resources to provide those essential services. The Community Safety Function can fill a service gap in delivering proactive, preventative and outcomes focused services to community wellness and safety issues.

Stakeholders were clear in their desire to redefine what services are provided, and how, to focus on proactive, 'upstream' and preventative approaches. There was also a great emphasis on embedding a collaborative and multidisciplinary approach to service delivery, so that citizen needs are kept front and centre.

HRM's Public Safety Strategy recognizes proactive and upstream oriented service delivery, holistic view of public safety and evidence based action and investment as its core guiding principles.

Similar functions have been implemented with very encouraging results and track records of positive impact on outcomes. The City of Albuquerque (New Mexico), City of Durham (North Carolina), Denver (Colorado), San Francisco (California) and many other jurisdictions have dedicated community safety departments that prioritize managing partnerships, continuous improvement and deploying an alternative, multidisciplinary response to service delivery in various ways.

The community safety function should enable community-led, civilian delivered 24/7 response that provides additional capacity and response capabilities to calls for service that do not require police intervention.

Overview of key capabilities within Community Safety Function

Community Response Teams:



Community Response Teams will complement police services by providing trauma-informed responses to 911 calls for service involving non-violent behavioral, mental health needs and quality of life concerns, including calls involving the needs of people who are unsheltered, by dispatching teams of unarmed, skilled, civilian first responders.

Care Navigators:



Care navigators will work with people in the community who may need urgent or non-urgent services to provide follow up care to connect them with community based services to reduce the likelihood of future crisis, unnecessary emergency medical or police intervention and provide support in accessing needed services.

Community Outreach:



Community outreach teams could provide proactive outreach to vulnerable people in HRM. They may be able to provide services to houseless individuals, youth, seniors, and other vulnerable populations proactively to provide support and connect individuals with services before crisis intervention is required.

Community-led engagement and continuous improvement:



The community safety function should help drive integration and continuous improvement opportunities by identifying and piloting new partnerships/approaches to community safety and make recommendations to the BoPC for new collaborative approaches or services for that can be provided by the police or CSF

Creating a Community Safety Function to complement services provided by police

The community safety function should be a part of the municipality and sit outside of the police services.

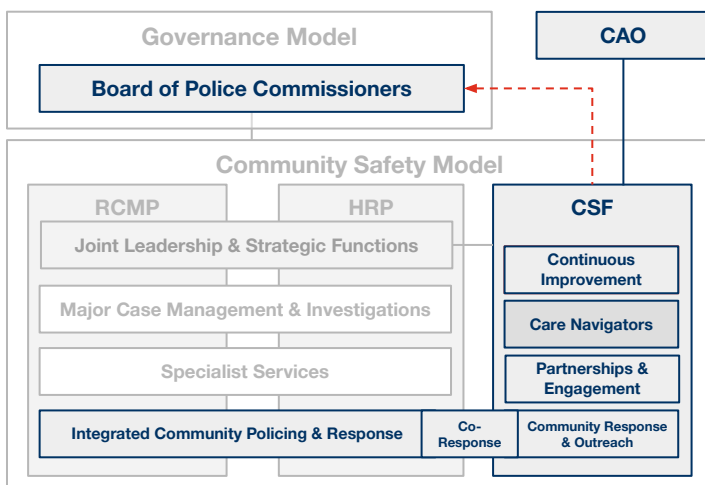
The community safety function should be a municipally led service provider. Research into other jurisdictions suggests this function may sit within the Public Safety Office or another department, be an evolution of the public safety office or could be a standalone business unit. This service should be accountable to the municipality and a part of the administrative structure that exists. This will ensure that HRM can allocate budget and resources to expanding this service independently of policing budgets.

The community safety function should work very closely with police services and other emergency service providers including EMS. The introduction of this function creates a full spectrum of resource responses that is not currently available within the public safety ecosystem in HRM and fills a significant gap.

The community safety function should be able to provide advisory services to the BoPC in suggesting alternative approaches to delivering services delivered by police, collaboratively between the CSF and police or services that should be shifted from the policing mandate to the safety function.

How does the Community Safety Function fit into the policing model?

The CSF should not be embedded within the a police service or under the governance of the BoPC. However, there should be a governance mechanism between the CSF and police services and the BoPC. The CSF should provide advisory support to the BoPC on service adjustments and opportunities to improve outcomes.



The community safety functions is not led by police services or embedded within police agencies. It is community-led with civilian delivered services that provide additional capacity and response capabilities to calls for service that do not require police intervention.

Detailed design of the services, capabilities and requirements of the community safety function should be completed with the Public Safety Office collaboratively with key stakeholders.

What types of skill sets or roles could be utilized within the CSF:

Community Response Teams:



Social Worker



EMT



Crisis Worker



Peer Specialist



Mental Health Clinician



Researcher

This function would need to be coordinated and tied in with PSAP and dispatch services and may be dispatched out of police detachments or other locations with the same radio communication capabilities as police services.

Incorporating 911 Call Diversion and Services within the PSAP

The PSAP plays a critical role in enabling integrated community safety responses including the community safety response teams. The ability to dispatch urgent non-police responses and utilize dispatch services to provide escalation support when the situation requires is essential.

911 call diversion and services being embedded within the PSAP will allow for calls to be responded to without having to dispatch resources by providing immediate care for those in crisis directly as a part of a continuum of response.

Call diversion and embedded mental health or crisis service providers within PSAP can divert individuals in crisis away from unnecessary and potentially high risk and harmful interactions with the criminal justice system.

Utilizing a spectrum of response options to align resources with calls for service

Police and PSAPs have no control over what types of calls for service they receive. Police are being asked to provide response to an extremely broad range of calls for service which are becoming increasingly complex and require different skills to manage.

The implementation of an integrated services model alongside the development of a community safety function creates a significant opportunity to utilize a spectrum of response options that can better align services, resources and outcomes to calls for services.

In the current policing model, responses to calls for service are confined to a limited set of resources available. Sworn members, community peace officers, ambulance, mobile mental health crisis teams are the primary response options in HRM for calls to service relating to public safety.

The integrated policing model and community safety function expands that spectrum of response options that do not exist today.

In the current policing model, there are significant gaps in services and misalignment between response options and services required. The police are required to respond outside of their functional mandate because there are no other available resources to provide those services.

When police are asked to respond to calls for service that are non-urgent, non-criminal, or for wellbeing it may increase the risk to the individuals involved and may result in harm. Complex mental health, wellbeing and social disorder calls are often extremely time consuming and use significant police resources to respond to today.

The integrated services model with the community safety function allows for an increased range or resources to be available to provide responses. The community response teams, outreach teams and care navigators fill the service gaps that exist today and allow for police to focus on core policing services.

The spectrum of response options aligns the services with resources who have the skill, capacity and expertise to deliver improved outcomes to HRM while enabling proactive and preventative responses that stakeholders in HRM expect.

Current Response Options vs. Service Type

	Criminal	Non Criminal	Wellbeing
Urgent	Police Response	Police Response / MMHCT	MMHCT EMT
Non Urgent	Police Response	Police / Service Gap	Service Gap
Proactive	Police / Service Gap	Service Gap	Service Gap

- Response & service aligned
- Response & service partially aligned
- Response & service not aligned / service gap

Future Response Options vs. Service Type

	Criminal	Non Criminal	Wellbeing
Urgent	Police Response	Community Response Team (CRT) / MMHCT	CRT MMHCT EMT
Non Urgent	Police / Unarmed Response	CRT / Outreach Team	Outreach Team / Navigator
Proactive	Police / Unarmed Response	Outreach team	Outreach / Navigator

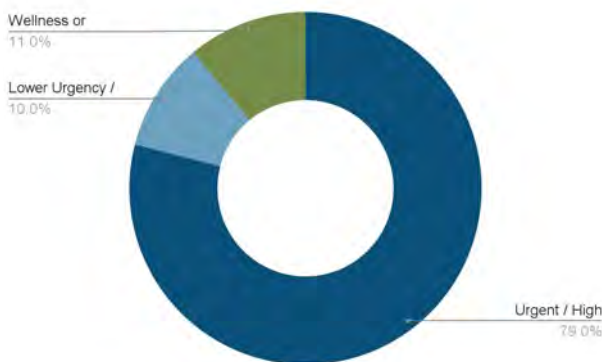
- Response & service aligned
- Response & service partially aligned
- Response & service not aligned / service gap

What types of calls do police in HRM receive today?

In jurisdictions where similar functions have been implemented, research shows that a significant number of calls can be responded to using non-police responses options. For example, CAHOOTS in Oregon (population ~170,000 as of 2020) responded to 17% of calls to police and is estimated to save \$8.5M in public safety spending annually. Albuquerque’s Community Safety department has diverted 9,909 calls for service to police between August 2021 and September 2022 (population ~560,000 as of 2020).

Based on preliminary, high level analysis ~20% of calls in HRM can be classified as low risk/low urgency or Mental Health, Wellness or General Assistance a non-urgent or non-police response. These types of calls can be diverted to other responders, so that sworn members can remain available in the community to respond to urgent criminal situations.

Proportions of Actual Calls by Risk and Urgency



- Urgent High Risk** (examples: assault, fraud, arson & robbery)
- Low Urgency or Low Risk** (examples: noise complaint, citizen assist, lost/found Property)
- Urgent Wellness or Outreach** (examples, mentally ill person, youth complaint)



The call data provided is actual calls for service data provided by both HRP and RCMP. The **conceptual model** shown below shows how resources could be allocated to provide a spectrum of community safety response options based on the preliminary call data types identified above including police, peace officers and community safety function resources. The proportion of resource types is directly correlated to the proportion of types of calls and the likely response they would require. The resourcing mix presented is based on preliminary analysis and will require further analysis to validate in combination with detailed service delivery model design to be completed.

It is likely that a number of the Low Risk/Low Urgency calls or Wellness calls may require a police response due to risk. This example is for conceptualization purposes and does not represent a recommendation for resourcing mix. Detailed analysis of calls for services must be completed to determine the appropriate resource mix for the HRM policing model.

Table A shows current resourcing

Responder Type	Total Number
Sworn Members	700

Table B shows conceptual future resourcing

Responder Type	Total Number
Sworn Members	588
Peace Officers / Auxiliary Const.	77
Community Safety Response	35

Benefits of a creating community-led response capacity and aligning resources to services



Improved Service Levels & Public Safety Outcomes

HRM receives a full range of services that is aligned to community needs and demand for services. Resources deployed have the skillset, training and expertise required to deliver services effectively leading to better outcomes and more cost effective service.



Reduced service gaps and increased emphasis on proactive service

Upstream and preventative services are linked to the policing model. The full range of policing, wellness and proactive community safety services are available in HRM. The alignment of resources and the availability of capacity and resources to provide full services is significantly improved.



Better Efficiency, Integration or Value for Money

Community Care Navigators are better able to support and connect people to the services they need which should have a long term impact on reducing crisis, victimization and demand for services. Additionally, lower cost but highly skilled practitioners should enable reduced costs per call for service and operating costs



Proactive service prevent vulnerable people from experiencing crisis

Proactive outreach enables relationship building with community members, this trust means community members would be more open to taking advice and resources recommended for them



Enables Community-led services for community safety needs

Community resources are able to respond to community needs for service. Vulnerable people are cared for without having to interact with police or the criminal justice system when it isn't necessary.











Strengthened connection across the ecosystem of public safety

A dedicated partnership management function creates the opportunity to focus on and build partnerships across the ecosystem of public safety that are consistent, impactful and lead to better integration to address root causes of crime and disorder

Values alignment of a creating community-led response capacity and aligning resources to services

Alignment with Values

Values	Community led response capacity & resource alignment
Accountable & Transparent	
Representative, Diverse & Inclusive	
Preventative & Proactive	
Collaborative & Integrated	
Community Centric	
Outcomes Focused	
Engagement Driven	
Procedurally Fair	
Efficient & Responsive	
Evidence led and Data Driven	

Fully Integrating Operations

Implementing Integrated Operations

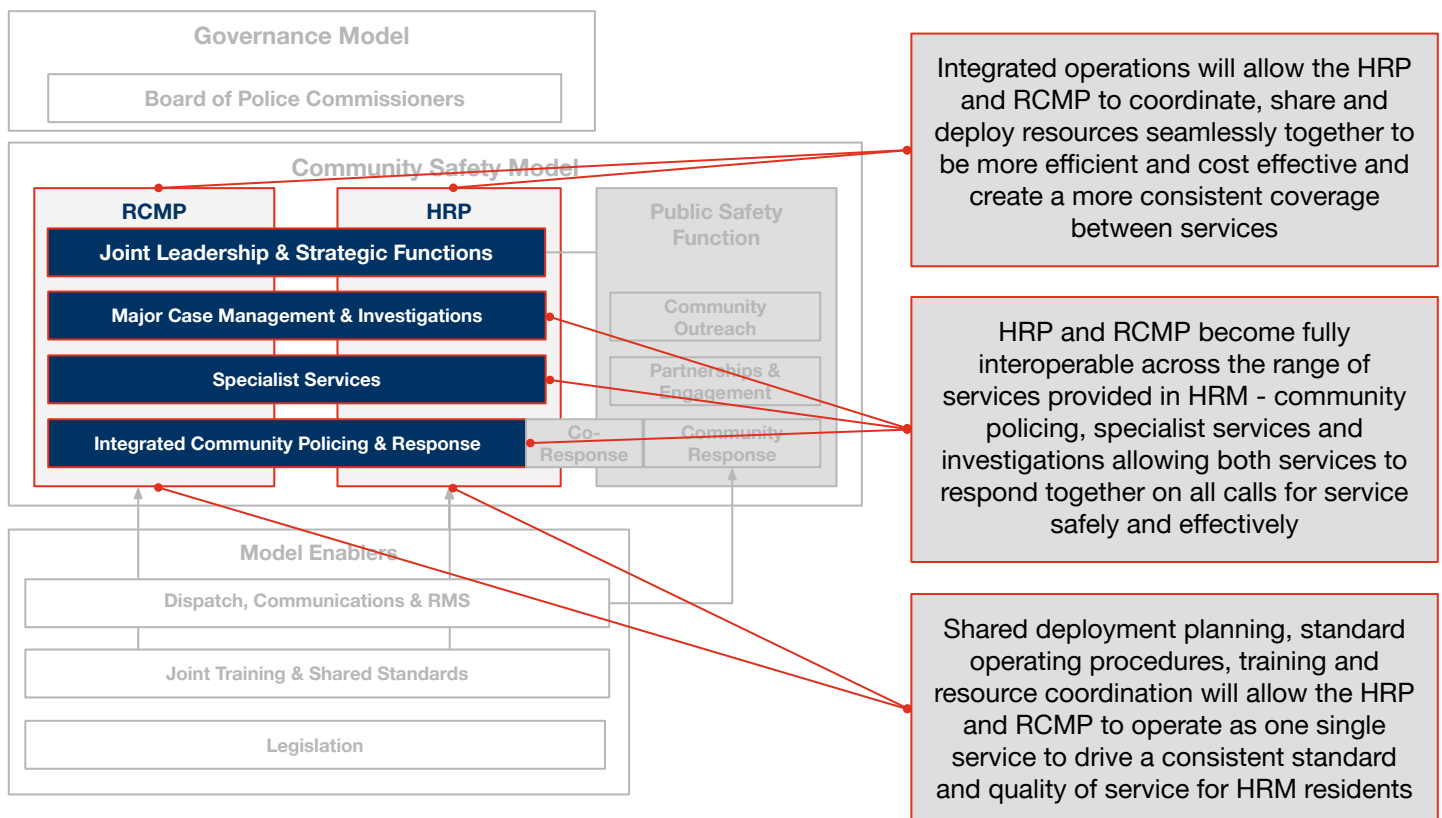
Integrated Operations are what brings the integrated model to life in front of the communities within HRM

Currently, service standards and responsiveness are inconsistent within HRM. Stakeholders have noted that depending on the area and police service answering a service call, the interaction a resident has with police can look different. With no shared standard operating procedures or coordination between the two services, citizens of HRM receive inconsistent service with varying procedures. An integrated model will strengthen the effectiveness and standard of service delivery, enable efficient use of resources, provide a consistent standard and experience for residents, providing a single voice for policing and improve outcomes of service delivery.

The future integrated operations puts into place:

- Coordination and integration of resources, capabilities and units, day to day operations and deployment between services seamlessly
- Shared standard operating procedures to drive a consistent standard of service for residents in HRM no matter what police service respond to their call
- A new approach to working together, sharing resources and delivering services both in public facing services and internal services

Overview of Integrated Operations



Components of Integrated Operations

Within HRM today, the HRP and RCMP operate completely independently of each other. The current dual policing model should be transformed into an integrated operations model, in which the HRP and RCMP operate as a single entity serving the community.

Integrating operations addresses a number of key challenges within the policing model today:



Inconsistent services and service levels across HRM



Limited interoperability between the HRP and RCMP



Different service standards and citizen experiences



Difficulty developing partnerships and integrations with community partners



Improved responsiveness to community feedback



Inconsistent leadership, decision making, and priorities

Integrated operations is not a matter of simply combining functions. It requires a much broader transformation that reimagines the policing model top to bottom.

A fully integrated operating model ultimately means that the HRP and RCMP seamlessly operate together to provide consistent and coordinated services to people in HRM. The concept of an integrated operating model is a substantial shift in culture, ways of working, operations and thinking about how services are delivered. For all intents and purposes - the two services operate as one.

In an integrated operating model, HRM can come to expect consistency in the service they receive regardless of the police service responding. Coordinated operations allows the policing model, as a whole model, to coordinate and allocate resources more effectively to fill service gaps, maintain consistent coverage and more effectively respond to community needs.

Integrated operations will allow the two police services to function seamlessly across all functions enabled by:

- **Leadership** provides consistent decision making, operational strategy, and resource allocation aligned with strategic direction and priorities
- **Coordinated Operations** enables utilisation of resources from either police service to respond in the most efficient and appropriate way across jurisdictions using the right unit at the right time
- **Interoperability** to ensure the two services operate as one pool of resources, covering for one another as needed, and able to operate together safely and efficiently in every situation
- **Shared standard operating procedures (SOP's)** to set high benchmark standards and ensure consistency in quality of service delivery
- **Resource Efficiency** consideration is given to which units, resources and capabilities each police service has to eliminate redundancy and duplication. Integrated operations allows for the total portfolio of capabilities to be evaluated to optimize services and units

What does integrated operations mean for:

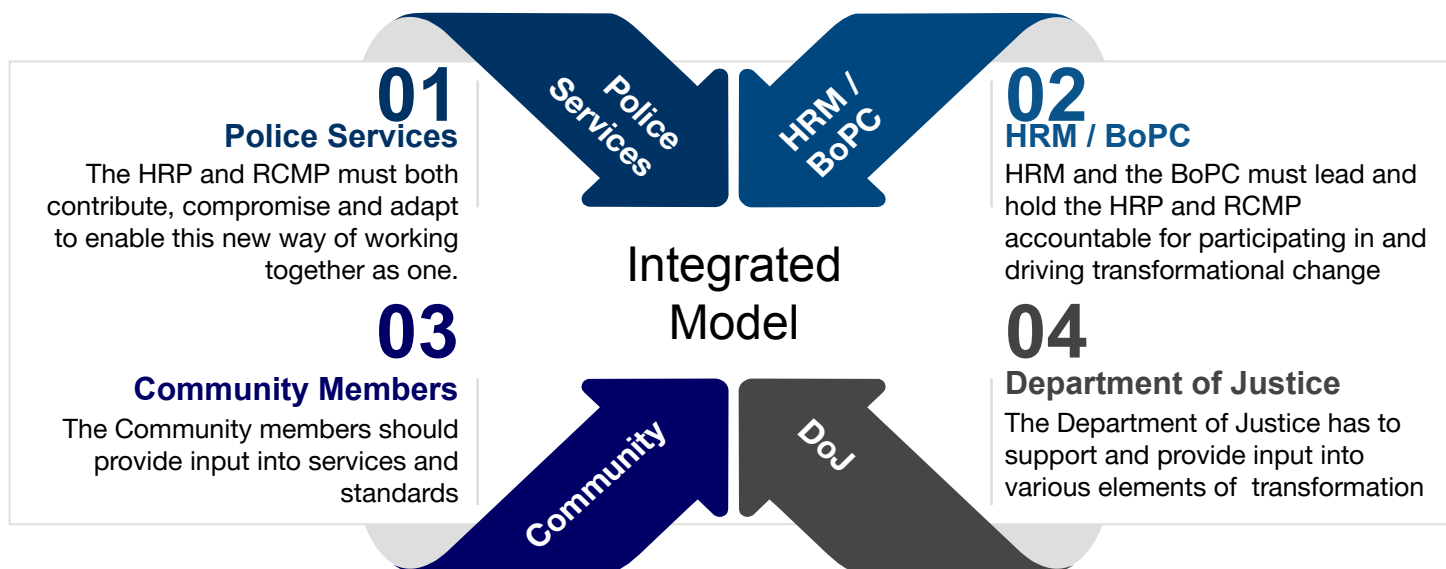
Community Policing: HRP and RCMP deploy a single pool of resources in HRM with consistent standards and interoperability

Specialist Services: Specialist units are fully interoperable and cross trained within shared services. Where some units are not required in both services the other should train with them to ensure they are coordinated. Duplicated specialist services should be analyzed based on the demand for it within HRM and provincially, to optimize the size and number of resources required to meet demand.

Investigations: Investigations are delivered using a single pool of investigators who share all case files utilizing standardized and shared case management methodologies. Investigative specialties, units and tools are shared under shared leadership. Investigations team should view the total caseload as shared with no consideration to jurisdiction, ownership or 'their case vs. our case'.

A collaborative effort is required to develop integrated operations

No single stakeholder can build an integrated model of policing in HRM alone. There must be collaboration and cooperation between key stakeholders to address gaps, develop meaningful solutions and keep community needs at the centre of transformation.



Other considerations for Integrated operations

The opportunity for integrated operations expands beyond HRM. Provincially, as a result of the Mass Casualty Commission proceedings, there are questions being raised about the interoperability of police services broadly within Nova Scotia. The opportunity to build and integrate operations beyond HRM to include other police services may be worth considering at the provincial or regional level.

This opportunity for regionally or provincially integrated services is most pragmatically realized in specialist capabilities and complex investigations. HRM, the DoJ and the BoPC should consider exploring how interoperable services within HRM may be made more cost effective or deliver improved outcomes by developing broader interoperability and integrated operations beyond the policing model transformation in HRM.

Provincially integrated units, such as ALERT in Alberta, have proven to be very effective models of delivering services with contributions from municipal, federal and provincial policing resources across agencies. This model can be replicated within Nova Scotia given the presence of many smaller municipal and regional police services. Highly specialist, complex response units that are costly to operate and maintain, such as emergency response teams, may be more effectively delivered in a provincial or regional model.

These considerations are beyond the scope of this study but are presented here for consideration or further study.

Benefits of Integrated Operations



Efficient and Effective Use of Resources

With coordinated resources and operations, there is reduced waste through duplicated units, coordinated resource planning and shared resources. This enables better outcomes with fewer resources used



Consistent leadership and operational strategy

An integrated operating model should operate under consistent leadership, decision making and operational strategy. This should drive better public safety outcomes, better allocation of resources, clarity of roles and responsibilities and operational excellence across HRM.



Consistency in quality of service delivery

Shared standard operating procedures means community members receive consistently high quality in service delivery, despite the police service, improving their experiences and interaction with police



Equitable distribution of workload

Through coordinated deployment in community policing and shared workload , there is an even distribution of work. This reduce burnout for officers, allow for a greater balance of capacity between police services and improved service levels



Improved relationships and reliability between HRP and RCMP

With improved coordination, communication and interoperability, the HRP and RCMP are able to work together more frequently and effectively, without ambiguity. The two police services work together as one with an expectation of collaboration and cooperation set by leadership and the BoPC.



Improved outcomes for citizens of HRM

Citizens of HRM would be able to enjoy improved timelines in investigations, better interactions with police and an overall safer HRM by having a model that is responsive, efficient and prepared to handle severe crime and disorder.



Increased preparedness and coordination in Critical Incident Response

By training together and being aligned on Specialist Services operations in both services, they are able to coordinate and have better preparedness in Critical Incident Response, leading to improved responsiveness in such situations.

Values alignment of a creating community-led response capacity and aligning resources to services

Alignment with Values

Values	Transforming to an Integrated Operations
Accountable & Transparent	<input checked="" type="checkbox"/>
Representative, Diverse & Inclusive	<input checked="" type="checkbox"/>
Preventative & Proactive	<input checked="" type="checkbox"/>
Collaborative & Integrated	<input checked="" type="checkbox"/>
Community Centric	<input checked="" type="checkbox"/>
Outcomes Focused	<input checked="" type="checkbox"/>
Engagement Driven	<input checked="" type="checkbox"/>
Procedurally Fair	<input checked="" type="checkbox"/>
Efficient & Responsive	<input checked="" type="checkbox"/>
Evidence led and Data Driven	<input checked="" type="checkbox"/>

Critical Enablers for the Future Model of Policing

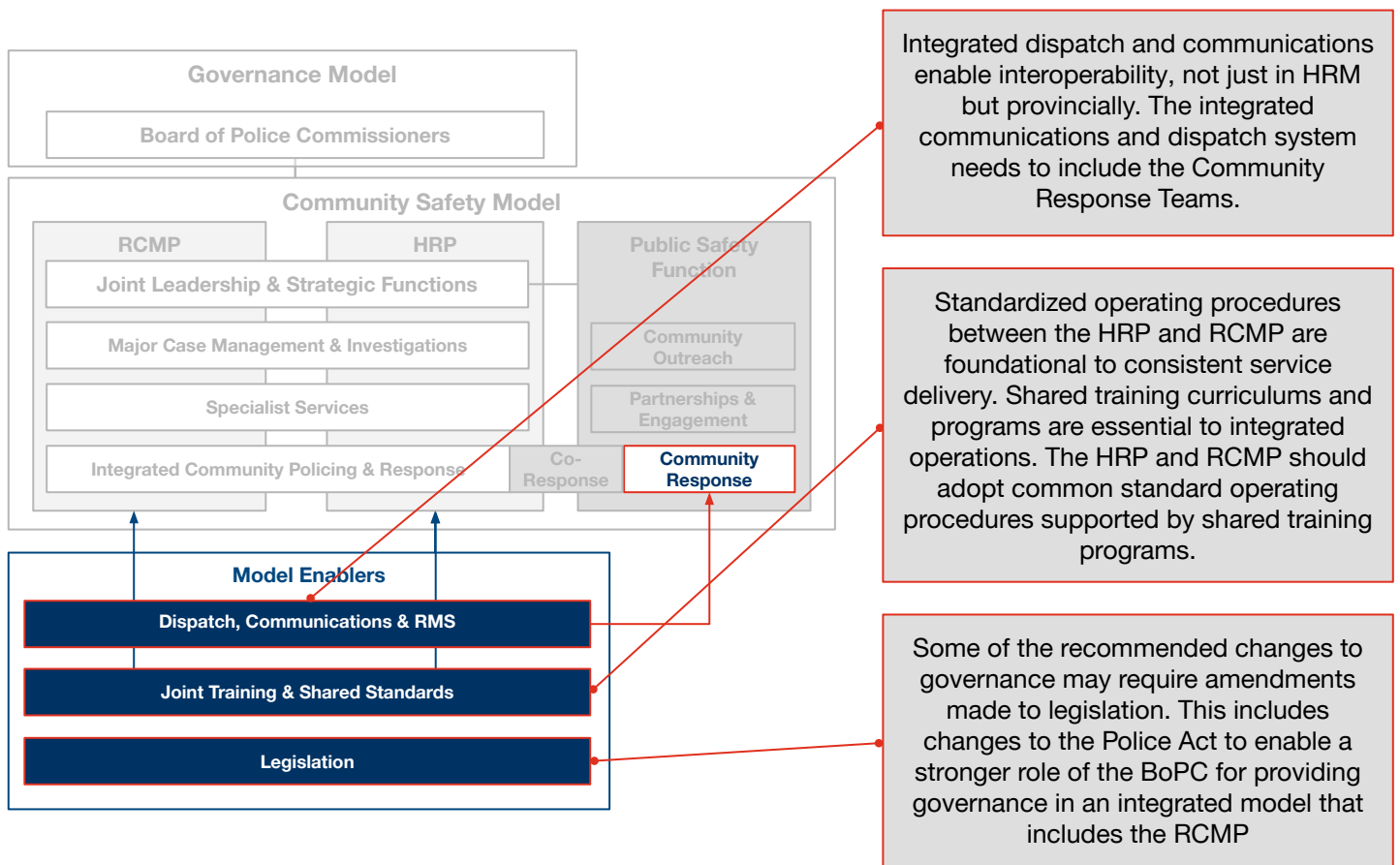
There are critical enablers that are required to fully implement an integrated policing model

Critical enablers build the necessary foundation to anchor future state model recommendations and build a successful platform for transformation.

Some aspects of the recommended model require support from other key stakeholders to make the required changes or to provide required input. Other elements must be implemented because they are essential to enabling integrated operations within the policing model. These elements are not directly part of the policing model or operations but are pre-conditions for transformation. The primary enablers of the future model include:

- Integrated dispatch and communications, including the Community Response Teams, but ideally extended provincially
- Shared standards and joint training capabilities to enable interoperability and consistent standards of service
- Legislative changes to support a stronger role of the BoPC in providing governance consistently within the integrated policing model that includes the RCMP and HRP

Overview of Key Enablers



There are critical enablers required to support many of these changes

As the detailed operating model is designed and built, some aspects of the recommended model require input or support from key stakeholders to make the required changes or to provide required input. As the future model is built, the impacts to procedures, legislation, training and other elements must be considered. These elements are not directly part of the policing model or operations but directly impact or support operations.

Integrated Dispatch and Communications



HRM has already invested heavily in shared dispatch, communications and RMS within HRM. This investment removes a significant and very costly barrier to integration that makes implementing an integrated services model cost prohibitive in many jurisdictions.

In order to support a fully integrated services model of operations that includes Community Response, the PSAP and dispatch services must be extended to the Community Response teams. Radio communications is an essential component of safely delivering those services and substantially reduces the risk for service providers on Community Response Teams. This capability has been identified as an essential element for similar functions in other jurisdictions.

The dispatch model and processes should ensure that units are fully visible, dispatched and supported across jurisdictions. In the context of major incident responses fully interoperable radio communications, dispatch and dispatch should be enabled to allow for support to be provided seamlessly outside of HRM and with other services when the situation requires.

Legislation



Legislative change is critical for some of the recommendations to be implemented. Among other changes necessary, the Police Act defines the governance structure for policing in HRM. In order to restructure the governance model and align accountabilities to the BoPC, statutory amendments will be necessary.

Support from the Province and the Department of Justice will be essential in advocating for and making the required changes. Collaboration between the DoJ, HRM and other municipalities is essential to ensuring that these changes are considerate of the policing environment beyond HRM.

Shared Standard Operating Procedures



The HRP and RCMP should seek wherever possible to implement shared standard operating procedures. These standard operating procedures should be aligned with the policies set by the BoPC and should be reflective of the unique needs and the expectations of the of the community being served.

Shared standards are particularly important to providing consistency in services and standards in public facing services. Stakeholders in HRM expect that police services are delivered consistently and in a standardized way that is consistent across the municipality. Shared standards are the foundation for consistent services. These standards should be developed jointly with community and Department of Justice input where appropriate.

Interoperability and coordinated operations require shared standards and procedures that are consistently understood and applied between services.

Policies and standard operating procedures should also be reflective of and compliant with provincial policing standards.

Shared Training



In support of shared procedures and interoperability, it is important to implement shared and joint training between the HRP and RCMP. This will also help to drive consistency in services and standards across HRM.

Further consideration should be given to shared curriculums and programs which may allow for cost reductions and reduced duplication of programming. There are likely opportunities to consolidate training programs regionally or provincially.

Other Considerations for the Future Model of Policing

Creating a culture of community policing & collaboration supported by a diverse workforce

In order to adopt a community policing approach that prioritizes ED&I, the integrated policing model must create its own community policing style, which reflects the needs of the citizens in the communities that it serves. Characteristics of community policing and ED&I need to be a part of day to day operations and throughout the organization, to truly integrated these values into the DNA of the future model

A Community Policing Workforce

In order to provide better service, focus on solving community problems and proactive community policing, the future policing model must have a workforce with the skillset to deliver on a community policing mandate which begins with recruitment and training.

Community policing emphasizes proactivity rather than just reactivity. The focus of police officers must be on preventing crime—solving problems by getting to the underlying cause. By defining the problem, analyzing its cause and effects, members of the police services can not only respond more effectively, but evaluate the outcome of the response in order to prevent future incidents.

The interaction between the police services in HRM and the Community Safety Function will be critical in providing proactive public safety services. There is a role to play by the police and community-led responses and outreach. The police and community safety function need to have a culture of trust and collaboration. Both need an understanding of how they should work together to deliver better outcomes for the community.

Recruitment and training of police officers within HRM must be geared towards human relations and problem solving instead of enforcement focused policing that leans more heavily on crime control. A problem-oriented policing style requires officers to incorporate discretion while considering the characteristics of the incident (social context, physical setting, and actions taken before, during, and after the events). Community policing has two major components:

- Community Partnerships, and
- Problem solving

Officers in the integrated policing model must be able to build close relationships and partnerships in their communities and have the ability and skill to problem solve, use their discretion, and have access to resources and training to allow them to serve and respond effectively to the challenges in their communities with community well-being in mind.

Building Equity, Diversity and Inclusion in all Facets of Policing

HRM's diverse and changing demographics brings opportunities for broadening diversity in culture, ethnicity and thought for police services. Changing expectations between the police and the community they serve is amplifying the need for a closer look at how ED&I efforts are progressing from both an employee and community relations perspective. Incorporating trust and wellness into policing through ED&I provides benefits for the police services and HRM, across the employee lifecycle and throughout varying dynamics in its relationship with the community it serves.

ED&I affects all facets of policing and is central to adapting policing based on changing needs.



Community Safety Ecosystem: Policing has evolved from a focus on crime and enforcement to one of community safety and well-being, which results in a shift that requires a close look at ED&I to effectively build trust across the community safety ecosystem.



Demographic Changes: Changes to demographics create an opportunity to ensure policing is responsive to, and reflective of the community it serves. For example, learning and appreciation for cultural and language differences is more important than ever.



Recruitment and Retainment Challenges: Agencies are struggling to effectively recruit and support members throughout the employee lifecycle. Recruitment needs to adapt to look for a range of skills and experience required to perform police work effectively. An ED&I lens is central to sustainable solutions in this space.



Governance: From setting strategic priorities, to budget setting, to community engagement on key issues facing the service, the role of a BoPC cannot be overlooked with respect to advancing ED&I as a strategic priority.



Changing demands: The demand for inclusive policing, in order to be responsive to complex social issues, demographic changes is changing what the public expects of their police officers in a way that centres the importance of ED&I from the inside out.

Embedding equity, diversity and inclusion is a strategic priority regardless of policing model

ED&I is perhaps one of the biggest transformational opportunities HRM has, but it can't be an add-on. It must be seen as part of an organization's strategy. It is recommended that recruitment and processes related to career progression are prioritized to tackle bias. This can be an accelerator to ensure that representation and diversity is built into the roots and embedded throughout all aspects of the future integrated model.

Prioritizing “hotspots” for potential bias in the talent lifecycle, that is, when individuals are assessed, compared and selected such as:

1. **Recruitment**
2. **Processes related to Career Progression:**
 - a. Performance evaluation,
 - b. Promotion or
 - c. Succession planning

These recommended areas are where systemic challenges can occur, hindering the recruitment, retention and growth of diverse talent. For example, if there are biases in the recruitment process, diverse talent may not be attracted in the first place. Whereas if there are biases in the career progression stages, diverse talent may be more inclined to leave due to perceived barriers to promotion.

EDI must be prioritized as a strategic and operational imperative in public safety in HRM

Diversity, equity and inclusion is a critical path forward for police services in addressing some of the most difficult, acute challenges faced in public safety today.

Many of the key operational challenges facing police services and organizations are improved when EDI is prioritized as a strategic and operational imperative including:

- Employee engagement
- Employee wellness
- Operational effectiveness and efficiency
- Public trust
- Recruitment and turnover

ED&I is not only aligned with the values defined by stakeholders within HRM, it also creates a workforce better equipped for operational excellence and wellbeing, leading to increased sustainability. This has been proven by a number of studies done:



Trust:

Employees that trust their employer's ED&I commitments, see levels of engagement increase up to 20%¹

Employers with trusted EDI commitments can reduce the likelihood of employees leaving their organizations by 87%¹



Wellness:

In order to serve the communities people internally need to be reflective of and responsive to community needs, while staying healthy and psychologically safe².



Operational Excellence:

A diverse and inclusive team helps to promote a **culture of accountability** where unsafe working practices and problems are proactively raised.³



Community Involvement:

Diverse and inclusive organizations are more likely to report better assessments of community interests, expectations and demand⁴.



Belonging:

High feelings of employee belonging have been linked to a 50% drop in turnover risk⁵.

(1) The Role Diversity Practices and inclusion in promoting trust and employee engagement, Journal of Applied Social Psychology, 2015
(2) State of the Global Workplace Report, Gallup, 2017
(3) Meltdown: Why Our Systems Fail and What We Can Do About It, Tilcsik & Clearfield, 2018
(4) Why Diversity and Inclusion Matter, Catalyst, 2020
(5) The Value of Belonging At Work, HBR, 2019

Road to an Integrated Model for Policing in HRM

The road to a fully integrated model within HRM is complex. Some of the recommendations presented in this document are outside the full control of Halifax Regional Municipality and require action from other stakeholder including the Nova Scotia Department of Justice and Public Safety Canada. There are a number immediate actions that can be taken by HRM to improve quality, efficiency, responsiveness and public safety outcomes. These include:

- Taking immediate action to improve BoPC effectiveness including examination or development of BoPC Policy Manuals
- Formalizing permanent joint leadership and functional management teams with HRP and RCMP leadership to lead and manage community policing, specialist services and investigations
- Creating a Community Safety Function to support community-led services such as Community Response Teams, Care Navigators, Community Outreach and Community-led Engagement and Continuous Improvement
- Implementing integrated and coordinated operations between the HRP and RCMP to coordinate, share and deploy resources seamlessly together to be more efficient and cost effective and create a more consistent coverage between services
- Taking action to align HRP and RCMP standard operating procedures and protocols where possible to improve interoperability and consistency of service standards in community policing, specialist services and investigations allowing both services to respond together on all calls for service safely and effectively
- Moving towards shared deployment planning, standard operating procedures, training and resource coordination
- Examining current jurisdictional boundaries between the HRP and RCMP to identify opportunities for more effective deployment of policing resources between services in light of changes to the community, population growth, densification and urbanization

The complexity or difficulty of moving toward a fully integrated policing model should not serve as a barrier to taking immediate actions to improve public safety outcomes within the current dual policing model including but not limited to the implementation of actions outlined above.

Comparative Analysis of the Current & Recommended Model

Comparing the current and recommended policing models

The recommended model represents a significant transformation of community safety and policing in HRM.

The current model of policing provides inconsistent services and limited integrations which impact public safety outcomes and creates gaps in operations

- ▷ The HRP and the RCMP operate in a disconnected dual model of policing
- ▷ They have their own distinct and independent operating models
- ▷ Leadership is disconnected and does not provide a consistent operational strategy
- ▷ They do not offer services in the same way or have the same standard operating procedures
- ▷ There is little to no coordination of resources and limited interoperability

The future model is able to deliver fully integrated services aligned to shared outcomes. Consistency of services, standards, and integrations with community is embedded as a fundamental characteristic.

- ▷ HRP and RCMP operate as one integrated entity with a shared strategy and leadership
- ▷ A cohesive and integrated operating model is implemented including community-led responses
- ▷ Governance is simplified with increased transparency and accountability to the community
- ▷ Services are consistent and responsive and both services are fully interoperable
- ▷ There is little to no coordination of resources and limited interoperability

Figure D: Current Model of Policing in HRM

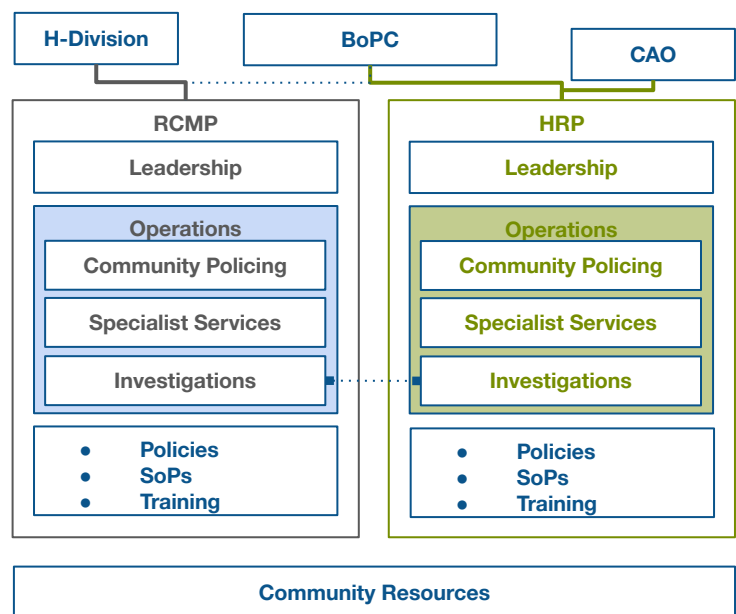
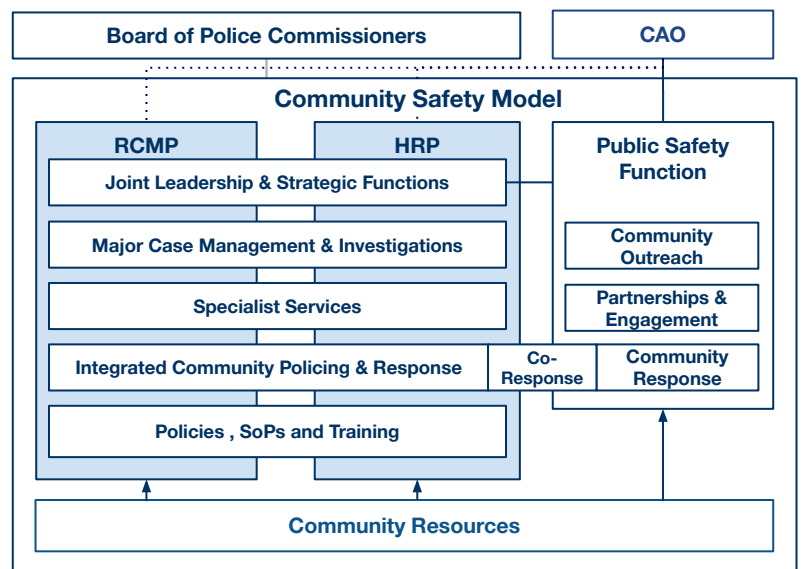


Figure E: Future Recommended Model of Policing in HRM



The evaluation framework provides a structured approach to comparing the current and future models

In order to provide a framework for comparing the recommended future model and current policing model and the impact of the recommended changes, an evaluation framework was developed as a part of the current state report.

The evaluation framework has been used to complete a comparative and cost benefit analysis of the current and future policing model. The evaluation framework is built on three main pillars:

1. Alignment with the values and guiding principles defined through the Envisioning sessions and stakeholder engagement completed during the first phase of the study
2. Efficiency and effectiveness of the model of policing in delivering services to the community and in realizing public safety outcomes in alignment with the Community Safety Strategy
3. Financial and Cost Implications

The following section provides the details of the comparative analysis utilizing the evaluation framework that has been described.

Current Dual Model Evaluation Scorecard		Future Integrated Model Evaluation Scorecard	
Alignment with Values	Low	Alignment with Values	High
Cost to operate	Medium	Cost to operate	Medium
Cost to implement	N/A	Cost to implement	Medium
Efficiency/Effectiveness of Service	Medium	Efficiency/Effectiveness of Service	High
Consistency of Services	Low	Consistency of Services	High
Effectiveness of Governance Structure	Medium	Effectiveness of Governance Structure	High
Strength of Community Oversight	Low	Strength of Community Oversight	Medium
Opportunity for Innovation and Integration	Low	Opportunity for Innovation and Integration	High
Opportunity for Partnership	Low	Opportunity for Partnership	High
Adaptability and Sustainability	Low	Adaptability and Sustainability	High

Alignment with values
 Financial Implications
 Efficiency and Effectiveness

Evaluation Framework Scorecard Notes

The scores given in each category to both policing models were based on objective elements within each. This section provides an overview of the strengths and considerations of each policing model within those categories.

Evaluation Framework Notes:	
Alignment with Values	The integrated model will have greater alignment with the values defined by stakeholders, since all the recommendations are created based on those values. The current model will maintain status quo, meaning issues with quality and consistency of service and misalignment with values of HRM will continue
Cost to operate	Based on the conceptual model and available information at the time of writing, costs to operate should be very similar in both the current and proposed conceptual model. However, the value for money will be much greater in the future model since it serves additional functions (i.e. the Community Safety Function) and is more effective with the same costs
Cost to implement	Transforming into an integrated service model is expected to require some investment in detailed operating model design, transformation program management, and some limited asset and equipment purchases.
Efficiency/Effective of Service	The current model has several gaps identified and noted earlier in the report, which are leading to duplication of services, misalignment in service delivery and an incohesive community safety ecosystem. The future model fills these gaps and enables more efficient use of resources, while embedding structures that encourage high quality of service delivery
Consistency of Services	Both services currently have distinct SOP's, capabilities, training and priorities, leading to inconsistencies in all types of service delivery. The future model consolidates standards, operations and leadership, aligning service delivery and making it consistent throughout HRM.
Effectiveness of Governance Structure	Currently the governance structure is complex, with accountabilities to various stakeholders that are inconsistent for both services. In the future model, accountability to the BoPC will be consolidated and the role of the BoPC will be transformed, enabling stronger governance structures in both scenarios.

Evaluation Framework Scorecard Notes

Feasibility Scorecard Notes:

Strengthened Oversight	<p>The current civilian oversight by the BoPC does not give them the powers they need to have to provide effective oversight to both services. In the future model, the skills-based selection of the BoPC, renewed mandate of the BoPC and oversight provided by the BoPC will be equally strengthened despite the model.</p>
Opportunity for Innovation and Integration	<p>Currently, there are no dedicated functions or focus on embedding continuous improvement and integrating innovative practices. With the implementation of the Community Safety Function, continuous improvement will be embedded despite a single or integrated model.</p>
Opportunity for Partnership	<p>Currently, there are no dedicated functions or focus on building and managing partnerships in the community safety ecosystem. With the establishment of the Community Safety Function and Partnership Management Subcommittees, the future model will have a well-defined infrastructure to facilitate formal and informal partnerships despite a single or integrated model.</p>
Adaptability and Sustainability	<p>The current model is not adaptable or sustainable given the deteriorating relationship between the HRP and RCMP, and the eroding trust of the community in both police services. The future integrated model will address the issues deteriorating these relationships, establish formal frameworks for collaboration and have a dedicated continuous improvement keeping the model up-to-date, agile and adaptive to leading practices.</p>

Based on the Evaluation Framework, an integrated services model will allow for improved public safety outcomes in HRM, while being more cost effective and aligned with the values defined by stakeholders.

An integrated services model provides the best opportunity to transform policing that provides consistent services, better opportunities for integration and a shared vision. Globally, the trend in police modernization is focused on creating opportunities for integration, interoperability and partnerships as a core characteristic of reimagined policing models.

Both RCMP and HRP leadership have expressed the importance of and opportunity for integration and interoperability. The proposed model gives both police services a fair chance at becoming a part of a truly integrated model, by defining the points of integration and precursors needed to work together as one.

Summary of the future model elements and related benefits

Transformation Pillar: Strengthening Governance & Increasing the Effectiveness of the Board of Police Commissioners

Clear Structures with Simplified Accountabilities

The recommended governance model address one of the major concerns stakeholders highlighted in the current state - a lack of clarity around who is accountable for what within the policing model. This structure provides a clear governance structure that is easily understood with defined roles and responsibilities that should allow for effective governance over integrated services.

Increased Accountability to the Community

The BoPC is connection between the community and the policing model in this structure. Strengthening the accountability of the RCMP to the BoPC and putting increased responsibility on the BoPC for managing performance creates a more direct accountability to community in the governance structure

Increased diversity of representation on the BoPC

Diversity and representation on the BoPC across lived experiences, expertise, professional backgrounds, communities, and identities will improve the decision making capabilities, embed community voices and increase responsiveness to community.

Clear alignment between strategy and performance

Layered governance creates a direct tie between vision, strategy, operations and outcomes which should allow for better decision making to improve operational performance, public safety outcomes, and responsiveness to community needs.

Transformation Pillar: Connecting leadership & strategy across the policing model

Improved performance and effectiveness of police

The Continuous Improvement and Organizational Performance Management function will actively review and assess performance of the police services against performance objectives developed with community input to increase accountability to communities through a transparent performance measurement process

Improved Service Levels & Public Safety Outcomes

Assessment of measurable public safety outcomes and service levels in communities will allow the police services to continually adapt services to identify areas of opportunity for improvement.

Better Efficiency, Integration or Value for Money

Continuous evaluation of current processes and continuous improvement functions will drive more efficient operations. Whereas dedicated subcommittees to manage partnerships will reduce siloes, increase integration and ensure services are not duplicated, enabling a more efficient use of resources

Increased Alignment with Strategic Priorities

A joint executive leadership team that is accountable to the Board of Police Commissioners allows for a stronger alignment between strategic direction setting and operational priorities.

Strengthened relationship between HRP and RCMP

Facilitated by more points of contact, increased opportunity for meaningful collaboration, better understanding and open channels of communication to reach the same goals. Joint accountability means vested interest in working together to serve the people in HRM

Summary of the Recommendations and Benefits Associated with them

<p>Transformation Pillar: Connecting leadership & strategy across the policing model</p>	<p>Better cohesion in community safety ecosystem A dedicated and shared partnerships and commissioning function creates the opportunity to focus on and build partnerships across the ecosystem of public safety that are consistent, impactful and lead to better integration to address root causes of crime and disorder</p> <p>Integrated leadership aligns the full model to shared outcomes The leadership structure connects and aligns the HRP and RCMP teams to shared outcomes and creates a joint accountability to a shared leadership group and to the community. This alignment is essential to coordinating resources, delivering consistent services and</p>
<p>Transformation Pillar: Transforming from a dual policing model to an integrated services model</p>	<p>Effective and efficient use of resources With coordinated resources and operations, there is reduced waste through duplicated units, coordinated resource planning and shared resources. This enables better outcomes with fewer resources used</p> <p>Consistent leadership and operational strategy An integrated operating model should operate under consistent leadership, decision making and operational strategy. This should drive better public safety outcomes, better allocation of resources, clarity of roles and responsibilities and operational excellence across HRM.</p> <p>Improved consistency in quality and standard of service Shared standard operating procedures means community members receive consistently high quality in service delivery, despite the police service, improving their experiences and interaction with police</p> <p>Equitable distribution of workload Through coordinated deployment in community policing and shared workload , there is an even distribution of work. This reduce burnout for officers, allow for a greater balance of capacity between police services and improved service levels</p> <p>Improved relationship and collaboration between HRP and RCMP With improved coordination, communication and interoperability, the HRP and RCMP are able to work together more frequently and effectively, without ambiguity. The two police services work together as one with an expectation of collaboration and cooperation set by leadership and the BoPC.</p> <p>Improved outcomes for citizens Citizens of HRM would be able to enjoy improved timelines in investigations, better interactions with police and an overall safer HRM by having a model that is responsive, efficient and prepared to handle severe crime and disorder.</p> <p>Improved preparedness and coordination in critical incident response By training together and being aligned on Specialist Services operations in both services, they are able to coordinate and have better preparedness in Critical Incident Response, leading to improved responsiveness in such situations.</p>

Projecting Costs of the Conceptual Model of Policing

Projecting costs of the future model of policing

The cost structure and cost drivers of public safety services provides important context into understanding how costs do or do not change in the future model of policing.

In order to understand the future model and the relationship between services and costs, it is important to understand the cost structure and the drivers of cost within policing services and the broader policing model.

The cost structure provides the context for the different types and relative proportions of costs that are incurred in providing public safety services. **Cost structures for police services and public safety services are very consistent and follow common proportionality regardless of service provider as a result of common services, requirements and key cost drivers.** The major cost types do not vary between the current and future models of policing and are consistent with what is seen in other policing models.



Human Resources (key cost driver - number of people)

- People (officers, civilians and public service employees) are the primary cost of policing. Universally, this is the most significant cost category in policing models. **There are limited options to substantially impact this cost category (headcount, salaries, and types of roles).**



Equipment (key cost driver - number of people and functional requirements)

- Equipment costs are driven by people and role requirements. Uniforms, personal safety and other tools/equipment are the second largest cost category in the current and future model of policing. Equipment costs are driven by different types of roles drive different levels of equipment costs. **Regardless of policing model - equipment costs, driven by headcount, are likely to remain consistent in both the future and current models.**



Real Estate (key cost driver - number of buildings, size and age of buildings)

- Real estate costs cover the cost of operating and maintaining detachments and office space from which the police services operate out of. Real estate costs will remain consistent in the future model unless HRM changes the number of buildings or type of buildings that the Police Services operate out of. **This cost is likely to remain consistent in the future model unless detachment locations or detachment size change significantly.**



Administration (key cost driver - size of organization)

- The business costs associated with the administration required to support front line policing services. **These costs include office supplies, divisional support and other business supports. There may be opportunities for cost savings through integration in the future integrated model but the detailed operating model design required to project those savings is not available today.**



Other costs including travel, contractors and miscellaneous operating costs (2% of current and future costs)



Projecting costs of the future model of policing

Overview and Context for the Examination of Future Costs

An examination of the current costs and cost drivers and the recommended model were used to develop a projection of future costs of public safety in HRM. The analysis has been prepared, based on the recommended operating model and two conceptual example resourcing scenarios, to provide a projection of potential annual operating costs of the future integrated policing model for the Halifax Regional Municipality. The resourcing model examples used to complete this analysis are conceptual and do not represent a recommendation based on detailed analysis of calls for service, policing operations or risk.

The objective of this cost analysis is to identify key cost drivers and highlight expected cost driver based impacts that can be reasonably expected from transformation to the recommended model.

Context Surrounding Budgeting, Financial Information and Cost Allocations

There are a number of nuances surrounding the budgeting processes, cost allocations and financial reporting structures of the HRP and RCMP that should be considered as a part of any financial analysis of costs of policing in HRM.

Budgeting: The budgeting processes for HRP and RCMP are distinct and separate from each other. They do not follow the same processes or format for budgeting, line item allocations or cost groupings within their budgets or even consistent line items details in general. These inconsistencies lead to some complication and complexity in interpreting and completing financial analysis on costs.

Cost Allocations: There are a number of known costs that relate to police services or resources that are not budgeted for within the HRP budget. For example, fuel and vehicle expenses are a part of the Corporate Fleet budget for the city. The city purchases these items at a fixed price for the entire Corporate Fleet and negotiates a preferred rate. Fuel depots across the city support all city vehicles, including the HRP fleet. These costs are not reflected in the financial reporting or budgeting processes of HRP.

In a similar fashion, there are costs associated with RCMP operations in HRP that are not recorded as a part of the budget or costs of policing to HRM that are budgeted or allocated to H-division or as a part of the national RCMP support services.

Cost Sharing: Some costs are shared or absorbed between the two police services. Examples of these include costs associated with CAD dispatch services provided to the RCMP and the RCMP not invoicing HRM for costs associated with centralised services such as Emergency Response Teams, underwater recovery or records management.

These variations, nuances and different cost sharing or allocation structures are noteworthy for consideration and in understanding the financial complexities of policing in HRM today. There have not been any recommended changes to cost allocations or cost sharing arrangements. The cost allocations and cost sharing arrangements that exist today in HRM are assumed, for the purposes of projecting costs, to remain the same. In order to present a consistent and concise summary of future costs the following analysis presents a consolidated view of costs in order to simplify the the presentation of impacts to cost structure and cost drivers based on the recommended model.

Overview of Future State Costs and Cost Drivers

Financial Implications of the Recommended Integrated Operating Model

By implementing the recommended integrated operating model, including integrated operations HRM can expect better public safety outcomes while providing a broader range of services, improving standards and consistency, more effective and efficient use of resources and improved responsiveness to community without significantly impacting costs to taxpayers. The cost analysis includes costs of delivering policing services and the costs associated with providing community led services in the Community Safety Function.

The integrated model presents opportunities to be more efficient with resource usage and operations which may create further opportunities for cost effectiveness or value for money but the financial implications of those opportunities cannot be calculated reasonably with the information currently available.

The cost impact of implementing the recommended integrated model is minimal. Project future costs are very similar to current costs. However, the future policing model should improve:

- Responsiveness to citizens
- Consistency of services
- Broader range of services to address service gaps
- More efficient use of resources between RCMP and HRP
- Improved integrations within the public safety ecosystem
- Value for money for the Municipality
- Standards of service across HRM

Overview of Scenarios and Future Cost Analysis

This section provides a summary of the methodology used to determine the resources, the underlying assumptions around future cost drivers, and policing costs by major category.

Two **conceptual scenarios**, with different resource mixes, were modeled in order to provide a range of costs:

- In Scenario 1, 5% of HRP and Halifax District RCMP sworn FTE (approx. 26 HRP positions and 10 RCMP positions) will be replaced by Peace Officers / Auxiliary members, with an additional 26 FTE added to the Community Safety Function (CSF).
- In Scenario 2, 15% of HRP and Halifax District RCMP sworn FTE (approx. 77 HRP positions and 29 RCMP positions) will be replaced by Peace Officers / Auxiliary members, with an additional 45 FTE added to the CSF.

The proposed resource mix is a conceptual resource model, for consideration and does not represent a specific recommendation of resources. The 5% and 15% resourcing mix scenarios are based on a preliminary analysis of call volumes and call types, identifying those not requiring a police officer response. Further analysis of crime data, demand for services, and stakeholder input would be required to make definitive decisions around resource allocation.

FTE Summary by Employee Type

	Scenario 1			Scenario 2		
	Halifax District RCMP	HRP	CSF	Halifax District RCMP	HRP	CSF
A. Regular Members	175	490		156	439	
B. Civilian Members / PSE	34	272		34	272	
C. Peace Officers		26			77	
D. Community Safety Office			26			45
G. Auxillary	9			28		
Total Employees	218	788	26	218	788	45

Overview of Future State Costs and Cost Drivers

Future Cost Projections

Total costs for policing in HRM for scenario 1 and 2 are estimated to be \$126.7M and \$125.4M, respectively. When compared with the current state including the RCMP salary increase, scenario 1 represents a \$0.8M cost increase, and scenario 2 represents a \$0.4M decrease in overall policing costs, which includes the addition of the Community Safety Office. These costs do not include any expected efficiencies from a modernized policing model or from expected savings driven by the community safety function responding to calls for service.

Total Cost Summary

Annual Cost Summary

CAD '000s

Category	Current State (FY 2020/21)	Current State (FY 2020/21) with RCMP salary increase (CBA)	Scenario 1	Scenario 2
HR	\$109,550	\$112,080	\$110,740	\$108,060
Equipment	\$4,590	\$4,590	\$4,580	\$4,530
Real Estate	\$3,400	\$3,400	\$3,390	\$3,390
Administration	\$2,100	\$2,100	\$2,090	\$2,090
Other	\$3,680	\$3,680	\$3,680	\$3,680
CSF	\$0	\$0	\$2,190	\$3,700
Total Costs	\$123,320	\$125,850	\$126,670	\$125,450

Costs

A summary of the various cost categories and how they are impacted in the future state vs the current state is provided below.

Human Resources

Current state Human Resources costs are \$112M as identified in the Current State Assessment report. These costs include salaries, benefits, overtime pay, health services, special leave, recruiting, relocations, training, and other HR services for all HRP and Halifax District RCMP sworn and civilian FTE. This cost does not include the HR costs related to the CSF. People related costs are the main driver of policing costs, accounting for ~89% of total costs in HRM in FY 2020-21.

The proposed changes in the conceptual operating model will reduce the number of sworn officers in HRM and replace them with Peace Officers/Auxiliary members, while keeping the overall FTE count unchanged.

The primary cost drivers impacting a change in future state costs compared to current state costs is the change in FTE mix from sworn officers to peace officers. Under Scenario 1, 5% of sworn members will be replaced by Peace Officers, leading to an estimated decrease in HR costs by ~\$1.3M. This is primarily driven by lower salaries for Peace Officers vs sworn members.

Under Scenario 2, the decrease in HR costs is estimated to be ~\$4.0M as 15% of sworn members will be replaced by Peace Officers. As with Scenario 1, this decrease is driven by the assumed differences in salaries between sworn members and Peace Officers. As noted earlier, the estimated operating costs related to the conceptual operating model include the impact of the RCMP salary increase and were compared to a current state baseline that also includes the RCMP salary increase.

The other cost categories under Human Resources are not likely to be significantly impacted as the overall FTE count remains changed.

HR represents the most significant cost of policing in HRM, at roughly 86%-88% of total future state policing costs.

Overview of Future State Costs and Cost Drivers

Equipment

Current state equipment costs are \$4.6M as identified in the Current State Assessment Report. Equipment costs include communications costs, fleet costs, CROPS and Patrol, airtime, and informatics equipment.

In the future state, the resource mix includes 5% and 15% of peace officers complementing the sworn officers in Scenario 1 and 2 respectively. This drives a minor decrease in costs associated with CROPS equipment as peace officers are likely to have less equipment needs compared to the sworn members, due to the differences in their responsibilities and job scopes.

The other equipment cost categories are not significantly impacted as the overall FTE count remains unchanged and the needs are very similar for these equipment for sworn, civilian and peace officers.

Equipment represents roughly 4% of total future state policing costs in HRM.

Real Estate

The Current state Real Estate costs are \$3.4M as identified in the Current State Assessment Report and represent the operating and maintenance costs of HRP and Halifax District RCMP facilities. The costs include lease, repairs, utilities, professional services, furnishings, and costs associated with the Accommodation Program.

The primary driver for real estate costs is the number of detachments. In the future state conceptual operating model, the real estate footprint is likely to remain unchanged as there are no additional locations or detachments required to support the model. Hence, there is likely to be no significant impact on the overall future state real estate costs.

Real Estate represent roughly 3% of total future state policing costs in HRM.

Administration

The current state Administration costs are \$2.1M as identified in the Current State Assessment Report and includes office supplies, division administration, and other administrative items required to support the front line policing services.

The primary driver for the Administration related costs is the size of the organization. However, as the overall FTE count remains the same between the current state and the proposed operating models and there are no other major changes that impact any of the cost categories, the future state Administration costs are unlikely to change significantly from the current state costs.

Administration represents roughly 2% of total future state policing costs in HRM.

Other

Current State other costs are \$3.7M as identified in the Current State Assessment Report. The main cost categories include contract services, covert operations, travel, professional services, legal and other miscellaneous costs.

The future state conceptual operating model does not have any significant impact on any of the costs categories. Though the resource mix is changing between sworn and peace officers, the total FTE count and the responsibilities of the HRP and Halifax District Police will remain the same. Therefore, we anticipate the same level of spend on travel, covert operations and the other cost categories. Hence, the Future State other costs are likely to remain similar to current state costs.

Other costs represent roughly 3% of total future state policing costs in HRM.

Overview of Future State Costs and Cost Drivers

Community Safety Function Costs

CSF is net new organization that will enable community-led response to non-criminal health and wellbeing calls for service and community outreach services to complement the core police services. CSF costs include Human Resources, Equipment, Real Estate, Administrative and Other costs and these were modeled separately using the same cost structure as the future state policing costs.

The complete definition and design of capabilities, structure and services to be provided has not been completed. The two scenarios represent different workforce and service requirements. There are 26 CSF employees in Scenario 1 and 45 employees in Scenario 2 and the HR related costs such as, salaries, benefits and training, associated with these employees accounts for ~98% of the total CSF costs.

The other key cost driver for CSF costs is Equipment, which primarily includes communications equipment and vehicles. The proposed model assumes 3 vehicles in Scenario 1 and 5 vehicles in Scenario 2 and hence minor differences in equipment costs exist between the overall Equipment costs between the two scenarios. Equipment related costs represent ~2% of the total CSF costs.

There are no significant Real Estate costs as the CSF employees are able to be co-located with the HRP and Halifax District RCMP members at existing detachments. Similarly, due to the relatively small scale and size of the CSF workforce, compared to the total workforce in the proposed models, the Administrative and Other costs are not likely to be significant as the existing infrastructure is able to support the CSF resources.

CSF costs represent roughly 2-3% of total future state policing costs in HRM.

Limitations of the Future Cost Projections:

The cost model reflects the level of detail currently available in the future recommended operating model. It is not an activity driven estimate, but is instead built on driver base assumptions at a cost driver level. As further work is completed to refine the operating model, and as further information becomes available about cost drivers, input costs, and activities, the projected costs should be updated accordingly.

Calculated per capita costs using the 2020-2021 actuals from the HRM 2022/23 Budget and Business Plan and the FY 2020-21 RCMP Contract Policing Reconciliation Reports were used as the baseline for many cost categories as well as publicly available salary benchmarks. There are therefore some limitations to this model, resulting in assumptions around the components of the cost categories in the provided financial documents which would benefit from further analysis.

This model represents an estimate of ongoing operating costs in a steady state environment. One-time transition costs and ramp-up costs required to establish and staff the Community Safety Function, hire and train Peace Officers and Auxiliary members, and manage the overall transition need to be evaluated to provide a true assessment of total cost.

Key Areas Recommended For Further Analysis:

- **HRP and Halifax District RCMP Resource Mix:** The underlying assumption of the cost model is that reductions in sworn members would occur in equal proportions at both HRP and the Halifax District RCMP (i.e. each organization would reduce sworn members by the same % of total members) with each organization recruiting an equivalent number of Peace Officers/Auxiliary members. As the operating model is refined, this assumption may no longer be valid, and HR costs should be updated to reflect changes in the resource mix for both organizations.

Overview of Future State Costs and Cost Drivers

- **Equipment Specifications:** Detailed specifications of CROPS and patrol equipment, fleet, radio, communications, and other equipment that would be provided to Peace Officers and Auxiliary members were not explored in the future state model. As further details around the equipment requirements of the Peace Officers and Auxiliary members are obtained, those details should be reflected in their equipment costs.
- **CSF Costs:** CSF HR costs were based on high-level estimates of resourcing requirements. As the role of the CSF is further defined, staffing needs may evolve and HR costs should be updated accordingly. Detailed specifications of required equipment for CSF resources were not explored in this model. Equipment costs were estimated using per capita equipment costs for HRP, with the exception of fleet costs which were estimated using Halifax District RCMP per vehicle costs, assuming an approximately 3:1 ratio of sworn officers to vehicles.

Conclusion & Next Steps

Conclusion & Next Steps

There is not likely an effective, sustainable approach to improving policing or public safety in HRM that can be implemented without a cohesive and consistent policing model. The significance of the challenges inherent in continuing with two operating models in a single community would inhibit and transformation of the current model. Transformation of any kind in HRM necessitates a single police operating model.

HRM has the opportunity to implement a transformed model of policing that is built to prioritize a consistent and responsive standard of service within the community.

The current model of policing is best described as a dual model - the HRP and RCMP are two independent services with disconnected and misaligned operating models.

A written submission to this Study by the RCMP summarizes the impact of the current lack of integration and coordination as a cause of “gaps in similar service delivery to HRM, particularly for complex incidents”. This is further supported by ongoing testimony and documentation that has been provided to the Mass Casualty Commission which has examined the degree of interoperability, integrations and siloed operations in depth. Testimony provided on August 25, 2022 by Halifax Regional Police Chief Dan Kinsella to the Mass Casualty Commission stated:

“I think anything we do to better communicate, to better interact, to be better interoperable I think is a very good thing and important thing”.

Stakeholders are clear in their expectation that policing services provide consistent, responsive and integrated services to the community. They expressed that the current policing model must be transformed to include proactive and community-led public safety services. Services should be consistent and responsive to community needs and should reflect the values and diversity of the people being served.

Globally, police services are adapting to changing community expectations and increasingly complex demands and services. There is a recognition that integrations, collaboration and a holistic approach to community safety is a more effective approach to public safety. HRM is already journeying towards a holistic approach to public safety. The 2018-2022 Public Safety Strategy is built around shared responsibilities for providing services.

There is an opportunity in HRM to build on a strong foundation for an integrated police operating model. Many of the essential pieces of an integrated policing model are already in place. Shared communications, RMS and dispatch are significant barriers to integration that have already been cleared.

The recommended model of policing emphasizes and prioritizes consistent services, standardized approaches and using integrations and partnerships to improve public safety outcomes. An integrated model of policing can provide more effective and efficient policing services by coordinating and sharing resources. Citizens should receive consistent services as a result of shared standard operating procedures and joint training between the HRP and RCMP.

The recommended model presents an opportunity to truly transform public safety to deliver improved consistency, responsiveness and standards of service across HRM. It will also allow HRM to create capacity to address the root causes of crime, social disorder, victimization and protect vulnerable people through proactive and outcomes focused services to respond to the full spectrum of community safety needs in HRM while maintaining or reducing total costs of public safety in HRM.

Next Steps

This report will be provided to Halifax Regional Municipality for consideration. The Study will now begin to focus on developing a Transformation Roadmap for how this future state can be implemented and in developing a balanced scorecard for measuring the effectiveness of the future policing model in achieving the intended outcomes.

Appendix

Appendix A: Glossary

Acronym/Term	Definition
BoPC	Board of Police Commissioners
CAD	Computer Aided Dispatch
CAO	Chief Administrative Officer
CART	Community Action Response Team
CBA	Collective Bargaining Agreement
CID	Criminal Investigations Division
C&IP	Contract and Indigenous Policing
CISNS	Criminal Intelligence Service of Nova Scotia
CPIC	Canadian Police Information Centre
CROPS	Criminal Operations
CSF	Community Safety Function
CRT	Community Response Team
DOJ	Department of Justice
ERT	Emergency Response Team
FP	Federal Policing
FTE	Full-Time Equivalent
FY	Fiscal Year
GIS	General Investigative Section
HEAT	High Enforcement Action Team
HR	Human Resources
HRP	Halifax Regional Police
HRPA	Halifax Regional Police Association
HRM	Halifax Regional Municipality
HTU	Nova Scotia Human Trafficking Unit
ICE	Internet Child Exploitation Unit

Appendix A: Glossary

Acronym/Term	Definition
IES	Integrated Emergency Services
ISO	Investigative Support Operations
PSAP	Public Safety Answering Point
RCMP	Royal Canadian Mounted Police
RMS	Records Management System
SAIT	Sexual Assault Investigation Team
SCEU	Street Crime Enforcement Unit
SES	Special Enforcement Section
SIS	Special Investigation Section
SIRT	Serious Incident Response Team
SOP	Standard Operating Procedure
SOT	Summary Offence Tickets
SVS	Special Victims Section
TMO	Transition Management Office
UCR	Uniform Crime Reporting
VICLAS	Violent Crime Linkage Analysis System

Appendix B: Additional information on the implications of transitioning to a single agency model not relevant to the recommendations

This document is not intended to provide a detailed assessment of what a transition to a single model of policing under the HRP would require or cost. However, some additional information is useful for consideration and context in understanding the cost implications of such a transition in the context of a recommendation toward an integrated operating model.

The following information is not intended to present detailed calculations but rather high level estimates and explanations of various cost impacts relating to operations and transition to a single agency model with the HRP providing all services within HRM.

High Level Cost Estimates of Annual Operating Costs in a Single Agency Model

- Transitioning to a single agency model would represent a significant change to the current policing model. Previous policing model transformation studies completed by PwC have indicated that annual operating costs would be expected to increase total costs by 10% to 25% after transitioning services from the RCMP to a municipal/provincial police service, primarily due to having to absorb the full cost of policing rather than paying a subsidized amount under the contractual cost-sharing agreements.
- Additional incurred costs are probable in order to deliver the specialist services that are currently provided by the RCMP. The costs of such services are difficult to estimate without a detailed operating model and service requirements design but would further increase operating costs on an annual basis including salaries, equipment, training and other supporting costs.

High Level Transition Considerations if HRM Decides to Move to a Single Agency

- In addition to the potential increase in annual operating costs, the transition cost (i.e. the one time costs associated with the transfer of services) will be significant. Previous Canadian policing transition studies including recent transition or studies in Surrey, BC and Alberta have shown transition costs in the range of 55% to 100% of current state RCMP operating costs, spread over a timeline of 6 and 10 years, respectively. The transition cost will vary depending on the mix of FTE, equipment, real estate, etc. that would need to be transferred or procured for the new organization and the replacement costs of these items.

Major cost categories to be considered when transitioning to a single agency model would include:

- Transition Management Office (TMO)
 - The mechanism to provide centralized governance and coordination of the transition. The TMO would typically include a Director, Program and Project Managers, as well as a delivery team and subject matter experts to execute programs and projects
- Legal, Legislative, and Negotiations
 - These costs include the resource costs to support initial negotiations with the RCMP, draft the LOI, perform exit and TSA negotiations with the RCMP, draft any necessary Police Act amendments, and engage with the jurisdictions currently policed by the Halifax District RCMP
- Governance
 - These costs include the costs to design any additional governance structures, commissions, sub-committees, civilian body oversight, or local commissions as part of the transition
- Community Policing (Front Office)
 - These costs include conducting further analysis and developing/refining HRP operating models, negotiating and executing facilities and asset transfer agreements, and detailed transition planning

Appendix B cont'd

High Level Single Agency Transition Considerations cont'd

- Human Resources
 - These costs include recruitment related costs, compensation for HRP employees hired prior to Day 1, additional training costs, the cost of resources to complete the transfer of benefits and pensions for any RCMP Members transferring to HRP, and additional labour relations costs associated with the employee's union.
- Real Estate
 - This category includes the costs associated with the acquisition of detachments / living quarters for the additional sworn members, either by purchasing existing buildings from the RCMP or constructing new sites.
- Equipment
 - This includes the estimated costs to equip the additional sworn members with equipment such as firearms, safety equipment, investigational aids, communications devices and other hardware, end-user IT equipment, and fleet. This equipment could be transferred (at fair market value) from the existing Halifax District RCMP inventory or procured from existing HRP vendors.
- Technology
 - These costs include the estimated external resource costs to complete any necessary configuration and migration assessments, environment setup and data migration, end user training, and any post-go live support for major systems.
- Change Management and Communications
 - These costs include the estimated number of working hours and corresponding cost per hour of external resources to support the change management activities prior to the transition, such as creating communications plans for initial public engagement and engagement with the impacted jurisdictions and developing plans and content for change management and communications.
- Transition Period RCMP Service Cost
 - This represents the costs of having overlapping policing capabilities for a period of time as HRP sworn members will need to work with the Halifax District RCMP prior to Day 1, to ensure a seamless transition.
- Other Transition Costs
 - These costs include the estimated internal resource costs associated with transitioning the Halifax District RCMP jurisdictions to HRP, such as updating financial reporting structures, branding and signage updates, and hiring / re-allocating internal shared services resources across the new organization.

These considerations are important to highlight as a key consideration developing the recommendations provided in this report. The cost considerations presented above highlight the significant cost implications that can be expected to be incurred should HRM pursue a single agency model instead of the proposed integrated operating model.

These costs and considerations presented above are only relevant and applicable in a scenario where HRM decides to transition to a single agency model. They are not relevant for the recommended model presented in this document and are presented for contextual purposes only.

Appendix C: Assumptions and Data Sources for Cost Projections

Underlying Assumptions and Data Sources

A projection of future state costs uses the current state costs as a baseline, with adjustments to cost drivers aligned to the recommended future state operating model as well as the RCMP salary increase from the collective bargaining agreement (CBA).

Where available, Halifax Regional Municipality cost benchmarks have been used to estimate the costs that are incurred in the future state but are not a part of the current policing model today. In the absence of appropriate benchmarks, the current state cost has been used as the estimate for future cost. The cost model is structured to estimate the future cost of policing under the following categories:

- **Human Resources (HR):** These costs include salaries, benefits, overtime pay, health services, special leave, recruiting, training, relocation (for RCMP members) and other HR services. Salaries for new personnel categories in the recommended resource model, such as Peace Officers, were based on publicly available salary benchmarks such as the median annual pay for a Nova Scotia Police Officer¹. As noted above, RCMP salaries were adjusted to reflect the expected salary increase resulting from the CBA.
- **Equipment:** This category represents the costs related to the purchase, rental, and maintenance of equipment used to support policing services. It includes communications costs, fleet costs, CROPS and Patrol, airtime, and informatics equipment. The financial analysis assumed that Peace Officers and Auxiliary Members would not require the same amount of equipment as sworn members. The equipment requirements of the community safety function and peace officers are less than fully sworn police officers and as a result a 5-15% reduction was applied to patrol equipment supplies and CROPS purchases.
- **Real Estate:** These costs represent the operating and maintenance costs of HRP and Halifax District RCMP facilities. Costs were projected using the assumption that the cost structure of the future state footprint would remain unchanged from the current state.
- **Administration and Other Costs:** These costs include division administration costs (for back office functions, such as finance, administration, and legal), professional services, travel, legal, and office supplies. Costs in this category were modeled using the assumption that no additional administration costs would be incurred as a result of the recommended operating model.

Please note that the above costs relate solely to the policing costs of the HRP and Halifax District RCMP. The operating costs of the CSF were modeled separately using the same cost structure as noted above.

- **Human Resources (HR):** Salaries for each of the roles in the CSF were based on publicly available salary benchmarks, such as the median annual EMT salary in Nova Scotia. It was assumed that the resources in the CSF would receive comparable benefits to HRP sworn and civilian members.
- **Equipment:** Equipment needs for the CSF were assumed to consist primarily of communications equipment and vehicles. Equipment costs were modeled based on HRP per capita communications costs while vehicle repair and maintenance costs were modeled using the RCMP per vehicle repair and maintenance costs as the baseline, assuming 3 vehicles in Scenario 1 and 5 vehicles in Scenario 2.
- **Real Estate:** It was assumed that CSF resources would be co-located with HRP and Halifax District RCMP members at existing detachments and therefore no additional costs would be incurred.
- **Administration and Other Costs:** It was assumed that no additional Administration costs would be incurred by the CSF as the existing HRM infrastructure would be sufficient to absorb the incremental administrative needs of this function.

¹ Median Police Officer salary taken from <https://explorecareers.novascotia.ca/occupation/413>

Appendix D: Assessment Notes

Examining the alternatives to determine which path to a cohesive operating model provide the best balance in cost, access to services, and complexity to implement.

There are a number of factors that should be considered in determining if a single agency model or an integrated operating model is more feasible for HRM. A feasibility scorecard to assess each alternative was developed that considers the following:

1. Cost to operate
2. Disruption to the community
3. Transformation risk to the public
4. Cost to implement
5. Complexity to implement

Assessment Notes:

Alignment with Values

Single Agency rating: Medium
Integrated Model rating: High

The integrated model will have greater alignment with the values defined by stakeholders, since all the recommendations are created based on those values. The single model will likely maintain status quo, and it will be much more difficult to be efficient and responsive and collaborative and integrated.

Cost to operate

Single Agency rating: High
Integrated Model rating: Medium

The loss of the the RCMP subsidy and the increased cost of providing specialist services will likely increase the cost of policing by 10 - 25%. This assumes that no changes to the subsidy amount or the model of chargebacks are made.

Cost to implement

Single Agency rating: High
Integrated Model rating: Medium

In a single agency model, there would need to be significant capital outlays relating to real estate, asset and equipment transfers, pension liabilities and others as a part of transition. Other policing transitions have shown transition costs to be in the range of 55% to 100% of current state costs, spread over a timeline of 6 and 10 years.

Disruption in HRM

Single Agency rating: High
Integrated Model rating: Medium

A transition to a single agency model will be highly public and cause significant disruption in the community and to members of the police services.

Transformation risk to public

Single Agency rating: High
Integrated Model rating: Medium

A transition to a single agency model is more likely to lead to public safety risks during transition as a result of the complexity and degree of change.

Implementation complexity

Single Agency rating: High
Integrated Model rating: High

The degree of complexity in implementing both models is high and will require rigorous planning and management.

Efficiency/Effective of Service

Single Agency rating: High
Integrated Model rating: High

In a single service model, it will take a significant amount of time and resources to increase the size of the service, which will cost significantly more than an integrated model, for the same or possibly inferior quality of service. This would make a single model service significantly less efficient and effective.

Appendix D: Assessment Notes

Assessment Notes:

<p>Consistency of Services Single Agency rating: High Integrated Model rating: High</p>	<p>Services will be consistent despite a single or integrated model through renewed provincial standards and accountability structures</p>
<p>Effectiveness of Governance Structure Single Agency rating: High Integrated Model rating: High</p>	<p>Accountability to the BoPC will be consolidated and the role of the BoPC will be transformed in both a single and integrated model, enabling stronger governance structures in both scenarios.</p>
<p>Strengthened Oversight Single Agency rating: Medium Integrated Model rating: Medium</p>	<p>Oversight-related recommendations will apply to both models: single and integrated. This means that the skills-based selection of the BoPC, renewed mandate of the BoPC and oversight provided by the BoPC will be equally strengthened despite the model.</p>
<p>Opportunity for Innovation and Integration Single Agency rating: High Integrated Model rating: High</p>	<p>Both models will allow for the ability to introduce innovative, evidence based practices or to integrate with other services within HRM. Either model will support the implementation of the Community Safety Function or continuous improvement capabilities.</p>
<p>Opportunity for Partnership Single Agency rating: High Integrated Model rating: High</p>	<p>With the establishment of the Community Safety Function and Partnership Management Subcommittees, the future model will have a well-defined infrastructure to facilitate formal and informal partnerships despite a single of integrated model</p>
<p>Adaptability and Sustainability Single Agency rating: High Integrated Model rating: High</p>	<p>Either a single agency model or an integrated model should have a high degree of adaptability in changing to meet HRM needs over the long term. Either model should allow for the introduction of new ways of providing service that positively impact the long term sustainability and stability of policing services and costs (assuming no significant changes are made to the RCMP subsidy model).</p>

An integrated operating model will allow for improved public safety outcomes in HRM while also being more cost effective and provides better long term value for money.

An integrated services model provides the best opportunity to transform policing that provides consistent services, better opportunities for integration and shared vision. Globally, the trend in police modernization is focused on creating opportunities for integration, interoperability and partnerships as a core characteristic of reimagined policing models.

An integrated policing model should also help to the service delivery gaps that exist in HRM today. A written submission to this Study by the RCMP summarizes the impact of this lack of integration and coordination as a cause of “gaps in similar service delivery to HRM, particularly for complex incidents”. An

Halifax Regional Municipality: Policing Model Transformation Study

Jurisdictional Scan

July 6, 2022

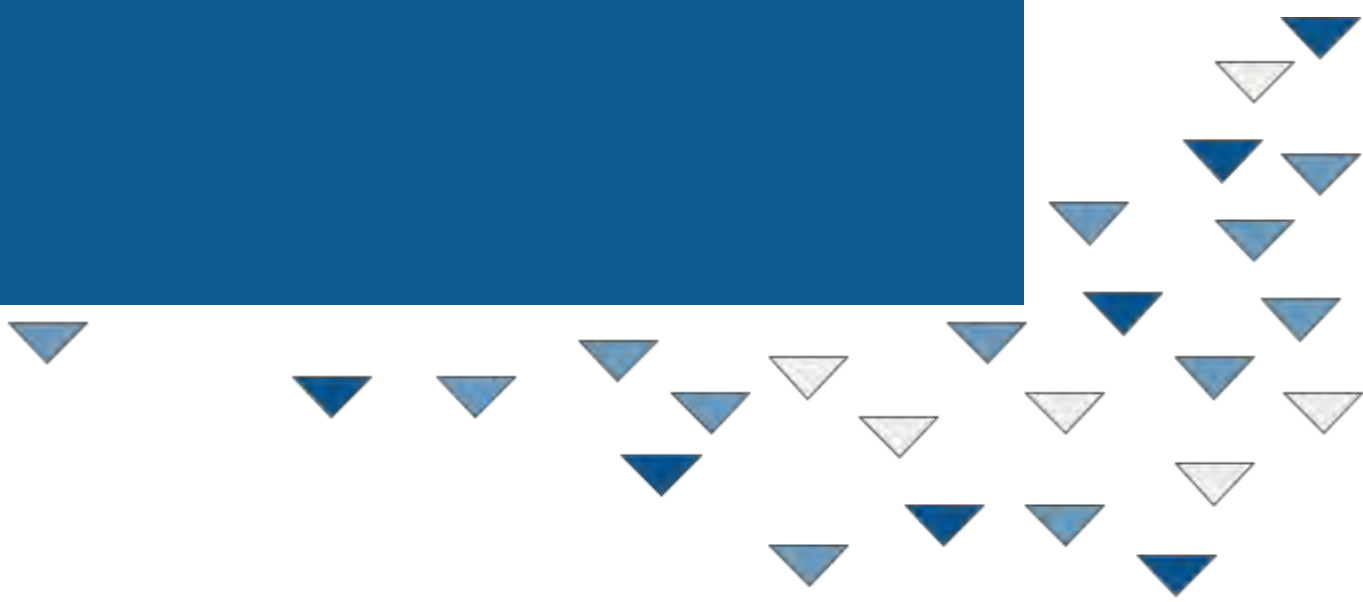
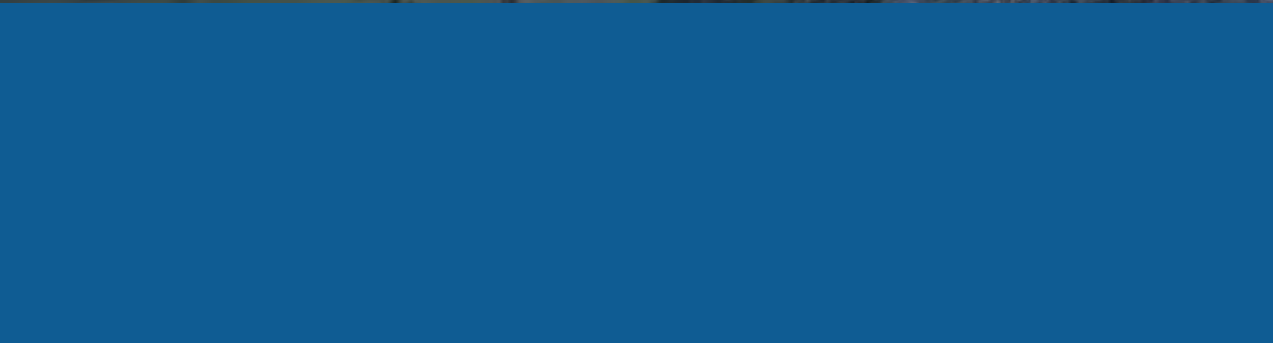
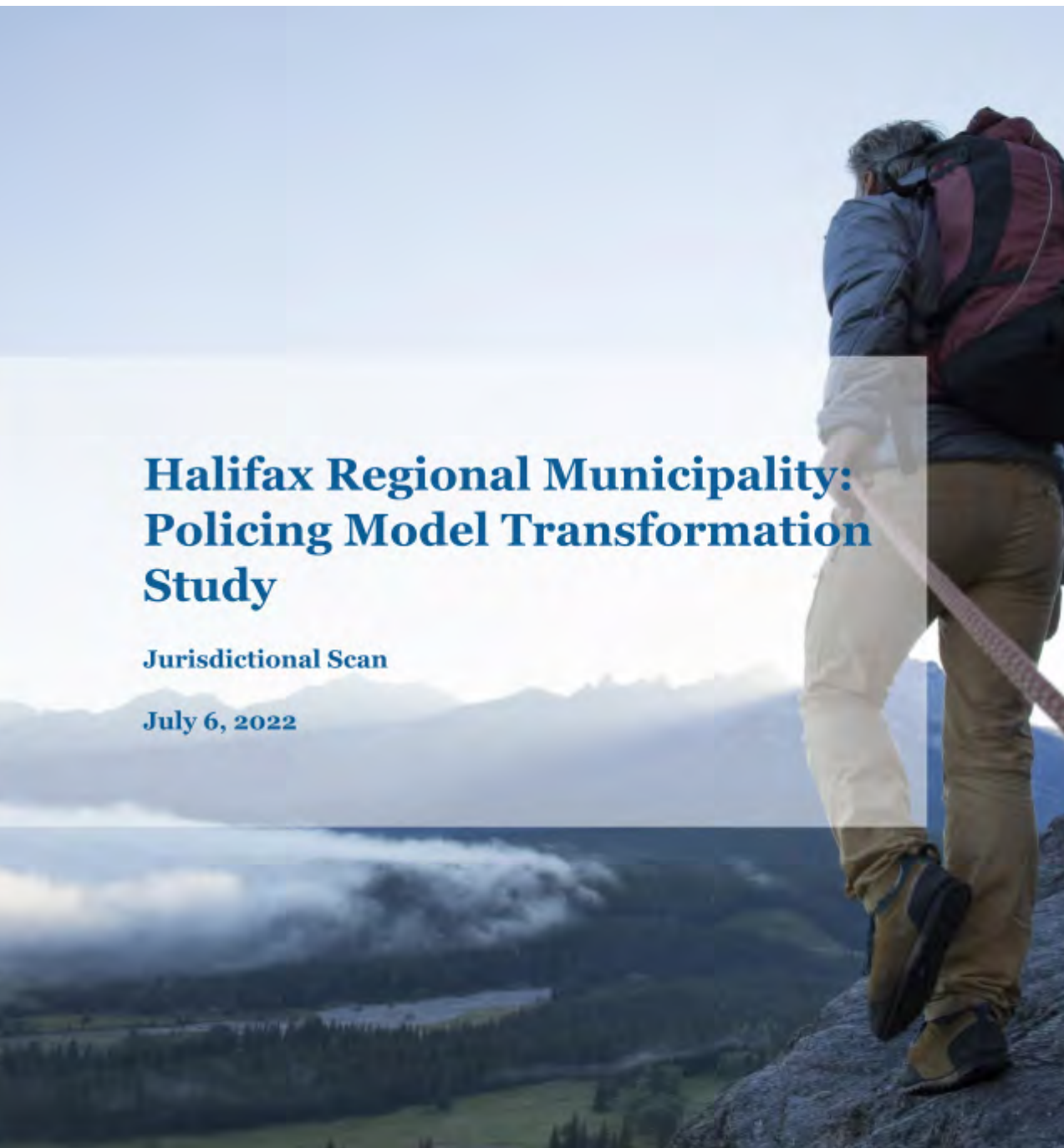




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Executive Summary

1. Executive Summary

Halifax Regional Municipality (HRM) currently has a dual policing model consisting of the Halifax Regional Police (HRP) and the Royal Canadian Mounted Police (RCMP). HRM has undertaken an independent review of the current dual policing model within the Region to define a recommended future model of policing that improves the quality and effectiveness of police services, standards, and delivery and integrates policing more effectively with the broader community safety and wellbeing ecosystem.

This report highlights the trends and major triggers that have led to a period of significant and rapid change in the global and Canadian policing landscape sets the context for how public safety and policing are evolving and responding to pressures in Canada and globally. It also describes the innovative approaches that are being implemented successfully in other jurisdictions to address some of the real challenges faced by the dual policing model in HRM. HRM has the opportunity to learn from, implement, and build on these innovations to move policing in HRM forward. The research conducted focuses on:

- Current landscape of public safety and policing in Canada
- Holistic approaches to community safety
- Integrated and multi-disciplinary approaches to providing services and
- Other dual policing models within Canada

Innovative practices are often associated with technological advancements; however, most of the innovations highlighted in policing practices around the world relate to reimagining how police, social safety and wellbeing agencies deliver services through collaboration, integration, and responsiveness to the communities being served. Public safety is, at its core, a people-centric service being delivered to communities and citizens.

HRM is already on the path to defining a holistic approach to community safety and wellbeing. The Halifax Public Safety Strategy 2018-2022 documents a broad and collaborative strategy for addressing root causes of crime and social disorder and reducing risk factors related to criminality and victimization. The Public Safety Strategy's renewal is currently underway and is being developed by HRM parallel to this study.

Collaboration and community-centricity are consistent themes throughout the case studies with innovative approaches highlighted throughout this study. Governments and police services around the world are recognizing the need to work with the communities they serve to deliver public safety services as part of a community-wide collaboration.

This report seeks to identify case studies that may be relevant for defining the recommended future model of public safety in HRM. There have been a few consistent themes in the global and local landscape of policing that have emerged.

Emerging Trends in Canada and Globally:

- Dual policing models in Canada and how they have been developed, their governance structures, the roles and responsibilities within their governance and how they have evolved
- Holistic approaches centred around the community safety ecosystem, incorporating solutions-focused wellbeing strategies show how legislation, law enforcement and communities can have a restorative outlook on safety through a community-wide effort
- Multi-disciplinary and integrated approaches are becoming more prevalent across the sector and are reflective of changing community expectations in the role and overall scope of a police services

By learning from and incorporating innovative practices from around the world, HRM's future policing model can leap into the next generation of policing with a responsive, community oriented, holistic model of public safety tailored for the unique needs of the Region. The recommended future policing model in HRM should align with the broader strategy for holistic community safety in the Region and incorporate successful and innovative practices that are tailored to meet the unique needs of the diverse people and communities within HRM.



Background

2. Background

Background for the Policing Model Study in HRM

Halifax has a dual policing model consisting of their own municipal police, Halifax Regional Police, as well as the RCMP. The municipality is currently in the midst of a policing model transformation study to:

- Evaluate the current dual policing model,
- Identify recommendations to improve the quality and effectiveness of the police's service, standards and delivery within HRM
- Better integrate policing with the broader community safety and wellbeing ecosystem.

The municipality contracted PwC Canada, an independent contractor, to deliver this study of the policing model to be completed in late 2022.

Globally, governments, the public and police services are examining policing models and the role of police service within the ecosystem of public safety in response to long term trends and acute triggering events such as the death of George Floyd. Locally, HRM is examining their own policing model and how police services are delivered. The current study is intended to provide recommendations around improving the current policing model within the community safety ecosystem. A number of studies and events have contributed to the examination of the policing model, services and role of the policing within the regional municipality.

In addition, the Mass Casualty Commission is an independent body, currently inquiring into the April 2020 Nova Scotia Mass Casualty incident, which killed 22 people in the province. Their mandate includes making findings on:

- The causes, context and circumstances giving rise to the April 2020 mass casualty
- The responses of police, including the Royal Canadian Mounted Police (RCMP), municipal police forces, the Canada Border Services Agency, the Criminal Intelligence Service Nova Scotia, the Canadian Firearms Program and the Alert Ready program;
- The steps taken to inform, support and engage those most affected.¹

The incident has invited widespread scrutiny into the role of police, integrations within the dual model and questions around accountability and internal processes. The Halifax Street Check Report (2019) and Defunding the Police: Defining the Way Forward (2019) report also provide insight into public opinion and points of scrutiny in current policing practices within HRM.

Through the development of a renewed Public Safety Strategy rooted in an integrated, upstream, collaborative and community-based framework, HRM has directed staff to 'reimagine public safety'. Although the purpose of this study centres on the dual policing model in HRM, it is rooted within a move toward a broader, inclusive approach to community safety. As such, the core of its methodological approach must reflect the communities served, fairness, accountability and trust. This will also be an opportunity to integrate innovative policing practices from across the world, while tailoring them to the communities within HRM.

Current Environment in HRM

HRM is the largest Canadian municipality east of Montreal, and one that is experiencing unprecedented population growth following the Covid-19 pandemic. As a city, it is experiencing a shift in public service needs, in both type and volume, including policing. Urbanization, and the recognizable shift of populations from rural to urban centres is placing renewed pressure on HRM specifically. Other public challenges, including housing, have placed additional strain on the system. From a policing perspective, HRM has initiated this review to develop a deeper understanding of policing operations in HRM and potential opportunities to enhance its value, impact, and cost effectiveness.

¹ Mass Casualty Commission Mandate <https://masscasualtycommission.ca/about/mandate/>

A number of previous studies and review of the policing model, public safety and public safety strategies have been completed or are under way including the renewal of the public safety strategy and the independent Commission into the April 2020 Nova Scotia Mass Casualty. The policing model in HRM must take into consideration and be responsive to this dynamic operating environment and changing conditions in HRM, Nova Scotia, nationally and globally.

The focus of this study centres on the structure and outcomes of the dual policing model. Its purpose is to put forward a broad and inclusive approach to community safety, that reflects the unique characteristics of the region of Halifax and puts accountability, fairness and trust at the heart of the policing model.

To that end, this jurisdictional scan seeks to identify case studies for consideration that may inform the path forward for the policing model in HRM. This report provides a review of relevant global practices, integrated policing and holistic community safety and wellbeing approaches supported by appropriate research and data.

Additionally, this report seeks to place those case studies in the Canadian context by identifying relevant trends and significant changes in policing and public safety in Canada. It will also explore the change drivers behind the trends and transformational changes.

This report and the identified case studies and research will inform future stakeholder engagement, design and recommendations where there is alignment with the future vision for the policing model and community values of HRM more broadly.

Understanding the Current Policing Model

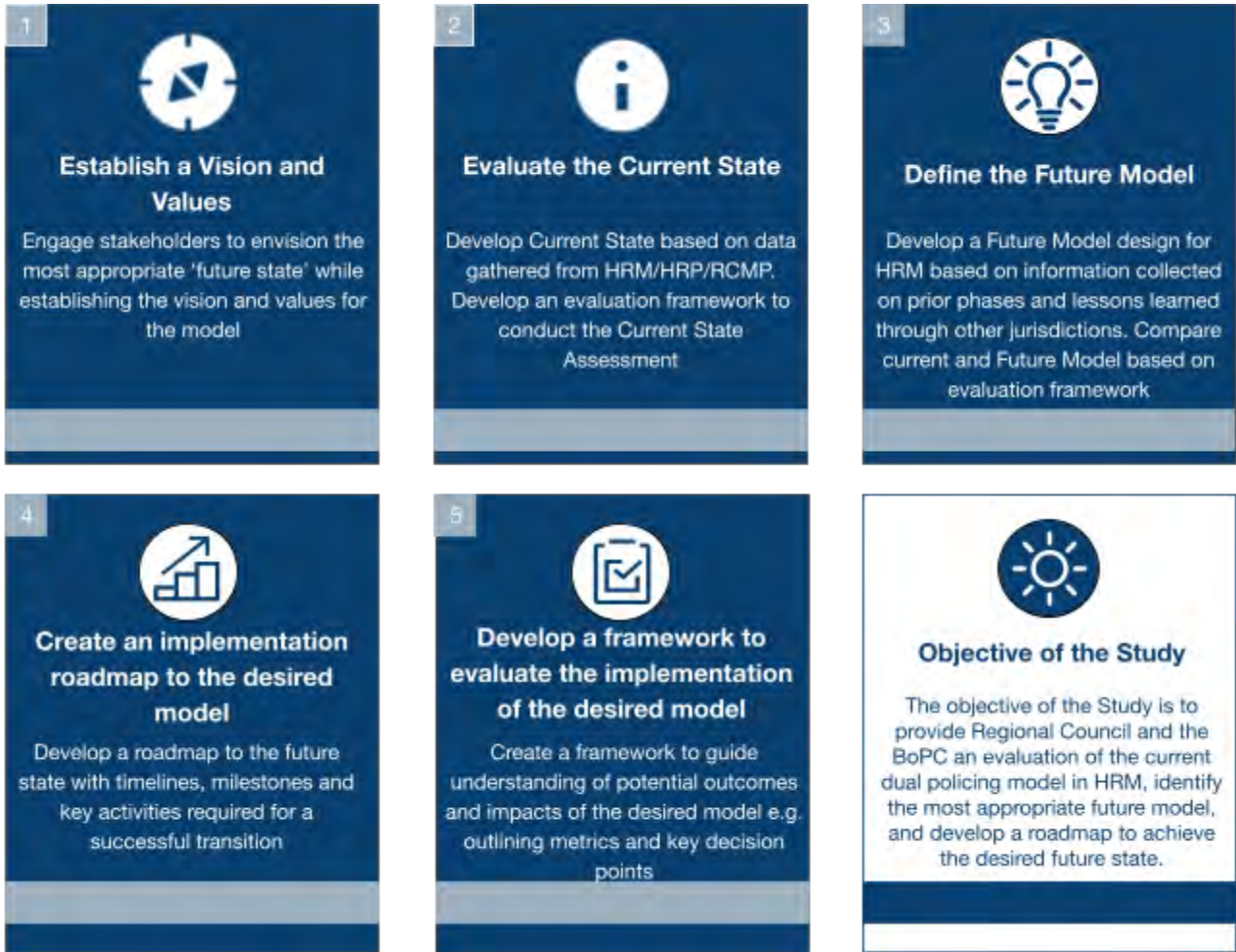
Halifax's unique policing model stems from the amalgamation of several municipalities with the County of Halifax in 1996. With this amalgamation, the municipal police services of the former municipalities of Halifax, Dartmouth and Bedford merged to form the HRP. It presently has 804 employees: 530 sworn officers and 218 civilian staff. The former Halifax County Municipality, primarily rural and suburban in character, continues to be policed by the RCMP as it was prior to amalgamation. The RCMP Halifax District operates through seven detachments in the suburban and rural communities of HRM, with 196 sworn officers and two civilian members.

The municipal and county amalgamation of 1996 resulted in the current dual policing model and the existing jurisdictional divisions. This geographic division of policing—primarily urban HRP and suburban and rural RCMP—aligns well with many aspects of the territorial nature of police work. Yet other aspects of policing, such as criminal investigations, can span multiple (physical and virtual) geographies and jurisdictions.

From a governance and accountability perspective, the BoPC is the civilian governance and oversight body for the HRP, on behalf of the HRM Council. The BoPC also functions as a Police Advisory Board to the RCMP Halifax District.

Approach to Completing the Study

The completion of this study will follow a 5 phase approach:



Case Study Selection Process



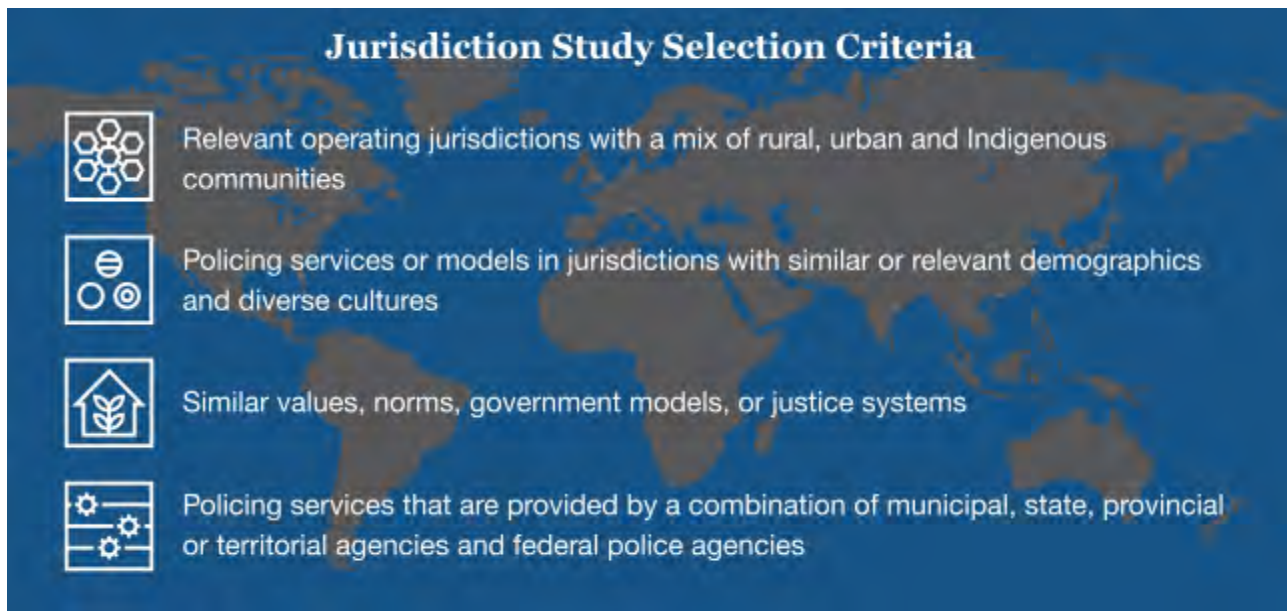
3. Case Study Selection Process

The complexity of policing and public safety is evident when examining the countless combinations of methodologies, programs, technological and community-based innovations that have been implemented globally to improve services, public safety and community outcomes.

This Jurisdictional Scan is intended to introduce and provide an overview of innovations in policing, public safety and justice that may be considered as part of the design of a recommended future policing model in HRM. The case studies are supported by academic research and analysis performed by law enforcement agencies or justice organizations and have been implemented into practice.

HRM has the opportunity to draw on the expertise, innovation and lessons learned globally by examining different practices from police services around the world for consideration in the development of a new regional policing model.

Jurisdictions were selected based on the following criteria to take into consideration the broader context of culture, values, geographies and norms. Consistency or similarity of these broader elements will help to reduce the likelihood that case studies selected will not be compatible with the broader operating or demographic environment in HRM.



The number of innovative practices being implemented globally in public safety and policing organizations is exploding as cost pressures, citizen expectations and cultural shifts are forcing countries, states, and municipalities to rethink how policing services are provided.

Each case presented in this document meets one or more of the following case study selection criteria:

	Address a challenge that is faced by police services in Canada, including the RCMP or HRP
	Could be incorporated, with necessary adaptations, into a future policing model to meet the needs of HRM
	Have relevance for the design of a future policing model that meets the needs of HRM
	Are considered to be an effective practice by credible experts



Landscape of Canadian Policing

4. Landscape of Canadian Policing

Around the world and here at home in Canada, policing services and policing models are being challenged to adapt in the face of seismic shifts in citizen and government demands. Policing agencies are suffering from a lack of strategic direction and guidance from their civilian governance bodies alongside a broader trend of mistrust in government and public institutions. The COVID-19 pandemic has highlighted other societal challenges and created economic and budgetary pressures that are seeing governments seek opportunities to reduce expenditures in order to manage growing deficits.

These pressures have led to a period of significant and rapid change in the global and Canadian policing landscape. Some of the notable driving forces behind the transformative actions being taken in policing and public safety within Canada are highlighted below.

House of Commons Report on Systemic Racism in Policing In Canada

In June of 2021, the House of Commons released the Report of the Standing Committee on Public Safety and National Security (Committee), entitled “Systemic Racism In Policing In Canada”². In it, the Committee advocated for numerous police reforms. This included topics surrounding policing people with mental illness, Indigenous policing, training in bias-free policing, and wide scale reforms to police governance and structure nationally and provincially.

“Examining the structure and governance of police services is crucial in addressing systemic racism in Canada.” pg 27, Systemic Racism In Policing In Canada, 2021

The Committee recommended the development of a national use of force database to collect race-based data from police interactions³, as a crucial step in assessing the issue of systemic racism; the Committee further recommended the creation of a national training college to ensure consistency nationally in standards and procedures.

Perhaps one of the most notable recommendations surrounded the RCMP, including Recommendation 8:

“That the Royal Canadian Mounted Police be transitioned away from a paramilitary force into a police service model with civilian oversight through a new national oversight board with a legislated mandate to make this transition and the changes required to ensure that policies, practices, procedures, and operations are free from systemic bias and discrimination and that individual acts of discrimination and racism are not tolerated.” pg. 5, Systemic Racism In Policing In Canada, 2021

The Committee went as far as to state that all municipalities, provinces and territories explore ending their contract with the RCMP and establish their own policing structures instead. By all accounts, the federal government has not imposed these recommendations in any formal or public way; however, this report has nonetheless signalled a watershed moment in Canadian policing.

² Systemic Racism in Canada, Report of the Standing Committee on Public Safety and National Security, June 2021
<https://www.ourcommons.ca/Content/Committee/432/SECU/Reports/RP11434998/securp06/securp06-e.pdf>

³ Currently, only correctional institutions systematically collect and verify ethnic and race-based identity information. Police databases often leave this field as subjective and optional.

Governance

Within Canada, a range of events over the last 10-15 years have put a spotlight on the challenges of civilian governance boards, particularly with respect to setting strategic direction for their respective police service. The examples outlined below are summarized in order to demonstrate the importance of good governance within any policing model. The absence of effective civilian governance and oversight can be detrimental to the delivery of policing and the confidence that communities have in their service to deliver fair, equitable and effective policing. As such, consideration of the governance structure(s) and model will be of central relevance for HRM as it considers its options for policing and community safety service delivery going forward.

In many ways, the recent experience of policing through a pandemic has highlighted and brought to bear a long-standing challenge that has existed in the realm of civilian governance for policing. The scope of a board's role and relationship with its chief of police, under what circumstances a board may direct a chief of police, and overall, the relationship between a board and its police service, has been an area of uncertainty. The police service's role in supporting community safety through a pandemic and all that may (or may not) entail, while also pivoting and planning for the financial realities that impact budgetary planning and approvals with municipal councils has brought many of these issues to the forefront.

In 2010, the City of Toronto hosted the intergovernmental leaders forum known as the Group of 20 (G20). It was a major event that necessitated significant planning and interconnected security considerations across the city as well as provincially and nationally. Leading up to and throughout the summit, there were both peaceful protests and demonstrations, as well violent protests and riots. The policing response resulted in mass arrests of more than 1000 people along with enforcement tactics that resulted in a decade-long class action lawsuit against the service.

The role of the Toronto Police Services Board (TPSB) and the extent to which it did or did not exercise appropriate oversight and accountability mechanisms leading up to and throughout the summit was at the centre of the Independent Civilian Review into Matters Relating to the G20 Summit. The TPSB commissioned the report, widely known as the Morden Report, in the aftermath of the summit. The lack of communication between the Chief of Police and the TPSB, paired with the inability of the TPSB to effectively assert its role and carry out its governance and accountability functions, including policy and direction setting, were at the centre of the recommendations in the report.⁴

Fast-forward to present day, the Ottawa Police Service's response to the "Freedom Convoy", in early 2022, and the subsequent upheaval that resulted in a complete replacement of membership for the Ottawa Police Services Board has reignited the discourse across Canada with respect to civilian governance.

At the same time, the Thunder Bay Police Services Board (TBPSB) has had an administrator appointed by the Ontario Civilian Police Commission (OCPC) for the second time in four years to take carriage and accountability for its governance functions. The role of the administrator appointed by the OCPC is to "restore proper governance, to ensure that the TBPSB is providing sufficient oversight of police services in Thunder Bay, and to re-establish public confidence in the TBPSB and Thunder Bay Police Service's (TBPS) ability to deliver adequate and effective policing services in the community".⁵

This comes following numerous external investigations and reports into the operations of the TBPS, including an OCPC investigative report prepared by the Honourable Senator Murray Sinclair, which resulted in the TBPSB of the day to be disbanded and the first administrator appointed to oversee the renewal of the board, after it was found that "the Board has failed to recognize and address the clear and indisputable pattern of violence and systemic racism against Indigenous people in Thunder Bay. Moreover, the Board's failure to act on these issues in the face of overwhelming documentary and media exposure is indicative of willful blindness".⁶ The Broken Trust Report was issued by the Office of the Independent Police Review Director at

⁴ Independent Civilian Review into Matters Relating to the G20 Summit, 2012. <https://tpsb.ca/g20/ICRG20Mordenreport.pdf>

⁵ Ontario Civilian Police Commission appoints an Administrator to the Thunder Bay Police Service Board 19 April 2022 <https://tribunalsontario.ca/ocpc-april-19-2022-ontario-civilian-police-commission-appoints-an-administrator-to-the-thunder-bay-police-service-board/>

⁶ Sinclair, Murray. Thunder Bay Police Services Board Investigation Final Report https://tribunalsontario.ca/documents/ocpc/TBPSB_Investigation_Final_Report_-_EN-FINAL-1.pdf

the same time, which was conducted in response to public complaints regarding the TBPS's investigation into the death of an Indigenous man, Stacy DeBungee. Gerry McNeilly, the Independent Police Review Director at the time, stated in the report that Indigenous leaders and community members told him "that TBPS investigations of Indigenous deaths and other interactions with police devalued Indigenous lives, reflected differential treatment and were based on racist attitudes and stereotypical preconceptions about Indigenous people". The report included a review of 37 TBPS investigations into sudden deaths and ultimately included findings of systemic racism within the police service.⁷

Throughout these situations, consideration of the appropriate scope of a board's role in setting strategic direction has translated to renewed dialogue on the significant pain points across the realm of governance in policing with respect to roles and responsibilities, communication, responsiveness to community expectations and the impacts of the extent to which there is clarity in governance function along with the necessary resources and supported to deliver in a meaningful way, on the relationship between the community and the police service and thus ultimately, on community safety and wellbeing.

With ongoing dialogue on similar challenges with respect to the role of civilian governance of police in Halifax also taking place currently, and elsewhere across Canada, it cannot be overstated the importance of governance considerations as HRM considers its path forward for the delivery of policing in support of community safety more broadly across the region.

Relevance for HRM

The policing reviews within HRM in the last 20 years have yielded incremental consolidation efforts in records management, communication centres and investigative units. However, there are still a number of challenges that remain unaddressed within operations and governance. The integration, interoperability, and governance mechanisms between the HRP and the RCMP are not fully aligned and effective. With both agencies operating under different federal, provincial and municipal legislation, there are unique challenges pertaining to governance, accountability and resourcing.

Given the extraordinary powers imparted to police, robust governance and accountability are critical in establishing trust with the community and ensuring police services are held to high standards. The Halifax Board of Police Commissioners is established as an independent authority pursuant to the Police Act. The Board has dual roles: provide civilian governance to the Halifax Regional Police (HRP) on behalf of Halifax Regional Council (Council) and as a Police Advisory Board to the Royal Canadian Mounted Police (RCMP).

Strong governance, accountability and transparency are increasingly becoming a central part of the broader discussions around policing, public safety and trust in government institutions. The future policing model needs to enable and support the governance and trust in services, decision making and accountability structures within HRM. Clearly defined and understood governance and accountability structures are at the core of building trust.

An example of how lack of transparency in governance structures erodes trust is described in the Halifax Street Checks Report. The Halifax Street Checks Report states that community members have voiced concerns around a lack of clarity when it comes to lodging complaints against the police and tracking them. While others mentioned that the current police complaints process was unfair and biased in favour of the police. One participant states:

"Racial profiling and trust in the police will never improve if the police still get to police themselves. The community does not trust the current system. They know that complaints are not taken seriously and that the police will always win. The current system is not empowering, it's not fair, and it does not promote change."

⁷ Broken Trust: Indigenous People and the Thunder Bay Police Service. Office of the Independent Police Review Director. <https://oiprd.on.ca/wp-content/uploads/OIPRD-BrokenTrust-Final-Accessible-E.pdf>

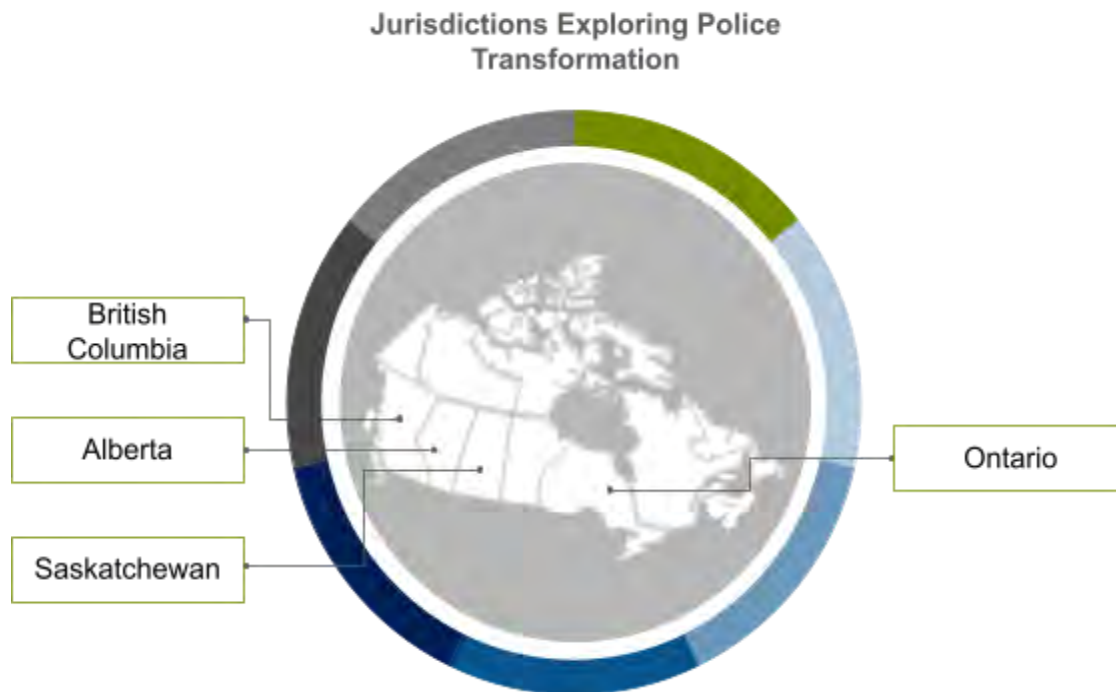
As a result, several community members called for the establishment of an “independent, civilian controlled police complaints commission”. Community members articulated that this commission should receive complaints against the police, investigate and adjudicate those complaints. It was also argued that transparency in the complaints process is vital and decisions made regarding the complaints should be fully explained to the complainant, police officers and members of the public⁸.

In light of this report, HRP took accountability and made a formal apology to the public. In contrast, the CIO of the RCMP in 2019 stated that the decision on an apology would have to be vetted through Ottawa. After a two year delay, the RCMP concluded that they will not be making a formal apology despite acknowledging “disproportionate harm” to Black communities. This was explained by saying that the policy on street checks is defined at the national level. These events and others have had a profound impact on the perception of police and eroded the trust of local communities. It has strengthened the perception that policing in HRM is not being tailored to the communities being served.

Governance and accountability are critical elements to building trust, credibility and legitimacy in the communities being served. The governance model must support transparency and responsiveness in services being delivered. Governance is a significant challenge in modern policing services in Canada and should be carefully considered as the future policing model in HRM is defined.

Provincial Governments Exploring Options in Contract Policing

The past several years in Canada have seen a significant shift in public positions by provincial governments as it relates to the role of the RCMP in providing contract policing. This trend predates or coincides with the aforementioned Committee report and suggests that although public support for the RCMP continues, governments, for various reasons, are exploring options for provincial policing models or transitioning away from services provided by the RCMP.



⁸ Halifax, Nova Scotia: Street Checks Report (Page 21)
https://humanrights.novascotia.ca/sites/default/files/editor-uploads/halifax_street_checks_report_march_2019_0.pdf

1 British Columbia

BC, within Canada, is an anomaly when it comes to police service deployment, particularly within the more urban areas of the province which are a mosaic of independent police services, RCMP contracted services, and RCMP provincial police services.

In April 2022, the Special Committee on Reforming the Police Act⁹ submitted a report to the Legislative Assembly in British Columbia. The report provides 11 recommendations outlining major changes to regional policing and governance, response to mental health and other complex social issues, police training and education, and others. The most significant of those recommendations was the following:

“Implement a new Community Safety and Policing Act to govern the provision of policing and public safety services based on values of decolonization, anti-racism, community, and accountability. This includes:
a) Ensuring Indigenous peoples and nations, and municipal governments, are engaged in the drafting of the legislation.” pg. 10, Transforming Policing and Community Safety in British Columbia

The report states that a transition away from RCMP to a provincial service would improve accountability, decision-making and consistency of services — though it insisted the recommendation is “not a reflection on the work of individual RCMP officers,” but rather a response to the systemic challenges in the current federal model.

Within British Columbia, the City of Surrey is in the midst of a transition away from the RCMP to a municipally-administered police service.

Surrey, BC

When the current mayor was elected in 2018, a motion was passed almost immediately by Council to notify the RCMP of their intent to end their contract within 24 months. Since then, Surrey moved through various transition phases to meet their first major milestone by establishing the Surrey Police Board in 2020. Although there is agreement on winding down resources of the RCMP, the full transition is still underway.

The Surrey Police Service first began serving its community in early 2022.

2 Alberta

In May 2020, the Fair Deal Panel submitted a report to the Government of Alberta. The report began with stating that “a substantial majority of Albertans do not believe they are receiving a fair deal from the federal government. Many are angry and want the Government of Alberta to reassert its position in Confederation and minimize Ottawa’s overreach.”¹⁰

The Fair Deal Panel report provided a series of recommendations which included the recommendation to “Create an Alberta Police Service to replace the RCMP” in Alberta. The report states that the RCMP has become too bureaucratic to respond flexibly to the needs of smaller communities in Alberta and that the RCMP perennially struggles to provide adequate resources and fill positions in the province.

⁹ Transforming Policing and Community Safety in British Columbia, April 2022

https://www.leg.bc.ca/content/CommitteeDocuments/42nd-parliament/3rd-session/rpa/SC-RPA-Report_42-3_2022-04-28.pdf

¹⁰ Fair Deal Panel: Report to Government, 2020

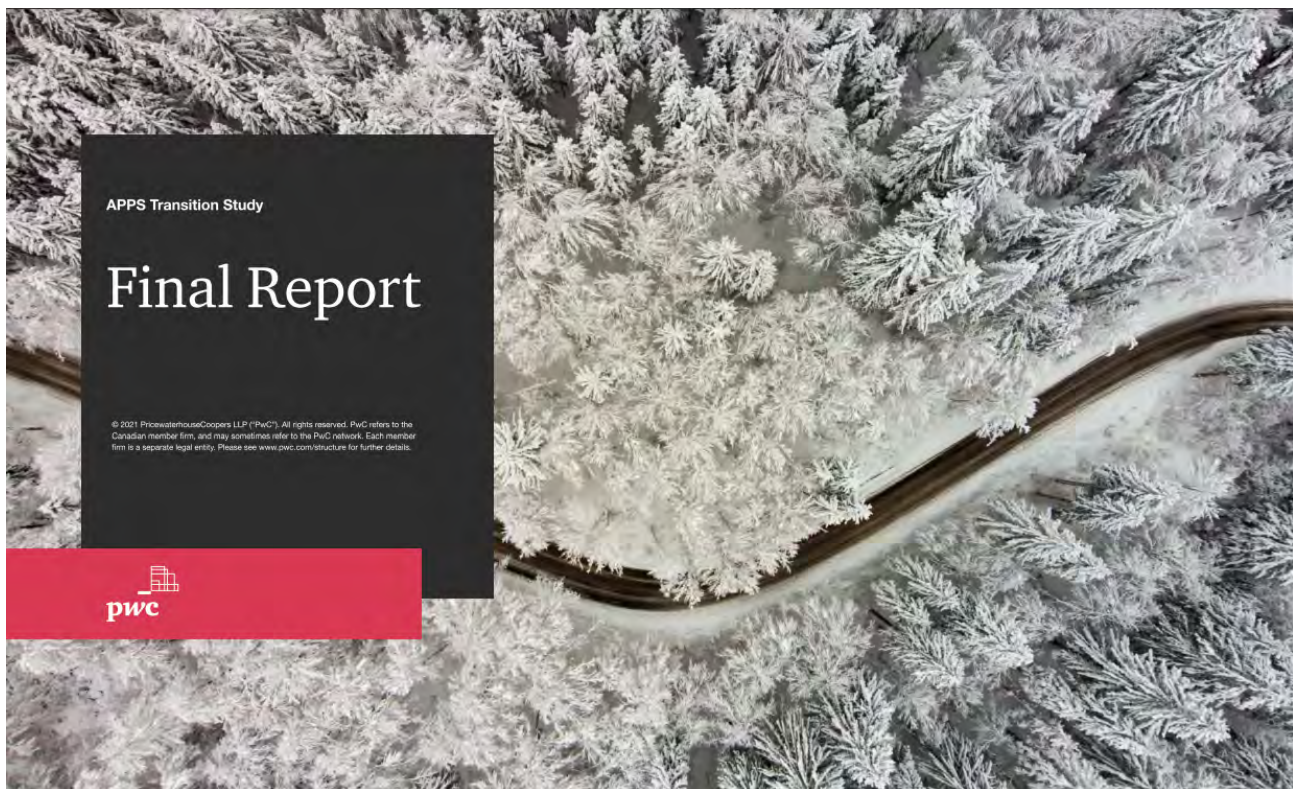
<https://open.alberta.ca/dataset/d8933f27-5f81-4cbb-97c1-f56b45b09a74/resource/d5836820-d81f-4042-b24e-b04e012f4cde/download/fair-deal-panel-report-to-government-may-2020.pdf>

The province launched an extensive feasibility study¹¹ with PwC in 2020, with iterations continuing into 2022. Although a decision on whether or not to move forward with implementation has not been forthcoming at this time, the province studied this possibility in depth and embarked upon an extensive public consultation campaign.

APPS Report Insight and Conclusions:

The APPS Transition Study Report recommended the creation of Alberta Provincial Police Service (APPS), while building in community policing and strong civilian oversight through an independent oversight body. The creation of APPS would mean transitioning away from the RCMP in their community safety model. This model included recommendations and considerations pertaining to Indigenous policing and rural policing as a priority. It incorporated innovative policing practices that are community-centric and build in efficiencies in terms of cost and operations.

While the total cost of the recommended model of policing was projected to decrease, the cost to the province of Alberta is projected to increase with the loss of the federal government cost share as defined in both the Provincial Policing Services Agreement and the Municipal Policing Services Agreements.



3 Saskatchewan

In the Throne Speech of 2021, the Government of Saskatchewan indicated an interest in reviewing the policing model in Saskatchewan seeking opportunities to reduce crime by creating new units to complement the RCMP and take more pointed roles.

This includes Safer Community and Neighbourhoods (SCAN) officers. SCAN is intended to empower residents to take back their neighbourhoods by reporting problem residences or businesses that are habitually used for illegal activities. These activities could include drugs, prostitution, gang or criminal activities, child

¹¹ APPS Transition Study Final Report, PwC, 2021
<https://open.alberta.ca/dataset/a1bfad66-d301-4a8f-9865-ae6e7d25a31a/resource/5afc1580-f9c6-425e-b358-14dff660da9/download/jsq-apps-transition-study-final-report-2021.pdf>

sexual abuse or the unlawful sale or consumption of alcohol.¹² Another role includes Saskatchewan Trafficking Response Team (STRT), which is a specialized intelligence-led enforcement team dedicated to addressing illegal weapons, drugs and human trafficking. The province also introduced two new initiatives targeting high-risk offenders; the Warrant Enforcement and Suppression Team (WEST), will focus on warrant enforcement in the entire province, while the adoption of an Electronic Monitoring Global Positioning System (EM GPS) will reduce reoffending and help offenders reintegrate in the community¹³.

Other actions taken by the Government of Saskatchewan in reviewing and adapting their policing model includes creating a new Provincial Protective Services Unit which brings together under one command Conversation Officers, Highway Patrol Officers, Provincial Capital Commission Community Safety Officers, SCAN Officers, and Deputy Sheriffs working in the court system. This unit is intended to help police protect communities while providing their core services within the legal system.

Family Intervention Rapid Support Teams (FIRST) have been expanded. The FIRST program will be delivered by West Central Crisis & Family Support Centre Inc., based in Kindersley. Trained outreach workers will be in place to intervene and provide collaborative, timely services to families in crisis across central west Saskatchewan. FIRST outreach workers will also provide ongoing support to families to reduce the risk of future violence. By intervening earlier, FIRST seeks to reduce the likelihood of family violence and reduce demand for emergency services.

Each of these initiatives is related to rethinking the broader policing and public safety model in Saskatchewan in attempt to make communities safer and more effectively deliver services to residents.

Recognizing Systemic Racism and the Role of Police in Historical Trauma

Systemic racial discrimination, along with anti-Black and anti-Indigenous sentiments have plagued many institutions, and are perhaps most visible within police and criminal justice systems. Hundreds of reports, studies and law precedents over the years have established that the time is over for debating whether this bias exists in policing. Consequently, many minority communities' relationships with the police are rooted in mistrust, fear and sometimes outright contempt. Having minimal, if any, representation of minorities in the policing service further exasperated these communities.

For Indigenous communities, the suffering has been profound. For over a century, Canadian Indigenous Peoples policy has centred around eliminating Indigenous governments, suppress their rights, terminate their Treaties and disintegrate their legal, social, cultural, racial and religious entities until they cease to exist - nothing short of 'cultural genocide'¹⁴.

The National Inquiry in 2019 called the various cases of Missing and Murdered Indigenous Women and Girls' a 'Canadian Genocide'. Police all over the country were heavily criticised in this context for not only under-protecting Indigenous women but also subjecting them to outright police abuse in some cases. However, the relationship between Indigenous communities and police was damaged long before this and is recognized to have resulted in generational trauma. The generational trauma was further exacerbated in the 1960s, when the RCMP were tasked with 'searching for and returning truant children'¹⁵, as well as, finding parents who refused to send their children to school and informing them of their obligations to do so.

This trauma was further renewed for Indigenous communities with the discovery of more than 10,000 unmarked graves on residential school sites across Canada beginning 2021 with further investigations into unmarked gravesites continuing today. The impact of trauma is being widely recognized and raising questions

¹² Safer Communities and Neighbourhoods Saskatchewan

<https://www.saskatchewan.ca/residents/justice-crime-and-the-law/your-rights-and-the-law/keeping-your-neighbourhood-safe>

¹³ Province Introduces Initiatives Targeting High-Risk Offenders, 2021

<https://www.saskatchewan.ca/government/news-and-media/2021/november/10/province-introduces-initiatives-targeting-high-risk-offenders>

¹⁴ What We Have Learned - Principles of Truth and Reconciliation, 2015

https://ehprnh2mwo3.exactdn.com/wp-content/uploads/2021/01/Principles_English_Web.pdf

¹⁵ The Role of The Royal Canadian Mounted Police During The Indian Residential School System, 2011

<https://nctr.ca/wp-content/uploads/2021/01/RCMP-role-in-residential-school-system-Oct-4-2011.pdf>

around the role of policing and how police can work more effectively to repair relationships with Indigenous communities.

This is in line with the calls to action made by the Truth and Reconciliation Commission of Canada in 2015¹⁶. Similar sentiments were echoed in the 2019 Missing and Murdered Indigenous Women and Girls Calls to Justice Report¹⁷, with some recommendations being much more pointed and specific in terms of policing Indigenous Communities. These recommendations seek to address the needs and demands of Indigenous communities in regards to the justice system and policing. Many of these demands and calls for change have been repeated for years previous to the release of the report in 2019. Integrating reconciliation as a core tenant of the future model and incorporating recommendations will be a big step forward in repairing relationships with Indigenous Communities in HRM and clearly demonstrate action in rebuilding trust.

In May 2020, George Floyd's death was captured on video; this sparked outrage globally and became a testament to police brutality and systemic racism that is prevalent in many parts of the world. This was followed by thousands of protests in over 60 countries and all seven continents, despite a global pandemic and likely the biggest racial justice movement since the civil rights protests of the 1960s. The public backlash was largely driven by the fact that minorities and people of colour are disproportionately represented in use of force incidents, or death at the hands of police officers.

A parallel conversation also ensued, highlighting the over-prevalence of individuals with mental illness involved in police encounters, and the intersection between the two. Ultimately, the discussion in Canada formed part of a broader conversation about race, mental health, and the role of police.

Much of the resultant conversation surrounded the concept of defunding the police - systematically pulling back police budgets and reallocating those funds to other social and legal services more apt to deal with the issues at hand.

Indigenous people form 16% of the deaths by deadly force, but only make up 4.21% of the population. Black Canadians who died after police used force account for 8.63% and only make up 2.92% of the population in Canada. In addition, 72% of people involved in fatal shootings had a mental health or substance abuse problem.

- CBC News, CBC's Deadly Force database 2020

While many cities within Canada grappled with how to utilise the movement that the George Floyd case created, it became evident that simply decreasing police budgets was difficult if not impossible. Many municipalities attempted to pull back funding from departments, but with little buy-in from key stakeholders or the broader public resulting in little substantive change being made.


In the US, many cities have power over both the police and health budgets (including mental health), and thus, advocacy for re-balancing of that funding would be possible. Numerous cities in the US such as Albuquerque, New Mexico¹⁸ and Durham, North Carolina¹⁹ have established their own Community Safety departments, which are separate from the police. The goal of these departments is to provide the right response at the right time and to improve access to the broad range of social services from government and community-based organizations. They provide the infrastructure necessary to enable a response from individuals with behavioural and mental health backgrounds to non-violent and non-medical 911 calls 24/7. There is an opportunity for HRM to incorporate innovative approaches like these, that enable multidisciplinary working, coordination, and a common strategic vision.

¹⁶ Truth and Reconciliation Commission of Canada. (2015). Truth and Reconciliation Commission of Canada: Calls to Action. https://www2.gov.bc.ca/assets/gov/british-columbians-our-governments/Indigenous-people/aboriginal-peoples-documents/calls_to_action_english_2.pdf

¹⁷ Missing and Murdered Indigenous Women and Girls Calls to Justice Report, 2019 https://www.mmiwg-fada.ca/wp-content/uploads/2019/06/Calls_for_Justice.pdf

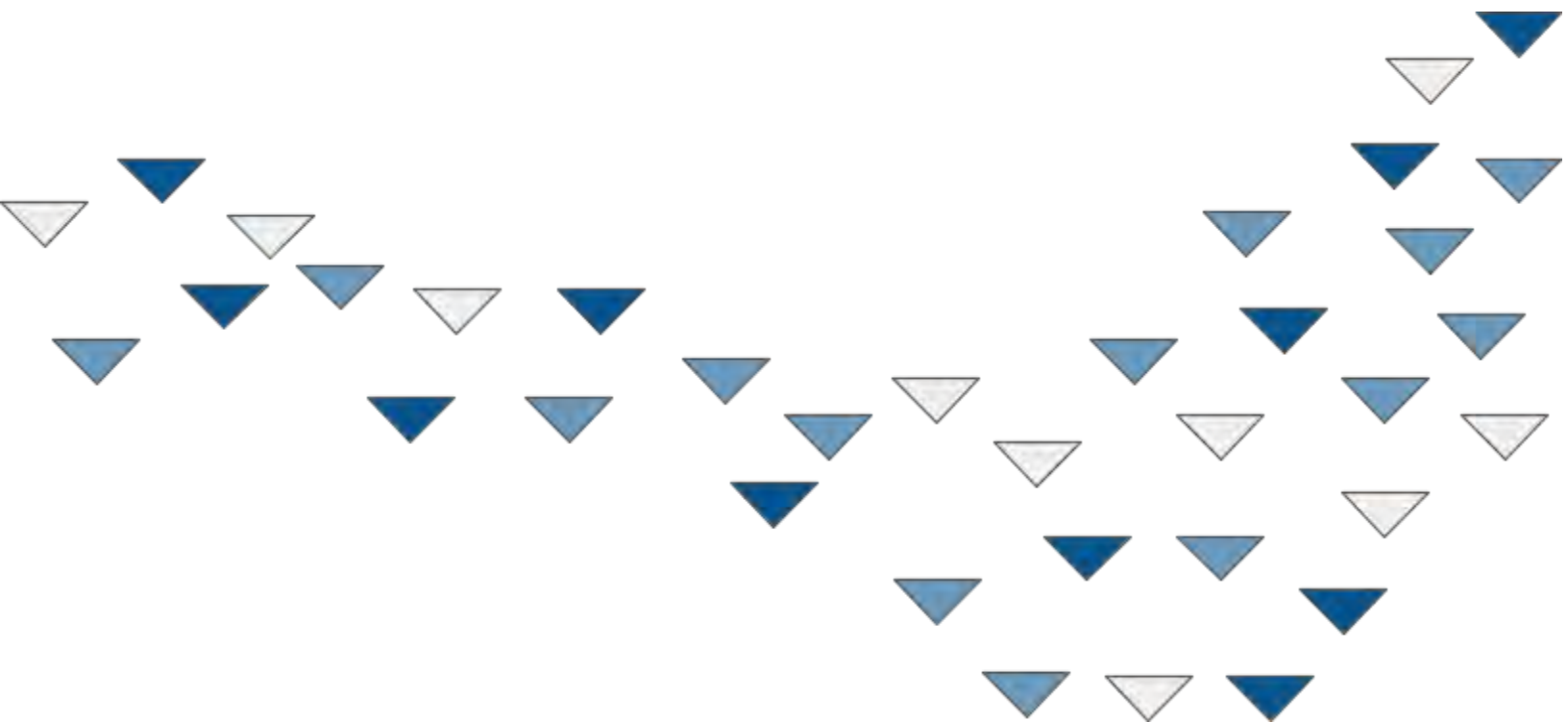
¹⁸ Albuquerque Community Safety Department <https://www.cabq.gov/acs/our-role/>

¹⁹ Durham Community Safety Department <https://www.durhamnc.gov/4576/Community-Safety>



In Canada, the provincial government has statutory authority over health and mental health services and governance. This means re-allocating the budget is not a simple task, but rather highly complex when viewed in context of police funding. The sources of police funding is divided in various ways across local/municipal, provincial and federal, depending on the service delivery model and nature of the funding sources, including one-time grants and ongoing subsidies.

Continuing conversations about race relations and the role of police are being had throughout the public and government spheres across Canada. This has been the predominant focus of the landscape since that time, as local and national police services grapple with how to respond to claims of systemic racism, adapt to changing citizen demands, budgetary pressures and changing calls for service.



A woman with curly hair is laughing joyfully, her mouth wide open, against a clear blue sky. The image is decorated with a pattern of small, downward-pointing triangles in shades of blue and white. A white banner with a slight shadow is positioned across the middle of the image, containing the text "Collaborative Approaches".

Collaborative Approaches

5. Collaborative Approaches



Collaboration between police services and other services offered in the community by the public and private sector is a key feature of policing in the 21st century. There is a growing realization that police services cannot, on their own, effectively address the issues that contribute to crime and social disorder. The increasing focus on collaboration has also been driven by the economics of policing, which highlights the increasing costs of police services and the need to ensure that the cost of services is aligned with desired and realized outcomes.

Increasingly, police services, governments and other partners are realizing that effective strategies for the prevention and response to crime and disorder require a holistic and multidisciplinary approach. The police, along with social service and health agencies, non-governmental organizations (NGOs), community organizations, and the private sector comprise a continuum of public safety that can be harnessed to maximize resources through a coordinated approach to community safety and wellbeing.

The term “continuum of public safety” is used to emphasize that all of the participants in the continuum, from communities to sworn police officers, civilian members of police services, para-police, the private sector and others all have important roles to play in the prevention and response to crime and in contributing to safe and secure communities, collaborative partnerships, and to the trust and legitimacy of the police. There is increasing evidence that a continuum of public safety built from the ground up not only increases the legitimacy of the police but also mobilizes resources and expertise to address issues of crime and disorder.

The Canadian Municipal Crime Prevention Network (CMCPN) is built on the same concept of going beyond police, courts and corrections to invest in multi-sectoral (education, housing, youth and social services, health, etc.) efforts to address the causes of crime through prevention²⁰. The CMCPN has propelled work in this direction forward by providing backbone support, network, research and consultancy guidance across Canada. HRM was one of the founding members of CMCPN and continues to be a member, while also sitting on the Board of Directors. HRM is actively involved and well-positioned within the Canadian context and to learn from and adopt innovative evidence based practices and incorporate them into its own vision for the future policing model.

Jurisdictions Examined:

-  **Halton Region Community Safety & Wellbeing Plan - Halton Region, Ontario, Canada**
-  **City of Edmonton Community Safety and Wellbeing Strategy - Edmonton, Alberta, Canada**
-  **Northern Ireland Restorative Justice Programs - Northern Ireland, United Kingdom**
-  **Hub Tables - Saskatchewan & Ontario, Canada**
-  **Tsuu T’ina Peacemaker Court - Tsuu T’ina Nation (Canada)**
-  **Red Hook Community Justice Centre, Brooklyn, New York, United States of America**
-  **Community Safety Officer Program, Kwanlin Dün First Nation, British Columbia, Canada**
-  **South African Police Service Act - Community Policing Forums, South Africa**

²⁰ Canadian Municipal Crime Prevention Network: <http://safercities.ca/cmncp-history/>

- Alberta Law Enforcement Response Team (ALERT), Alberta, Canada
- Integrated Homicide Investigations Team (IHIT), British Columbia, Canada
- Toronto Police Services Board - Modernized Approach to Governance

Jurisdictions Examined:



Various Municipalities’ Community Safety & Wellbeing Plan - Canada

Municipalities across Canada are trying to adopt broad community based approaches to public safety based on holistic strategies intended to provide a framework and structure to support cross silo collaboration and partnership. Halton Region, Edmonton and Burnaby have developed comprehensive Community Safety & Wellbeing (CSWB) plans to address the need to solve complex risks to safety and wellbeing within their individual communities. The goal of these CSWB plans is to achieve greater coordination and collaboration on issues and situations before they can escalate into crisis. These CSWB plans have overlap, but are tailored to the unique needs of each community.

Halton Region Community Safety & Wellbeing Plan

Ontario has implemented legislative requirements related to mandating community safety and wellbeing planning under the Police Services Act (effective January 1, 2019). As part of legislation, municipalities are required to lead the development and adoption of community safety and wellbeing plans. While working in partnership with a multi-sectoral advisory committee composed of representation from the police service board and other local service providers in health/mental health, education, community/social services and children/youth services.

First introduced to municipalities in 2014, CSWB planning focuses on high-levels of safety and enhancement of resident and community wellbeing through four zones of intervention:

- Social Development: Addressing underlying causes of social issues through upstream approaches that promote and maintain individual and community wellness. This includes supports that promote social and economic inclusion and equity.
- Prevention: Applying proactive strategies to known and identified risks that are likely to result in harm to individuals or communities if left unmitigated.
- Risk Intervention: Identifying and responding to situations of acutely elevated risk and mobilizing immediate interventions before an emergency or crisis-driven response is required.
- Incident Response: Circumstances that require intervention by first responders such as police, paramedics, and other crisis-driven services in the human services system.

CSWB Planning Framework




Source: Halton Region (2020)²¹

This program has been a part of a successful approach to safety and wellbeing. Halton Region aims to give citizens access to the right services, at the right time, by the right provider. The leadership group that oversees the CSWB includes:

- Halton Region
- Halton Regional Police Service
- Ontario Health (Central & West Regions)
- Local hospitals
- Local boards of education
- Local municipalities

²¹ Halton Region. (2020). 2020 Community Safety and wellbeing Population Level Indicator Report. Oakville, Ontario.

Halton Region developed a framework that is organized into three domains: health, safety and community wellbeing. These domains all interact with one another and all play a role in contributing to the overall safety and wellbeing of Halton residents. The CSWB program brings together a wide range of data into one CSWB indicator framework to provide insight on how Halton is performing on a number of indicators of safety and wellbeing. The Region is working together with community partners to track 30 indicators across three domains using a wide variety of population-level statistical data. These indicators highlight areas where Halton is doing well and areas where there is room for improvement.



**Halton's
CWSB
Indicator
Framework**

The framework is organized into three domains: health, safety and community wellbeing. These domains all interact with one another and all play a role in contributing to the overall safety and wellbeing of Halton residents.



Health

A community where everyone is supported to reach both physical and mental wellbeing.



Safety

A community where everyone can go about their daily activities without risk or fear of harm.



Community Wellbeing

A community where everyone is connected and engaged, with a vibrant, healthy environment and strong social supports.

Self-rated health
Self-rated mental health
Emergency department visits for mental health conditions
Emergency department visits for substance misuse conditions
Police encounters with people in crisis
Alcohol consumption
Smoking status
Physical activity

Crime Severity Index
Violent Crime Severity Index
Crime rate
Halton Situation Table discussion
Walking after dark
Safe neighbourhoods to raise children
Safety at school
Falls in older adults

Community belonging
Neighbourhood cohesion
Living with low-income
Housing affordability
Homelessness
Early Development Instrument
High school graduation
Post-secondary education

Food insecurity

Premature mortality

Child injury

Motor vehicle collisions

Employment status

Older adults living alone

Source: Halton Region (2020)²²

This broad group of organizations is focused on enhancing mental health supports for children and youth. Reach Out Centre for Kids (ROCK) has established a new model of access to make it easier for children, youth and families to access services to meet their specific needs.

Additionally, CSWB plan has established a framework for how Halton Region provides support for individuals who are homeless or at risk of homelessness. This includes a centralized model for intake and referrals and increased ability to connect with mental health service providers. As of August 1, 2020 70 homeless households have received housing through the framework established.

CSWB has also implemented a Sexual Assault Advisory Committee to review sexual assault investigations by the Halton Regional Police Service. Recommendations have been provided from the Sexual Assault Advisory Committee to the Halton Police Board to enable survivors of sexual assault an easier path to coming forward. Additionally, approximately 800 officers have been trained specifically on how to support and respond to survivors of sexual assault.

The CSWB Plan has also supported collaboration with the Halton Children's Aid Society to support access to education, training and employment mentorship for young adults (18-24 years of age) leaving the youth welfare system.

The CSWB has many other programs and pilots in place or in development for addressing issues impacting public safety including opioid use, support for individuals with disabilities and mental health diagnoses, food security and reducing isolation of older adults in the community.

Edmonton Community Safety and Wellbeing Strategy

Edmonton's CSWB Strategy was released in May 2022 and is built on a 7 pillar framework which is the driving force behind the tasks undertaken as part of this strategy. The success of this strategy has been noted as a shared responsibility, between City partners, including but not limited to other orders of government; social services, business sectors; and the broader community. Edmonton's CSWB strategy is a commitment that involves many partners who share a desire to place:

- a deliberate and concerted effort to put community at the centre of the model,
- a citywide perspective that ensures those living in any part of the city have equitable access to resources, and
- funding and resources in order to bring strategy to life.²³

²² Halton Region. (2020). 2020 Community Safety and Wellbeing Population Level Indicator Report. Oakville, Ontario.

²³ Edmonton Community Safety and Wellbeing Strategy, 2022 <https://pub-edmonton.escrbemeetings.com/filestream.ashx?DocumentId=142922>

CITY PLAN – Inclusive and Compassionate							
Community Safety and Well-being							
PILLARS	Anti-racism	Reconciliation	Safe and Inclusive Spaces	Equitable Policies, Procedures, Standards and Guidelines	Pathways In & Out of Poverty	Crime Prevention & Crisis Intervention	Well-being
	DASHBOARD INDICATORS	DASHBOARD INDICATORS	DASHBOARD INDICATORS	DASHBOARD INDICATORS	DASHBOARD INDICATORS	DASHBOARD INDICATORS	DASHBOARD INDICATORS
PARTNERS	various	various	various	various	various	various	various
EXAMPLE ACTIONS	Anti-racism Committee Grant Funding Anti-racism Strategy – Independent Anti-racism Body – High Level Anti-racism Office in City Administration – Core Operational and Capacity-Building Funding	Truth and Reconciliation Commission – 94 Recommendations Indigenous Housing Urban Reserves Kihciy Askiy.	Downtown Vibrancy Community Outreach Transit (COT) Safety Team Problem Properties Extreme Weather Response Bystander Awareness 311 / Digital Safe Spaces Public Washrooms Accessible Communication Services in Registered Recreation Programs (Pilot Project)	Accessibility Framework (people with disabilities)	Full housing spectrum (encampment to market housing) Accessible and affordable transit Access to mental health services Alberta Poverty Reduction Network	EPS + Bylaw Multi-disciplinary Response Team Joint Operations Governance Structure Neighbourhood Organizing Initiative Downtown Safety Neighbourhood Empowerment Team ACB Residential program	RECOVER Leisure Access Program Live Active Community Connections in Recreation Centres Crisis Diversion Team Opioid Overdose Prevention United Way EPL: Sing, Sign, Laugh and Learn
MOTIONS	<ul style="list-style-type: none"> ✓ Mayor's motion on anti-racism ✓ Anti-racism Advisory Committee representation Civic agency remuneration	<ul style="list-style-type: none"> ✓ Missing and Murdered Indigenous Women and Girls action plan 	<ul style="list-style-type: none"> ✓ Address problem properties Work with BIAs to foster safe and activated environments in business and entertainment areas	<ul style="list-style-type: none"> ✓ \$2.26M public washroom pilot Promote adoption for minimum shelter standards	<ul style="list-style-type: none"> ✓ \$2.1M for EndPoverty ✓ \$280k for ECDC poverty reduction Transit fare repayment options and low income fare review.	<ul style="list-style-type: none"> ✓ \$900k for additional encampment outreach ✓ \$250k for REACH 24/7 Crisis Diversion Police Funding Formula Review	<ul style="list-style-type: none"> ✓ \$3.75M to Community Investment Operating Grant program ✓ \$250k for RECOVER Update on Task Force Recommendations

The strategy outlines a comprehensive list of long-term outcomes, supported by actions to lead to and measures to track progress against these outcomes. The following table shows examples from each pillar²⁴:

Long-Term Outcomes	Action Examples	Measures
Pillar #1: Anti-Racism		
Policies and structures are anti-racist, reconciliatory and support equity and inclusion.	A commemoration policy to identify and address art, benches, and other public items that are socially, historically or culturally inappropriate and/or inaccurate	Healthy City indicators of ConnectEdmonton (particularly Discrimination and Racism and Sense of Community)
Pillar #2: Reconciliation		
Quality relationships with Indigenous Peoples that honours and strives to understand Indigenous experiences, histories and cultures	Indigenous Housing and urban reserves	Number of Indigenous housing units and shelter spaces created
Pillar #3: Safe and Inclusive Spaces		
Communities are supported and empowered to lead the cultivation and sustainment of safe, inclusive, vibrant, sustainable and resilient spaces	Increase the use of multi-disciplinary approaches for education, social support and outreach, such as Neighbourhood Empowerment Team and the	REACH's social return on investment measures related crisis diversion and safe space cultivation

²⁴ Edmonton Community Safety and Wellbeing Strategy, 2022 <https://pub-edmonton.escrimemeetings.com/filestream.ashx?DocumentId=142922>

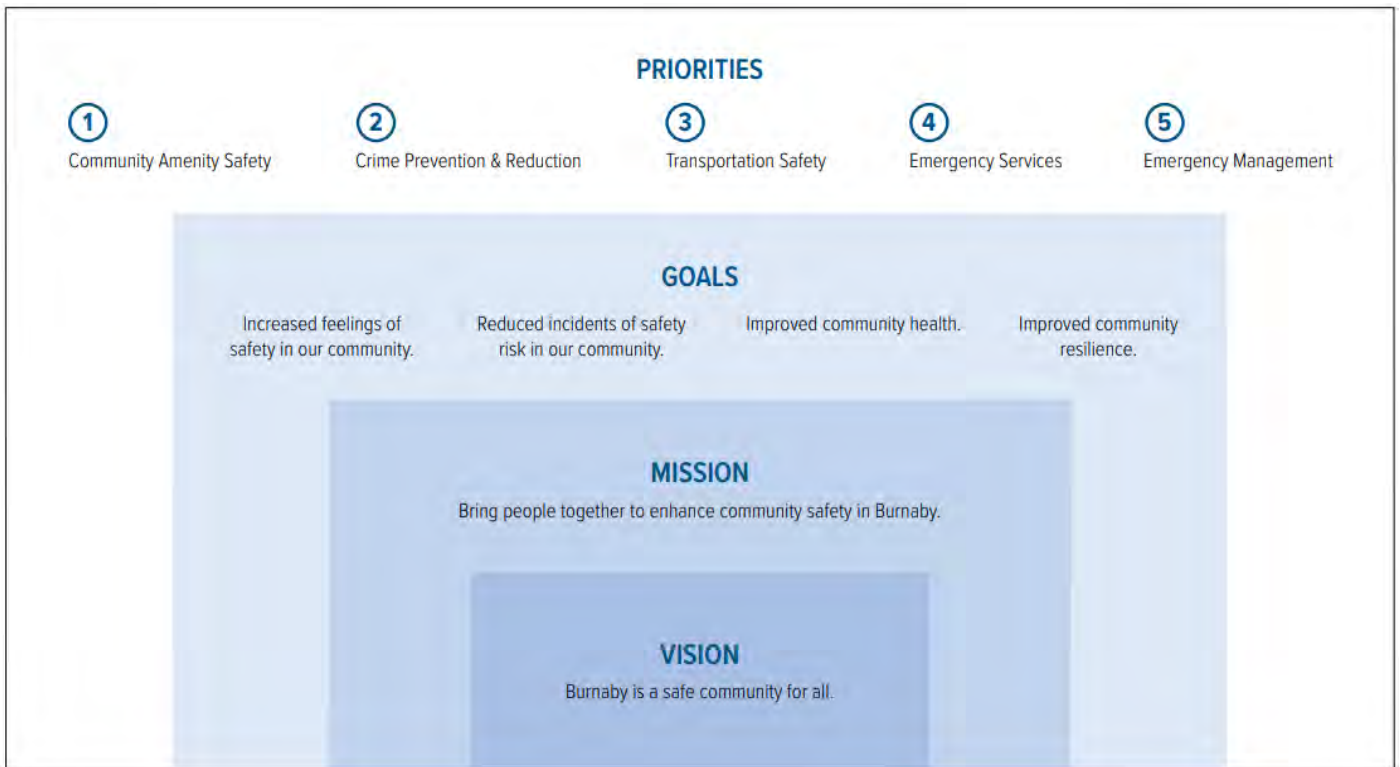
	Encampment Response Team	
Pillar #4: Equitable Policies, Procedures, Standards and Guidelines		
People making Edmonton home have enriched experiences through equitable access to programs, services and spaces	Corporate Policy Framework - review of Administration's policies	ConnectEdmonton's Healthy City goal and equity indicators of affordable housing, crime severity, income equality and poverty
Pillar #5: Pathways in and out of Poverty		
Edmontonians have the economic, social and cultural resources to have a quality of life that sustains and facilitates full and meaningful participation in the community. (In other words, meeting basic needs is not enough. To contribute to the cultivation of a safe and well community, all Edmontonians need the opportunity to thrive)	Full housing spectrum (encampment to market housing)	ConnectEdmonton's Healthy City indicators of community wellness, equity and personal wellness; Urban Places indicators of transportation system, housing options and neighbourhood vibrancy (access to amenities); and Regional Prosperity indicators of competitiveness (education levels) and prosperity (disposable income and employment growth)
Pillar #6: Crime Prevention and Crisis Intervention		
All people feel safe and secure throughout the city because crime has been reduced through community-collaboration and culturally appropriate approaches	Expansion of the Neighbourhood Empowerment Team (a partnership between the City of Edmonton, Edmonton Police Service, The Family Centre and United Way of the Alberta Capital Region)	HELP and youth referrals
Pillar #7: Wellbeing		
Edmontonians have the capacity and opportunity to pursue experiences of connection to self, body, land, arts and culture, community, human development and spirit	Expansion of the Leisure Access Program and Ride Transit Program eligibility	Number of active users of Leisure Access Program and Ride Transit Program

Burnaby Community Safety Plan

Burnaby's Community Safety Plan echoes similar priorities as those mentioned in Edmonton and Halton Region's CSWB plans. The purpose of the Community Safety Plan is to provide a strategic framework for working together with all stakeholders to maintain and enhance community safety. The Plan is intended to:

- Promote a better understanding of local safety risks and protective factors
- Support a coordinated approach to addressing community safety
- Encourage an improved level of community and stakeholder collaboration
- Advance principles of best practice in prevention and intervention
- Foster increased commitment to local safety promotion across sectors and governments²⁵

²⁵ Burnaby Community Safety Plan 2020: shorturl.at/ivBLX



Like Edmonton, Burnaby identified its framework for the Community Safety Plan and allocated 'Potential Indicators' as measures of progress. However, Burnaby went a step further and allocated different partners in the CSWB ecosystem to each priority. For example, Initiative 1.1 Housing was assigned to the Planning & Building Department. While some Initiatives were led by a single team, others were multidisciplinary approaches such as Initiative 2.1 Child and Youth Safety, which was assigned to Public Safety & Community Services Department, Burnaby RCMP, Burnaby Public Library and Burnaby Fire Department.

PRIORITIES	1 COMMUNITY AMENITY SAFETY Maintain a high level of safety in City buildings and facilities for the public and staff	2 CRIME PREVENTION & REDUCTION Ensure citizens and businesses feel safe in our community	3 TRANSPORTATION SAFETY Make city streets, pathways, trails, and sidewalks safer	4 EMERGENCY SERVICES Provide responsive emergency services	5 EMERGENCY MANAGEMENT Enhance plans, procedures, and services to improve response to emergencies and the ability to maintain City services
INITIATIVES	1.1 Housing 1.2 Lighting the Way 1.3 Civic Building Asset Safety Improvement 1.4 Project IRIS 1.5 Homelessness Response 1.6 Parks & Natural Areas Enhancement 1.7 Pandemic Response Reference pages 45-55	2.1 Child & Youth Safety 2.2 Substance Use Response 2.3 Ever-Greening Surveillance Program 2.4 Cyber Security Outreach 2.5 Prolitic Offender 2.6 Community Watch 2.7 Gang Enforcement & Education 2.8 Mental Health Response Reference pages 57-67	3.1 Burnaby Transportation Plan 3.2 Street Safety Improvements 3.3 Safe & Active Schools 3.4 Safety Campaigns Reference pages 69-75	4.1 Building Readiness Program 4.2 First Responder Resiliency 4.3 Burnaby Fire Department Dispatch Study 4.4 Burnaby Fire Department Fire Services Review 4.5 Community Services Portal 4.6 Burnaby Mobilization & Resiliency Table (B-MART) Reference pages 77-85	5.1 Earthquake Strategy 5.2 Emergency Response & Strategies 5.3 Fire Home Safety 5.4 Emergency Operations Centre 5.5 Emergency Support Services 5.6 Mass Notification System Reference pages 87-95

The police play an important role in enabling and helping to deliver on the priorities and strategic initiatives that have been identified. This includes:

- **Supporting the Community Amenity Safety plan** - concerns were raised in Burnaby surrounding safety for the public and City staff including theft, bullying, harassment, drug use and other public safety concerns around parks and buildings. There were several priority actions identified including:
 - Installing increased lighting in public areas
 - Increasing surveillance equipment and police/security presence in high risk areas
 - Improving the stewardship of public parks and spaces
- **Emergency Services** - Burnaby, like many other municipalities is seeking to balance the responsibilities of emergency services and the increasingly complex public safety calls for services that are received. Changes to the processing protocols and infrastructure were recommended as it relates to processing crimes and providing services in response to criminal activity. Additionally, increased training for other emergency services providers to reduce the amount of time police spend on opioid overdoses or other non criminal calls for services.
- **Working with Other Service Providers to preserve public safety** - The need for police to work more closely with other emergency services and public safety agencies including transit police, Community watch, mental health coordinators, and school districts was highlighted as a key necessity

There were a number of initiatives highlighted that relate specifically to crime reduction which included a number of non police and preventative interventions. The following actions will help support the Crime Prevention & Reduction priority.

1. Update the RCMP's Crime Reduction Strategy to address emerging issues and trends, and human resource needs to enhance service delivery to residents.
2. Support Burnaby RCMP investigators and staff to come together for CompStat, a forum to analyze crime data and to make plans to address people, places and issues compromising safety.

3. Support Burnaby Public Library programs and services to improve access to, and awareness of, safety information with direct outreach to vulnerable people.
4. Promote a living wage for all Burnaby residents to ensure families can afford their basic needs reflected by the actual cost of living in Burnaby.
5. Support and expand educational seminars through the Safe Community Series.
6. Work collaboratively with RCMP and other partners to develop neighbourhood specific plans and responses to address priority issues including, but not limited to, gang or drug-related violence and offences, domestic violence and property theft-related crimes.
7. Support Burnaby's most vulnerable populations to crime through direct engagement in City agencies, committees, boards, community programs and services.
8. Expand the distribution of safety information to residents through a variety of platforms, such as through the City's web page, social media, the monthly "CommSafe" feature in the Burnaby Now, crime statistics reports, maps and research on the City's website, crime prevention seminars, Shaw Cable and SFU and BCIT communications networks.
9. Promote BC211, a "one-stop shop" B.C.-wide multilingual, 24/7 telephone service for the public to get information about safety programs in the community.
10. Work with academic researchers to better understand the root causes of criminal behavior and best practice solutions.
11. Continue to promote the early and consistent reporting of crime through public education.
12. Continue to support the anti-bullying Pink Shirt Day campaign, and RCMP members participate in activities with students to raise awareness about the campaign.
13. Continue to work with BC RCMP, Burnaby RCMP, Correctional Service Canada and others to implement the Provincial Outlaw Motorcycle Gang Strategy to address motorcycle gangs, informed by the Provincial Tactical Enforcement Priority Policing Model.
14. Continue and enhance initiatives known to prevent and reduce drug use, to suppress illicit drug markets, importers, suppliers and traffickers to reduce harm and improve access to treatment. Support the development of drug trafficking initiatives.
15. Continue to work with the BC RCMP's Safe Handling Project Team to implement policies related to safe handling of toxic substances including fentanyl for all first responders.
16. Consider expanding training to social service agencies on the frontlines.
17. Support the Child Abuse / Sexual Offence Unit to continue to employ and expand victim centred approaches to the sexual exploitation of children and youth.
18. Support the co-ordination and expansion of crime detection, through the Criminal Analysis Unit to help Burnaby RCMP and other law enforcement agencies identify and apprehend suspects.

These initiatives show the broad range and collaborative approach to community safety but also highlights the need for police services to integrate and target drivers of crime and disorder. The police play a critical role in the community safety model but are just one element of the community safety model and provide a specific set of services within that community safety service.

There is an opportunity within the future policing model to identify specific roles, integration points and actions that can be taken by the police services to support the broader community safety strategy and plan. The strategy plans and operational activities of the police should be aligned with and supportive of the broader

community safety strategy. Burnaby has defined and outlined the specific responsibilities of police services in their broader community safety plan and HRM can build on this approach to help define more clearly what the expectations and role of police in supporting public and community safety are.

Northern Ireland Restorative Justice Programs - Northern Ireland, United Kingdom

Following the armed conflicts that were perpetuated in Northern Ireland, attempts by the government were made to transition back to a peaceful society. This transition effort included release of political prisoners, development of human rights and equality commissions, efforts to decommission arms in paramilitary organizations and reviews of the policing and justice systems²⁶. Bridging the gap between the government and communities in Northern Ireland was critical to establishing a sustainable state of peace.

The signing of the Good Friday Agreement in 1998 formalized support for “the development of special community based initiatives based on international best practice” and support for both community and statutory based programs for public safety. The Independent Commission for Policing in Northern Ireland was established after the signing of the Agreement which started the process of moving away from a conflict model of policing in Northern Ireland.

Recommendations to implement broad change to the criminal justice system, including restorative justice initiatives, were developed as a part of the Criminal Justice Review completed in 2000. As a part of the outcomes of that review, it was recommended to integrate restorative justice principles into the juvenile justice system to divert youth away from the formal justice system. The Justice Act (2002) introduced youth conferencing in which the victim and supporters are brought together with the offender and supporters in a structured setting facilitated by professionals trained for the role.

A review of restorative youth justice programs published by the Prison Reform Trust in 2009²⁷ found the Youth Conference Service was making a highly positive contribution to youth justice across Northern Ireland. Ample evidence was found of high victim participation and satisfaction. The establishment of the Service had contributed to an overall decline in the use of custody for young offenders and to an increasing rate of diversion of young people from the formal criminal justice process.

There are two main community based restorative justice initiatives in Northern Ireland: 1) Community Restorative Justice Ireland (CRJI) which was accredited in 2008 by the Department of Justice and 2) Northern Ireland Alternatives which received its accreditation in 2007. This formal accreditation is the basis for seeking funding and establishing formal relationships with the PSNI and statutory organisations

CRJI provides victims support services, youth mentoring services, advice, intervention and mediation services based on restorative justice principles and standards at no cost. The mediation process enables disputing parties to assess the incident and gives the offenders the opportunity to make amends. CRJI provides professional facilitators and creates agreements to help prevent further conflict. The goal of the mediation is to put in place restorative outcomes that are agreed upon by the parties and to ensure positive results for everyone involved. CRJI will continue to support clients after resolutions are made and will additionally connect clients to further services as needed.

CRJI also works to connect clients to other support services as needed such as food banks, women’s shelters, drug and alcohol treatment and suicide intervention. CRJI also provides support to members of the community who are under threat of physical violence by armed groups.

Northern Ireland Alternatives (NIA) provides a number of services including:

- *Intensive youth supports* - address addresses the needs of victim, offender and the community, as well as offering a non-violent approach to addressing anti-social behaviour and punishment violence
- *Mediation & Community Support (MACS)* - provides critical support services aimed at Northern Ireland Housing Executive tenants who are in dispute or experiencing anti-social behaviour. There are a number of

²⁶ Gordon, J. (2008) 'Post-conflict Transformation: The Process of Institutional Legitimation of the Police in Northern Ireland' *Ethnopolitics* 7(1): 137-157.

²⁷ Jacobson, J. and Gibbs, P. (2009) *Making Amends: Restorative Youth Justice in Northern Ireland*, Prison Reform Trust.

different aspects to the MACS program including victim offender mediation, neighbourhood dispute mediation, victim services supports, youth prevention programs and hate crime programs

- *Restorative Adult Practices* - is responsible for the oversight and delivery of restorative programmes to adult adjudicated offenders referred by the Probation Board of Northern Ireland through victim offender mediation, victim awareness, offender supports and community reparation in response to offenses such as assault, fraud, burglary, drug possession and possession of weapons

Other services offered by NIA are social services and family supports, school outreach programs, youth prevention, youth safety and wellbeing services, and employment support services for youth and young adults.

In contrast, HRM has a restorative justice program called Community Justice Society, that works on a referral basis. These referrals are through four entry points;

- **Police Entry Point (pre-charge)** - Clients are referred from HRP, RCMP, Canadian Military Police (CMP) and DNR, typically done for petty crimes before a formal charge is laid
- **Crown Entry Point (post-charge/pre-conviction)** - Clients are referred by Crown Attorneys after charges have been laid, but before conviction. This is done for the majority of offences
- **Court Entry Point (post-conviction/pre-sentence)** - Clients are referred by a Judge after they have been convicted, but before receiving formal sentencing. This typically covers more serious offences like manslaughter, impaired driving, aggravated assault and robbery
- **Corrections Entry Point (post sentence)** - Clients who have either served or are serving can be referred by Correctional Services or Victims' Services. The most serious offences (like murder) are covered in this type of referral²⁸

While this model has similarities in terms of facilitation between the victim and offender, there is an opportunity to develop this further within HRM to integrate and connect restorative justice services with other support services and organizations to provide holistic support to victims of crime by the police and its partners, offenders and vulnerable persons. By connecting clients to support services after, better outcomes can be achieved by ensuring both the victim and offender have access to the resources they need to get better. This can include mentorship, youth support groups, and liasoning to other services like food banks, shelters, suicide intervention and more. There is an opportunity to utilize Police Entry Point referrals more frequently, enabling rehabilitation and avoiding criminal records over petty crimes. This is especially relevant for policing houseless populations in HRM, who may be further disadvantaged by getting a criminal record over petty crimes, and will benefit from diversion to the right resources.

Hub Tables - Ontario and Saskatchewan, Canada

A Hub Table is a team of people from various government ministries and community agencies. They meet weekly to address specific cases involving individuals or families who are at risk of experiencing harm if they do not receive some type of intervention. The team works collaboratively to develop immediate, co-ordinated and integrated responses by mobilizing existing resources with the intent of reducing risk in a timely manner, usually within 24 to 48 hours.

Before the Hub emerged, Saskatchewan police officers had little to no opportunity for collaboration with human service agencies²⁹. This silo-model caused many clients to not receive appropriate services because no single agency had comprehensive knowledge of a particular client. For example, different human services would be exposed to different elements of a client and would rarely obtain a comprehensive understanding of what a client was experiencing. To overcome this issue, the Hub model in Saskatchewan provided an opportunity for collaboration between human services.³⁰

²⁸ Community Justice Society, Halifax Region: <http://communityjusticesociety.org/About/category/how-does-rj-work>

²⁹ Nilson, C. (2014). Risk-driven Collaborative Intervention: A Preliminary Impact Assessment of Community Mobilization Prince Albert's Hub Model. Saskatoon: Centre for Forensic Behavioural Science and Justice Studies, University of Saskatchewan.
















³⁰ Nilson, C. (2014). Risk-driven Collaborative Intervention: A Preliminary Impact Assessment of Community Mobilization Prince Albert's Hub Model. Saskatoon: Centre for Forensic Behavioural Science and Justice Studies, University of Saskatchewan.

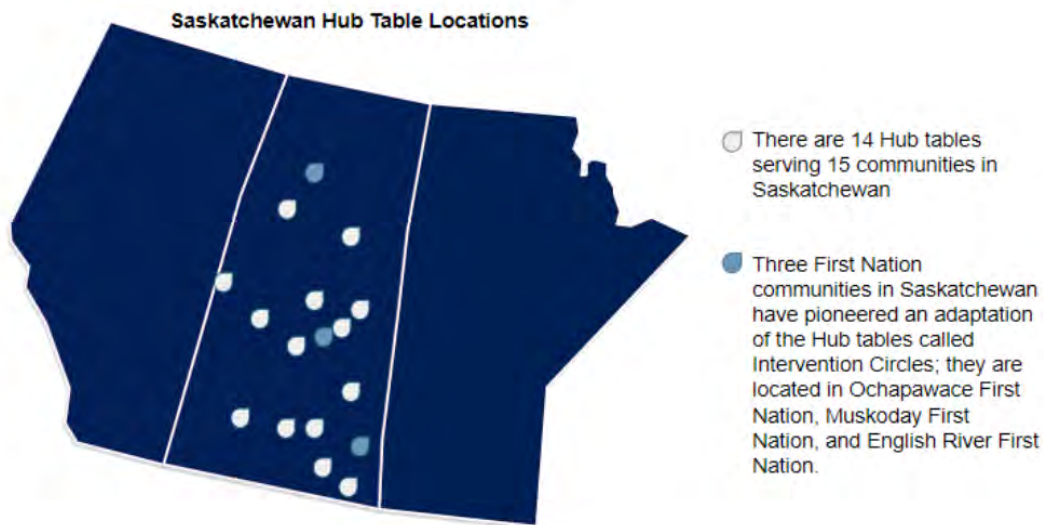
No single agency or service provider has all the information, resources or expertise they need to respond effectively to the complex social issues facing many individuals and families. Within the context of a Hub Table, a team of relevant professionals may be allowed to share information about specific cases that they otherwise could not.

Professionals from a variety of human service backgrounds sit at Hub Tables including law enforcement officers, teachers, social workers and youth workers are just a few examples of the kinds of professionals that might participate. During a Hub Table meeting, participants work together to review situations of acutely elevated risk to determine if an individual or family meets the criteria for imminent risk of harm and victimization. Following their review, the Hub Table team will coordinate interventions as necessary.

By addressing situations of acutely elevated risk, the Hub Table works collaboratively to reduce the risk factors that may increase the likelihood that someone will experience harm and victimization.

There are currently 14 Hub Tables (serving 15 communities) operating throughout Saskatchewan in:

- | | | | | |
|---|---|--|---|---|
|  Estavan |  Meadow Lake |  North Battleford |  Saskatoon |  Yorkton |
|  Ile-a-la-Crosse |  Melfort |  Prince Alberta |  Nipawin |  Weyburn |
|  La Ronge |  Moose Jaw |  Regina |  Lloydminster |  Swift Current |



Examinations of the Hub Model have found several benefits including the following:

1. Clients gaining increased access to services ³¹;
2. Clients receiving quicker access to services ³²;
3. Services gaining more insight into client needs ³³;

³¹ Nilson, C. (2014). Risk-driven Collaborative Intervention: A Preliminary Impact Assessment of Community Mobilization Prince Albert's Hub Model. Saskatoon: Centre for Forensic Behavioural Science and Justice Studies, University of Saskatchewan.

³² Litchmore, R. (2014). Preliminary report on the progress of the Guelph Situation Table. Internal Report Provided to Guelph Situation Table. Guelph, ON: University of Guelph

³³ Babayan A, Landry-Thompson T, Stevens A. (2015) Evaluation of the Brant Community Response Team Initiative: Six-month Report. Brantford: Brant County Health Unit

4. Improved communication between agencies³⁴;
5. Human service agencies having fewer barriers for their clients¹⁰;
6. Identifying gaps in the delivery of human services³⁵;
7. Augmenting efficiencies of human services³⁶ and
8. An improvement in client-service provider relations³⁷.

Qualitative evidence also supports the effectiveness of the model: It took a few meetings to get people organized around the purpose, engaged in information sharing and working together for a common end.

“Very quickly however, what used to take 3 to 6 months for an individual to get connected to services turned into 3 to 6 minutes. It was then that we realized how broken our current system really was.” - Dale McFee, personal communication, June 2013 retrieved from Nilson, 2014.

Data provided by the Prince Albert Police Service shows that arrests increased by 128% in the community relating to increases in intoxicated persons, domestic abuse, graffiti, property crimes and gang related activity. After the community mobilization initiative was put in place in 2011, the Violent Crime Severity Index dropped by 39% in 2012³⁸.

Hub tables have also been adopted in Ontario where they are often referred to as Situation Tables with positive impacts noted there as well. For example, in Waterloo, following the client being connected to a network of agencies through collaboration, the client experienced a 74% decrease in emergency calls within the next 90 days.³⁹ Other benefits of collaboration included (1) increased trust in agencies by other workers and clients⁴⁰; (2) new relationships and knowledge being developed¹⁵; and (3) most clients being satisfied with services⁴¹.

Tsuu T’ina Peacemaker Court - Tsuu T’ina Nation, Canada

The Tsuu T’ina Peacemaker Court began as a pilot project in 1999. It was developed by the chief and council of the Tsuu T’ina Nation with support from the Alberta provincial court. Its jurisdiction is as a provincial court restricted to reserve offences, and it uses traditional peacemaking methods alongside the normal provincial court process. The judge, prosecutor, court clerks, court worker, and the probation officer are all of aboriginal descent. In addition, the court conducted a community consultation process to identify respected individuals for training and selection as peacemakers.

³⁴ Ng, S., & Nerad, S. (2015). Evaluation of the FOCUS Rexdale Pilot Project. Delivered to the City of Toronto and Toronto Police Service. Toronto, ON: Vision and Results Inc. and SN Management.

³⁵ Nilson, C. (2015a). The Original Game Changers: An Evaluative Report on Prince Albert’s Centre of Responsibility and its Role in the Advancement of Community Mobilisation. Saskatoon, SK: Centre for Forensic Behavioural Science and Justice Studies – University of Saskatchewan

³⁶ Lansdowne Consulting. (2016). Multiagency early risk intervention tables (MERIT): Pilot project review. Ottawa, ON: The Lansdowne Consulting Group

³⁷ Nilson, C. (2016b). Collaborative risk-driven intervention: A study of Samson Cree Nation’s Application of the Hub Model. Public Safety Canada

³⁸ Morris, V. (2018), Situation Tables as the New Crime Prevention: Theoretical Underpinnings, Strengths, Weaknesses, and Best Practices. Ontario: University of Ontario Institute of Technology

³⁹ Brown, J. & Newberry, T. 2015. An evaluation of the Connectivity situation tables in Waterloo region: addressing risk through system collaboration. Guelph, Ontario: Taylor Newberry Consulting

⁴⁰ Babayan A, Landry-Thompson T, Stevens A. (2015) Evaluation of the Brant Community Response Team Initiative: Six-month Report. Brantford: Brant County Health Unit

⁴¹ Nilson, C. 2017. Collaborative Risk-Driven Intervention Evaluation Brief: A Preliminary Analysis of Discussion Subject, Table Discussant, and Key Stakeholder Satisfaction, Understanding, and Perceived Impact of Collaborate Barrie. Toronto, ON: Global Network for Community Safety

The Peacemaker Court is held in the reserve's council chambers and begins with a smudge ceremony. All cases are reviewed by the councilors and the peacemaker coordinator in order to determine which are eligible to be resolved through the peacemaking process. All adult and youth offences except homicide and sexual assault are eligible. In addition, the offender must take responsibility for his actions and the victim must agree to participate before the case will be referred to peacemaking.

Cases selected for peacemaking are adjourned and the peacemaker coordinator assigns a peacemaker seen as fair to all sides. Peacemaking is done through a circle process involving the victim and offender, family members of each, and helpers or resource personnel (e.g. alcohol addiction counsellors). Elders are also included in each circle to ensure that peacemaking is conducted properly. In the circle, each person speaks without interruption. Each round in the process has a purpose. This process can last from two hours to two days.

The offender signs the agreement, which may require actions such as an apology, restitution, counselling, a session with an elder, and community service.

When the matter returns to court, the prosecutor evaluates the agreement and the offender's progress toward it. If the prosecutor deems the measures determined in the agreement are sufficient, the charges pending against the offender may be dropped. If the charges remain, the peacemaking agreement is considered by the court as a part of the sentencing process. If an offender does not complete the agreement, the case returns to the court.

The purpose of the Tsuu T'ina peacemaking court is to bring healing and restoration to the community. It is being watched by other communities interested in replicating the model. While the Tsuu T'ina court seems to be unique with its focus on peacemaking, other courts have been developed for aboriginal people. The Saskatchewan Cree Court, established in 2001, is a Cree-speaking Provincial court. The judge investigates the background of particular crimes and attempts to divert offenders from jail through restorative justice programmes. In Toronto, the Gladue Court meets each week to assess the background of offenders and make recommendations for sentencing and alternatives such as mandatory counselling.

Red Hook Community Justice Centre, Brooklyn, New York, United States of America

The Red Hook Community Justice Center (RHJC) in Brooklyn, New York, first started offering services in 2000. The Red Hook Community Justice Center is a collaboration between the U.S. Department of Justice and the, the City of New York, and the Unified Court System to integrate family, housing and criminal courts with drug treatments and other social services. The Red Hook Community Court was built on the successful model that was developed in the Midtown Community Court in Manhattan, New York.

The RHJC incorporates services such as a Multi-Jurisdictional Court, which manages low-level criminal offense cases, drug arrests, family and civil court hearings which include landlord-tenant disputes and juvenile cases. Community Restitution is also offered in which offenders are put into community service sentences such as painting over graffiti, planting trees, maintaining local parks and working with local not for profit organizations. Help For Entire Community is also provided through social services, drug treatment services, domestic violence counseling, job training, mediation services and health care to community members impacted by crime, families of victims of crime, and defendants.

Aggressive approaches to neighborhood challenges, including the Red Hook Public Safety Corps that puts residents to work reaching out to victims of crime, building conflict resolution skills in young people and working in the community to provide services like broken window repair. The Red Hook Youth Court which uses young people as judges, jurors and attorneys to hear real low-level cases involving other youth.

The National Center for State Courts found that adult defendants who went through the RHJC had a 10% lower recidivism rate compared to traditional courts and the recidivism rate for juvenile offenders was decreased by 20%. The Red Hook Justice Center has reduced the number of defendants who were sentenced to jail by 35%. 78% of defendants were sentenced to participate in community service or social services drug treatments compared to only 22% who received those types of sentences through the traditional court system in Brooklyn.

Red Hook Justice Center is an international benchmark which has inspired projects around the world including in Canada, Israel, and Australia.

Community Safety Officer Program, Kwanlin Dün First Nation, British Columbia, Canada

The Government of Yukon announced the funding for the Community Safety Officer Program within the Kwanlin Dün First Nation as a pilot program that is part of the broader Community Safety Initiative.

Training for Community Safety Officers (CSO) was developed by the Kwanlin Dun Department of Justice with the Justice Institute of British Columbia. Graduates of the 5-week training program receive an Associate Certificate in Community Safety.

CSOs are responsible for responding to incidents, intervention where appropriate and acting as a contact for citizens and other agencies, such as the RCMP, Bylaw and Conservation officers. CSOs are also responsible for supporting investigations, providing services to citizens experiencing crisis and enforcement (Kwanlin Dün, 2016).

The CSO Program is part of a broader Community Safety Initiative that has three broad components:

1. The establishment of an inter-agency working group to support collaboration with each agency's security and safety work within the community and to strengthen inter-agency relationships. This group was established two years ago and includes agencies from the governments of Yukon, Canada, Whitehorse and Kwanlin Dün. The group meets regularly to discuss common concerns, practices and successes and includes RCMP, justice department representatives from KDFN, Yukon and Canada, CityCommu of Whitehorse Bylaw and non-governmental organizations.
2. Crime prevention through environmental design to examine and make physical changes to the community to support a culture of hope, empowerment and pride. Much has been done over the last two years with the support of citizens, staff and community partners. Actions include, a major community clean-up to remove tons of large debris, removal of bush-party sites, reduced speed limit, clearing of trails to improve site lines, improved lighting, regular Let's Keep Talking community meetings on safety and security, the establishment of a TIPS Line, and periodic roadside stop checks.
3. CSO Program was established to support the day-to-day safety and security of citizens. Announced on June 23, 2017, the officers are a professional, visible and proactive point-of-contact for citizens in need of safety and security support. The officers are responsible for developing and maintaining trust and positive relationships with citizens and community partners. They are the eyes and ears of the community on safety and security issues and will be a voice for Kwanlin Dün with external enforcement officers. They will act as referral agents and points of contact for citizens, external partners and stakeholders (Kwanlin Dün, 2016).

South African Police Service Act - Community Policing Forums, South Africa

In 1995, the South African Police Service Act set out Community Policing Forums to establish and strengthen the community and policing. The Community Policing Forums (CPF) are intended to improve public safety service delivery, promote cooperation between the communities and police, and promote problem solving, accountability, and transparency.

The CPFs are a consultative forum designed to make their policing concerns known to the police. The forums facilitate dialogue between communities, non-governmental organizations, business and other organizations to prevent local crime.

These forums are intended to achieve the following outcomes:



Promote accountability of the local police



Give advice on local policing priorities



Evaluate how police services are delivered



Increase cooperation of the community with local police



Establish a mechanism for monitoring the effectiveness and efficiency of police

CPFs have been shown to have improved the views of community police and the understanding and mission of those organizations. Studies have also shown that training for stakeholders, having a clear and articulated strategy for CPFs and government support are critical to sustaining these forums. The success and effectiveness of CPFs depends greatly on proper resources allocated to CPFs and functional relationships between the police and community⁴².

A similar approach or concept may be useful as an example for how stakeholders in the community can meaningfully engage in dialogue with police services providers in the future model. Creating open channels of communication and engagement is an important element of building trust in the community.

Alberta Law Enforcement Response Teams (ALERT) - Alberta, Canada

ALERT is a private non-profit organization that was established in 2006 by the Government of Alberta to combat organized and serious crimes (drugs, gangs, guns). It operates at arm's length from the Government of Alberta to provide integrated policing services to the province of Alberta.

ALERT is governed by a Board of Directors made of the Police Chiefs from Across Alberta. The Board of Directors is supported by a Civilian Advisory Committee with representatives from the Alberta Association of Police Governance, the Alberta Urban Municipalities Association and the Rural Municipalities of Alberta.

ALERT is made of over 400 municipal police and RCMP officers, who work together in teams to investigate major and organized crimes including gang violence, child exploitation, drug trafficking and more. The ALERT model leverages police agencies' expertise in intelligence, enforcement and support services to bring an integrated, collaborative model to life. This cooperative approach has proven to be extremely successful, especially in a criminal landscape that evolves and pushes beyond local and regional boundaries.

As the RCMP will not enter into a contract with private entities for policing, Alberta acts as the contracting party and pays ALERT's cost to the RCMP on its behalf. These costs are then paid back to Alberta from ALERT.

Funding for ALERT

Alberta provides ALERT with a minimum annual grant amount, subject to budget approval, as outlined in a funding agreement between Alberta and ALERT. The previous 2-year funding agreement was in place from

⁴²An evaluation of the effectiveness of Community Policing Forums in Makhwibidung village under Greater Tzaneen Municipality in Limpopo: http://uispace.ul.ac.za/bitstream/handle/10386/1813/malatjie_mm_2016.pdf?sequence=1&isAllowed=y

April 1, 2019 to March 31, 2021. The province pays the grant to ALERT on a quarterly basis. ALERT provides the province with quarterly reporting for review and approval as well as an annual business plan.

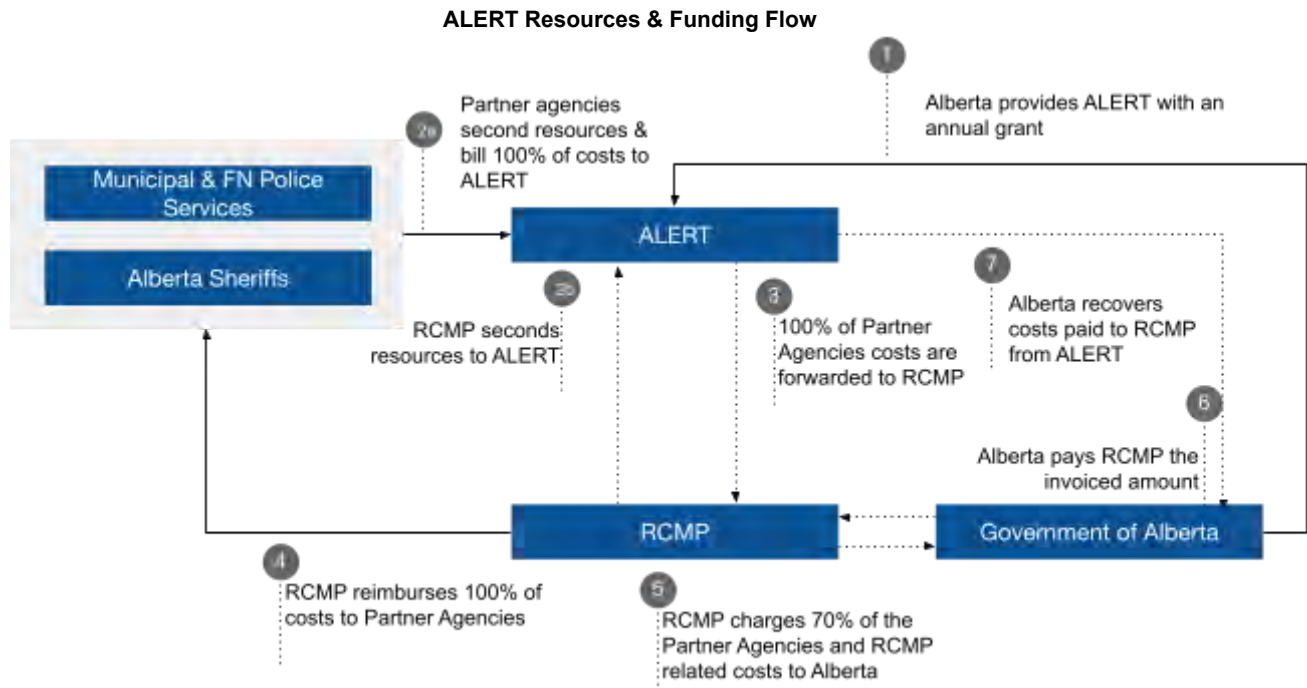
While ALERT receives most of its funding from a provincial grant provided by Alberta, it also receives funding from the following:

- Federal Funding - 30% of Category A ALERT costs are funded by the federal government.
- Guns & Gangs grant - federal funding, administered by Alberta, aimed at intelligence gathering, and preventing and combating gun and gang violence issues.
- Interest income - interest earned on ALERT fund balances.
- Guaranteed Investment Certificates - interest earned from fixed income investments.

Workflow of Resourcing and Funds

Below is an overview of how funds and resources flow between ALERT, the various Partner Agencies, the RCMP and Alberta:

1. Alberta provides ALERT with an annual grant. The current 2-year funding agreement is in place from April 1, 2019 to March 31, 2021. The province pays the grant to ALERT on a quarterly basis.
2. Resources are seconded from the Partner Agencies (municipal, First Nations police services, Sheriffs and RCMP). Partner Agencies with the exception of the RCMP bill 100% of these costs to ALERT.
3. 100% of Partner Agency costs are forwarded by ALERT to the RCMP for reimbursement.
4. RCMP reimburses 100% of these costs to Partner Agencies.
5. 70% of Partner Agency costs (including RCMP costs) are charged to Alberta.
6. Alberta pays the RCMP the invoiced amount.
7. The invoiced amount paid to the RCMP is recovered by Alberta from ALERT.
8. ALERT repays Alberta through the provincial grant and other aforementioned sources of funding that it receives.



Category B ALERT costs are paid directly by ALERT and are not federally subsidized. These costs may be funded from the annual fixed provincial grant or from other grants.

ALERT has been incredibly successful so far, with millions of dollars worth of drug seizures, dozens of arrests made in sex-trafficking, child exploitation and gang violence⁴³. Such a model can certainly provide inspiration for the future model of policing within HRM. The unique corporate structure and funding may provide a framework that could allow for similar units or collaborative approaches to be incorporated into the future model of policing in HRM

Integrated Homicide Investigation Team (IHIT) - British Columbia, Canada

The Integrated Homicide Investigation Team (IHIT) is the largest homicide unit in Canada, responsible for investigating homicides, suspicious deaths, and high-risk missing persons where foul play is suspected. IHIT serves 28 RCMP communities and 4 municipal police communities, covering the Lower Mainland District.

It is comprised of administrative support staff, a highly skilled analytical unit and six investigative teams, as well as individual support teams, including cold case team, investigational support unit, family/victim support liaison, major case management, and more. IHIT has 110 employees including 80 police officers from the RCMP, New Westminster, Port Moody, Abbotsford and West Vancouver Police departments. IHIT has led hundreds of homicide investigations within their jurisdiction and are taking a leadership role in coordinating a national approach to Gang and Organized Crime related homicides.

HRM has an integrated unit called Criminal Investigations Division (CID), which is responsible for Integrated Criminal Investigations operations, including a number of specialized investigative units made up of HRP and RCMP officers, as well as civilian employees. The HRP personnel within this unit report to the Deputy Chief of Operations, whereas their RCMP counterparts report to the Halifax District Chief Superintendent. CID consists of various divisions within, these include:

- **General Investigation Section**, which investigates residential and commercial break and enters, robberies/attempted robberies, stolen motor vehicles, arsons, serious assaults where patrol officers have not made an arrest during their initial response and financial crime.
- **Investigative Support Operations**, which provides the following support services to the division including crime analysis, criminal intelligence, cybercrime, forensic identification and polygraph examinations.
- **Special Investigation Section**, which investigates homicides, attempted homicides, serious assaults in which death may occur, unsolved major cases and sexual assaults.
- **Special Enforcement Section**, which focuses on drug trafficking, firearm offences, gang-related crime, human trafficking, information on preventing human trafficking, online luring and exploitation of children, missing persons, high-risk offenders, and people with outstanding warrants.
- **Special Victims Unit**, which focuses on information for victims of sexual assault and information on what happens when you report a sexual assault.

The unique corporate and governance structure of ALERT in Alberta provides distinct strengths in operations that are more difficult to achieve in a non-arm's length unit such as CID. ALERT's governance structure also incorporates a civilian oversight advisory that has representatives from the Alberta Association of Police Governance, the Alberta Urban Municipalities Association and the Rural Municipalities of Alberta, as well as representatives from the various policing agencies that staff the teams within ALERT. In contrast, IHIT is much more specialized in their offerings compared to CID.

Relevance for HRM

Taking a community wide, collaborative approach to providing services can help to reduce the cost and increase the service efficiency of the future policing model in HRM. There is an opportunity to integrate and build connections with communities, other agencies and service providers and even the people who are

⁴³ ALERT News Releases: <https://alert-ab.ca/news/>

calling for service as individuals. There is an opportunity to build a policing agency that has collaboration at the centre of how it delivers service.

Community policing and the involvement of organizations and agencies in responding to public safety and wellbeing in collaboration with police has long been the trend for law enforcement agencies. In communities where social cohesion is lacking, law enforcement personnel often find themselves operating reactively. Increasingly, communities in rural and Indigenous communities in HRM are facing mental health and substance abuse problems that are leading to more and more interactions between vulnerable people and police. This is relevant for HRM because, according to *Defunding the Police: Defining the Way Forward for HRM* (2022), from 2014 to 2019, the number of RCMP Involuntary Psychiatric Treatment Act occurrences has increased by almost 70% in Nova Scotia - from 3,339 to 5,674 calls. The count of RCMP wellbeing check occurrences has also increased by 80% between 2016 and 2020.⁴⁴

Fortunately, HRM has the advantage of learning lessons and applying methods that have been successful in other jurisdictions. Using a community based, collaborative approach has been proven successful in meeting the needs and complex challenges that are faced by law enforcement around the world. There are recurring themes and methods for delivering service that show the range of benefits in providing a multi-faceted and collaborative response to public safety and wellbeing needs.

In Canada the benefits of collaborative approaches to policing are becoming more well known and studied. One example of this is in 2014, a preliminary assessment⁴⁵ of the impact of the collaborative model in Prince Albert Saskatchewan was released. Below is a summary of the key findings from that work:

- The collaborative model broke down long-standing institutional silos. Human service agencies are able to share limited but necessary information, and frontline professionals are more often collaborating around the needs of their shared clients.
- Clients have, for the most part, responding positively to collaborative interventions that are based upon voluntary offerings of support.
- Clients of collaborative agencies are not only gaining quicker access to services before harm even occurs, but they are gaining access to services that they were never able to reach (or successfully engage) before their situation was brought to the Hub.
- Risk in most collaborative model discussions is being lowered from acutely-elevated to a more manageable level of risk. This lowers the severity and probability of harm to a significant interest of the individual, the family and the community.

Other studies globally provide additional evidence of the effectiveness of collaborative approaches implemented around the world.

- An examination of the views of consumers and mental health staff on joint crisis plans highlighted the importance of shared decision making to enhance recovery.⁴⁶
- A study of the Saskatchewan Hub Model shows that collaboration comes with both inherent challenges and benefits; that addressing underlying risk factors help reduce the probability of imminent harm and that intervention is a useful tool for risk reduction.⁴⁷

⁴⁴ Defunding the Police, Defining the Way Forward for HRM

<https://www.halifax.ca/sites/default/files/documents/city-hall/boards-committees-commissions/220117bopc1021.pdf>

⁴⁵ Nilson, C. (2014). *Risk-Driven Collaborative Intervention: A Preliminary Impact Assessment of Community Mobilization Prince Albert's Hub Model*. Saskatoon, SK: Centre for Forensic Behavioural Science and Justice Studies – University of Saskatchewan

⁴⁶ Henderson C, Flood C, Leese M, Thornicroft G, Sutherby, K & Szmukler, G. 2009. 'Views of service users and providers on joint crisis plans: A single blind randomised controlled trial'. *Social Psychiatry and Psychiatric Epidemiology*, vol. 44, no. 5, pp. 369–376.

⁴⁷ Nilson, C. (2014b). Common Practices in Collaborative Risk-Driven Intervention: Preliminary Findings from a Forthcoming R

- Sanctions without supports have been shown to increase recidivism rates by as much as 40%. On the other hand, when applied judiciously and effectively to the most prolific and high risk offenders, carefully targeted case management plans can have a profound and lasting effect.⁴⁸
- A study undertaken in New Zealand, found strong support for alternatives to hospital admission, for clients receiving service to play a role in decision making, and to receive support quickly from professional staff.⁴⁹
- In the US a set of recommendations were developed for improving emergency psychiatric care. This included improving the initial in–community contact with crisis staff, police and other emergency personnel and a range of alternatives to hospital admission including through better triage and mobile crisis intervention teams. Additionally the importance of a more humanistic initial contact by police and other emergency personnel, where the potential for restraint or violence is mitigated, is deemed central to recovery.⁵⁰
- In relation to avoidance of unnecessary hospitalisations, findings from a study in Italy and the United Kingdom showed significantly higher satisfaction scores for the system providing a range of alternatives compared to the one that relied on admission to a hospital. Importantly there was also more compulsory sectioning under the relevant Mental Health Act in the catchment that relied solely on hospital–based services for emergency psychiatric care. The study examines the importance of consumer satisfaction in preventing consumers from disengaging from their treatment and support networks. Disengaged consumers are potentially at greater risk of re–presenting to emergency services through compulsory admission or sectioning under legislation.⁵¹

HRM has several foundational pieces that can be used to build collaborative models of service delivery in the future model of policing. The Public Safety Strategy provides a clear vision and shared outcomes and metrics that set the direction for collaborative approaches and shared responsibility for public safety. The Nova Scotia Restorative Justice Program is a collaborative approach to reduce harm and provide outcome focused justice services in Nova Scotia. The RCMP in HRM is actively seeking to develop a collaborative unit into their operations based on the HELP model developed by the Edmonton Police Service. The Mental Health Mobile Crisis Team provides a collaborative response to mental health crisis between police and mental health clinicians. HRM is well positioned, with an established collaborative strategy and several effective working examples of collaborative approaches to public safety already in place.

There is an opportunity to build on the existing components and pieces of the public safety ecosystem within HRM. HRM can apply lessons learned in effective collaborative, evidence based approaches to establish partnerships, effective governance and funding models and service delivery approaches to more effectively drive outcomes with the HRM.

⁴⁸ Rector, B.(2013). Presentations on Serious Violent Offender Response. Available from Saskatchewan Ministry of Justice: Corrections and Policing

⁴⁹ Agar–Jacomb, K & Read, J 2009.'Mental health crisis services: What do service users need when in crisis?' Journal of Mental Health, vol. 18, no. 2, pp 99–110.

⁵⁰ Allen M, Carpenter D, Sheets J, Steven, M & Ross, R. 2003. What do consumers say they want and need during a psychiatric emergency?' Journal of Psychiatric Practice, vol. 9, no. 1, pp. 39–58.

⁵¹ Ruggeri M, Salvi G, Perwanger V, Phelan M, Pellegrini, N & Parabiaghi, A 2006. 'Satisfaction with community and hospital–based emergency services amongst severely mentally ill service users: a comparison study in South–Verona and South– London'. Social Psychiatry and Psychiatric Epidemiology, vol. 41, no. 4, pp. 302– 09.

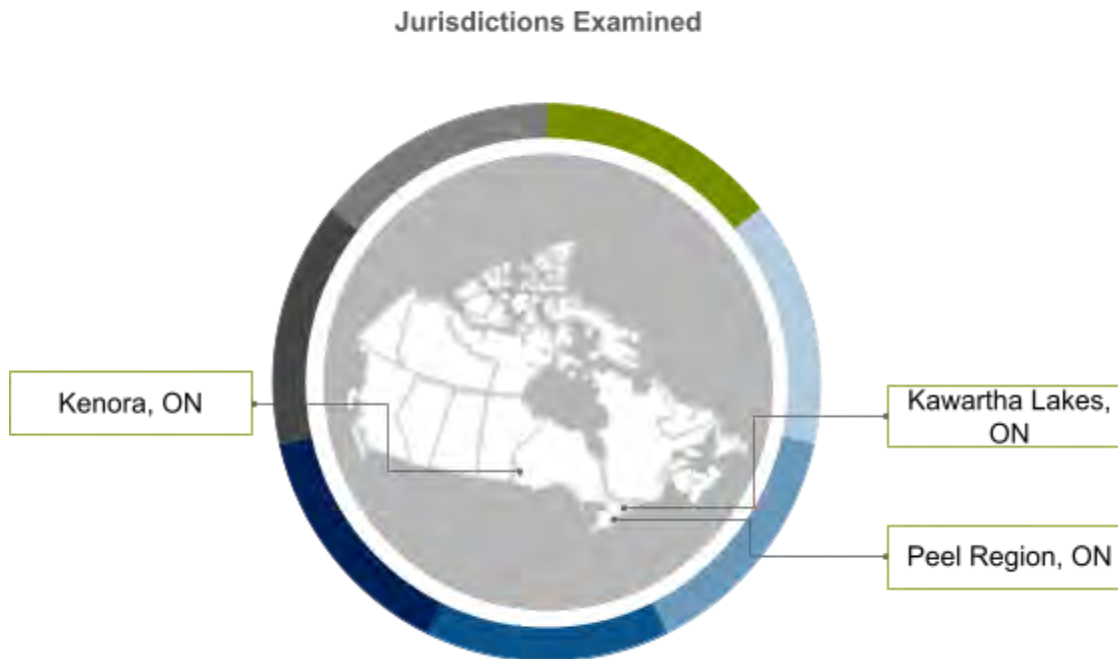
A photograph of two mountain bikers riding on a dirt trail. The biker in the foreground is wearing a red shirt and a purple backpack. The biker in the background is wearing a white shirt. The trail is surrounded by greenery and a large pine tree on the right. In the distance, there is a blue lake and a range of mountains under a clear blue sky. A white banner with blue text is overlaid on the middle of the image.

Dual Policing Models



6. Dual Policing Models

While HRM is the most prominent example of a dual policing model, a scan of police service delivery across Canada points to several other examples. These are both current and historical, where more than one police service is responsible for policing in a single municipality. Looking at the trends, often these models appear where municipal amalgamation has occurred. However, dual policing models are still scarce, especially from



a global perspective and far from the norm. Dual policing models come with their own set of challenges in terms of effective collaboration, efficiency, accountability, costs and responsibilities.

Peel Region Dual Policing Model - Ontario, Canada

In 1974, the provincial government established Peel Region, which transformed the former Peel County, which had previously consisted of ten municipalities, into a region of three municipalities, Brampton, Mississauga, and Caledon. Mississauga and Brampton are where most of the Peel Region population resides, while the town of Caledon, despite being the largest in area, is rural and more sparsely populated in comparison. Peel region has a population of 1.47 million (as of 2020), with a geographic area 1,247 km².

Where there were previously five local police services, they were disbanded to establish the new Peel Regional Police (PRP), which was created in tandem with the creation of the Regional Municipality of Peel. The PRP became responsible for policing across the urban centres of the new region, with the provincial policing model whereby the province is responsible for policing of provincial highways. However, the Ontario Provincial Police (OPP) remained responsible for the provision of service along the highways. At the time, Caledon was a small community and largely rural, with vast areas of farmland within and around the town. The Caledon council decided to continue their policing with the OPP, which avoided a scenario where PRP would be responsible for service delivery along the sideroads and the OPP would be responsible for the highway that runs through the town.

The Peel Regional Police Services Board (PRPSB) has oversight for the PRP as well as a relationship with the Caledon detachment of the OPP. In this way, the PRPSB fulfills both the responsibilities of a municipal police services board under the Police Services Act, as well as the role of a board where a contract with the OPP is in place.

Peel Regional Police Services Board	
Key Responsibilities of an OPP Board (<i>Caledon Detachment</i>)	Key Responsibilities of a Municipal Board (<i>Peel Regional Police</i>)
<ul style="list-style-type: none"> ● Establish, after consultation with the detachment commander, any local policies with respect to police services; <ul style="list-style-type: none"> ○ Note: the board cannot establish provincial policies of the OPP with respect to police services. 	<p>A board is responsible for the provision of adequate and effective police services in the municipality.</p>
<ul style="list-style-type: none"> ● Participate in the selection of the detachment commander of the detachment assigned to the municipality; 	<ul style="list-style-type: none"> ● Appoint the members of the municipal police force; ● Recruit and appoint the chief of police and any deputy chief of police, and annually determine their remuneration and working conditions, taking their submissions into account;
<ul style="list-style-type: none"> ● Generally determine objectives and priorities for police services, after consultation with the detachment commander; 	<ul style="list-style-type: none"> ● Generally determine, after consultation with the chief of police, objectives and priorities with respect to police services in the municipality; ● Establish policies for the effective management of the police force;
<ul style="list-style-type: none"> ● Monitor the performance of the detachment commander; ● Receive regular reports from the detachment commander regarding decisions relating to secondary activities; ● Review the detachment commander's administration of the complaints system and receive regular reports from the detachment commander on their administration of the complaints system 	<ul style="list-style-type: none"> ● Direct the chief of police and monitor his or her performance; ● Establish policies respecting the disclosure by chiefs of police of personal information about individuals; ● Receive regular reports from the chief of police on disclosures and decisions made under section 49 (secondary activities); ● Establish guidelines with respect to the indemnification of members of the police force for legal costs under section 50; ● Establish guidelines for dealing with complaints under the specified section of the Police Services Act; ● Review the chief of police's administration of the complaints system and receive regular reports from the chief of police on his or her administration of the complaints system.

<ul style="list-style-type: none"> • Policing costs to individual communities are determined through the OPP Billing Model⁵² and the overall funding envelope for the OPP is managed through the Ministry of the Solicitor General and Treasury Board Secretariat. 	<ul style="list-style-type: none"> • A municipal board is responsible for submitting operating and capital estimates to the municipal council that will show the amounts that will be required to maintain the police service and provide it with equipment and facilities; and, to pay the expenses of the board's operation other than the remuneration of board members.
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Although the policing model in Peel Region originated following a municipal amalgamation, investments in recent years, including a new OPP detachment facility in Caledon in 2013, indicate ongoing commitment to the model.

With respect to funding, the table above highlights this but it is a central element that merits reiterating, in that the PRPSB is responsible for setting the budget estimate for PRP, which it then submits to municipal council for approval; however, it does not maintain a funding relationship with the OPP for the delivery of policing services.

From a policy governance perspective, the function of the PRPSB in relation to policies for the OPP, if any, would be limited to local priorities and could not extend into matters governing OPP strategic policy broadly. The board's policy-setting responsibilities for the PRP are extensive, as per the statutory framework and as such, the board maintains a range of committees, including the Human Resources Committee, the Governance and Policy Committee and the Finance, Audit and Risk Committee. that support it in fulfilling a range of its responsibilities.

The scope of the Human Resources Committee includes:

- Reviewing Peel Regional Police programs for, and performance of, employee hiring, training, retention and promotions. This also includes particular attention paid to ensuring the police service reflects the community it serves.
- Approving and reviewing all policies and reports related to diversity and inclusion, and make any recommendations to the Board for consideration and approval.
- Reviewing and determining performance goals, remuneration and working conditions of the Chief and the Executive Director, as approved by the Board.
- Reviewing the Chief's processes and plans for the executive development and succession of the Chief, Deputies, Superintendents and Inspectors, and support the Board in carrying out this task.

The Governance and Policy Committee assists the Board in fulfilling its obligations by providing a focus on governance that is intended to enhance the Board's performance⁵³. Some of their responsibilities include:

- Establishing a regular review process for evaluating the effectiveness of the PRPSB, the board chair, committees and individual members.
- Coordinating annual PRPSB planning to discuss and review Board oversight issues such as strategic direction, succession planning, risk management, financial sustainability, and leadership.
- Addressing Code of Conduct issues as delegated to the Committee by the Board.

The Finance, Audit and Risk Committee supports the PRPSB in the areas of financial planning, budget preparation and monitoring, auditing, quality assurance and risk management. Its scope includes:

- Reviewing regular budget and audit reporting, work with the Region of Peel in advance of external audit reports, and reviews and maintains a risk register to monitor and mitigate against risks to the PRPSB and PRP.

⁵²New OPP Billing Model (2014) <https://news.ontario.ca/en/backgrounder/30152/new-opp-billing-model>

⁵³ Police Services Board, Peel Regional Police: https://www.peelpoliceboard.ca/en/who-we-are/board-committees.aspx?_mid_=16101

- Reviewing matters that may have a significant impact on current and future budgets.

However, aside from specific one-off joint forces operations where various police services have contributed⁵⁴, there are no obvious formalized points of integration between the PRP and OPP. It does not appear that the PRP and OPP collaborate in terms of analytics, permanent joint forces units, information sharing or strategic initiatives. According to publicly available information, it appears that they are two police services that operate in the same regional municipality, but are completely independent of each other as a general rule in terms of operations. The geography within the Regional Municipality further reinforces the distinction between the two services. The OPP and PRP are two distinct and separate police services with minimal integration aside from the PRPSB.

Kenora - Ontario, Canada (Historical)

In 2001, the former Town of Kenora and townships of Keewatin and Jaffray Melick amalgamated into the City of Kenora. Prior to the municipal amalgamation, the Kenora Police Service (KPS) was responsible for police service delivery within the Town of Kenora, while the OPP provided policing to the surrounding townships. An initial study of policing services was undertaken at the time as part of the transitioning of services for the new municipality. Due to the complexities of amalgamation and the range of other issues that needed to be addressed, the policing services study was not completed. It was decided that in the interim, the two police services would police their respective jurisdictions, and the City of Kenora should make the determination on police service delivery once the municipal council was established.

In Ontario, if a community is interested in pursuing a contract for the delivery of policing by the OPP, city council must formally request a costing from the OPP. In 2007, the City of Kenora did just that and requested that the OPP provide the community with a costing for what it would look like for the OPP to be the sole police service in the city.

Ultimately, the City of Kenora voted 4-3 to make the switch to the OPP and to pursue disbandment of the KPS. While overall costs were a central driving factor in the decision, it is of interest to note that the relationship between the OPP and the neighbouring Treaty Three Police Service, was highlighted in relation to the importance of the relationship with the surrounding Indigenous communities. In addition, the OPP, as part of the process of taking on former KPS officers through the disbandment process, committed to not relocating the former KPS officers from the community for a minimum of three years.

Kawartha Lakes - Ontario, Canada

The City of Kawartha Lakes in Ontario receives policing from both the Kawartha Lakes Police Service as well as the Kawartha Lakes Detachment of the OPP.

The City was created in 2001, during a period of municipal amalgamations across Ontario. Although local residents were generally opposed, the provincial government enacted legislation to move forward with amalgamation, whereby the former Victoria County and its constituent municipalities were amalgamated into one entity named the City of Kawartha Lakes.

Two years later in 2003, a community-led vote passed by a narrow margin of 51% for and 49% against to proceed with de-amalgamation; however, there have not been any steps taken to initiate action by provincial or municipal government.

⁵⁴ Joint Forces Operation PRP: <https://www.peelpolice.ca/modules/news/index.aspx?newsId=c523b50a-426b-4899-bbfa-e3ef586aa462#>

Since municipal amalgamation, the City of Kawartha Lakes has spent considerable time assessing how to proceed with the delivery of policing services in the community, including council motions on numerous occasions and the establishment of a policing task force to deliver recommendations to city council. While a number of options have been considered, ranging from status quo or adjustments to it, moving to a single service delivery agent, whether it be the OPP, the local municipal police service, or potentially amalgamating with another local service, among other iterations of these options, ultimately, council has thus far chosen to maintain the dual model.⁵⁵

As per the Police Services Act⁵⁶ in Ontario, Kawartha Lakes Police Service is governed by a board providing civilian oversight. Board responsibilities include, but are not limited to, being one of the entities responsible for the provision of adequate and effective policing, appointment of police officers, the establishment of objectives and priorities for the police service, the establishment of policies for effective management of the police service, and the hiring and evaluation of the police chief and deputy chiefs.⁵⁷ While the nature of board member appointments in the province means that individual board members may changeover as frequently as every two years, the board is made up of a multidisciplinary team, including individuals with healthcare, education, policing and government backgrounds.⁵⁸

Ottawa - Ontario, Canada

Ottawa, being the capital city in Canada, is unique in the policing model in place to provide services to residents of the City but also to our Federal Government. Ottawa's policing model includes three entities: Ottawa Police Service, RCMP, and the Parliamentary Protective Service (PPS).

The RCMP's role in the policing landscape in Ottawa is complex. Their National Division is based in Ottawa, as the National Capital Region (NCR), although it does not have a defined geographic jurisdiction. The RCMP is generally not involved in municipal policing in the city although they play a liaison function to support the safety of local community members, are responsible for security of designated locations in the NCR and lead traffic enforcement on federal routes.

The PPS is unique to Ottawa because it's the single security force protecting the Parliament of Canada and is a separate and distinct organization from the RCMP and the Government of Canada. This service came into being through the amalgamation of the Senate Protective Service and the House of Commons Protective Service in 2015. The law dictates that the Director of the Service must be a member of the RCMP and they have control and management of the daily operations of the Service.

The governance structure of the PPS has multiple stakeholders and groups involved. The Director of the Parliamentary Protective Service reports directly to the Speakers of the Senate and of the House of Commons, who act as custodians of the powers, rights, privileges, and immunities of their respective chambers and members. The Director also reports to the Commissioner of the Royal Canadian Mounted Police on operational matters.

However, the general policy direction is given by the Speaker of the Senate and Speaker of the House of Commons. There is an arrangement between the two Speakers and the Minister of Public Safety and Emergency Preparedness to have the RCMP lead the physical security operations of the Service.⁵⁹

Coincidentally, the Ottawa Police Service was also established through the amalgamation of several police services in 1995. Initially known as the Ottawa-Carleton Regional Police Service, the amalgamated service included the service areas of the former Ottawa Police Service, the Gloucester Police Service and the Nepean Police Service, while expanding into the areas of Ottawa-Carleton previously policed by the following detachments of the OPP: Cumberland, Kanata, Manotick, Rockcliffe Park, and West Carleton.

⁵⁵ Kawartha Lakes Core Services Review - Kawartha Lakes Police Service & OPP, 2016

<https://www.kawarthalakes.ca/en/municipal-services/resources/Major-Projects/CSR---Policing-Services-May-31-2016.pdf>

⁵⁶ Police Services Act: <https://www.ontario.ca/laws/statute/90p15>

⁵⁷ Kawartha Lakes Police Services Board <https://kawarthalakespolice.com/police-services-board/>

⁵⁸ Kawartha Lakes Police Services Board Members <https://kawarthalakespolice.com/police-services-board/members/>

⁵⁹ Parliamentary Protective Services <https://pps.parl.ca/the-service/>

According to a report on the matter at the time, there were two main reasons for the amalgamation⁶⁰: “[F]irst, it may be a more economical avenue for providing a police service, and secondly, a more efficient and effective police service may be possible at the same costs, if not for less.” More than two decades later, regionalization has gained momentum throughout the country since, i.e., in British Columbia, New Brunswick and others, suggests that regional policing may be a viable efficient and economical alternative to the individual community by community policing model.⁶¹

Relevance for HRM

Halifax’s unique police model was derived out of the amalgamation of several municipalities with the County of Halifax in 1996. HRM has had policing reviews previously to address collaboration among the two policing services in areas such as policy, operation and integration. The three policing reviews between 2001 and 2018 have resulted in incremental reforms to some enabling functions and operational units, such as, consolidated records management systems, communication centres (including dispatch and radio systems) and integrated investigative units. However, there are still challenges relating to governance and operational gaps between the two agencies.

An examination of other jurisdictions in Canada can highlight the significant differences in legislation and roles within other dual policing models. The roles and authority of the Board of Police Commissioners in HRM is significantly different from similar bodies in Ontario. The authority granted in the Police Act legislation in Ontario provides a stronger role for police boards to strengthen the governance in a dual policing model.

With both agencies operating under different federal and provincial legislation, there are unique challenges pertaining to governance, accountability and resourcing that are driven from the dual policing model in place. Ontario has strengthened the accountability to local communities with legislation to support the role of municipalities in governance as dictated by the Police Services Act. This means that policy change, strategic direction and other initiatives can be guided by the province and municipalities. In contrast, the BoPC provides civilian governance and oversight for the Halifax Regional Police on behalf of Regional Council Police and as an Advisory Board to the Royal Canadian Mounted Police Halifax District.

While the BoPC can advise the RCMP, it does not have the same legislated authority and rights as provided to similar bodies in Ontario. The RCMP can select to adopt and adapt recommendations from the BoPC in HRM but are under no legal obligations to do so.

In the Canadian context, there are some examples of current and historical dual models, particularly in Ontario, that provide insight into their origins and how governance structures and legislation support dual policing models in that province. The future governance structure in HRM may be informed by how other dual policing models function and the types of roles and responsibilities for governance bodies within dual policing models in a Canadian context.

⁶⁰ Ottawa-Carleton Regional Ottawa Police. Regionalization of Police Services in Ottawa-Carleton. (Ottawa, ON: Ottawa Police, 1992).

⁶¹ Amalgamation of Police Services, 2015 <https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/mlqmtn-plc-srvcs/report-en.pdf>



Multi-disciplinary Service Approaches

7. Integrated or Multi-disciplinary Approaches to Service Delivery

Multi-disciplinary approaches are increasingly becoming a core part of how services are provided both within policing services and across the broader ecosystem of public safety. In some cases, multi-disciplinary teams are being developed to provide services to the public within policing or public safety organizations. While in other jurisdictions, partnerships between police and other service providers such as healthcare or social support services are being utilized to structure how services are provided.

The common theme for multi-disciplinary approaches is a desire to provide a response to public safety which utilizes the right resources, with the right training at the right time.

Multi-disciplinary and integrated approaches are becoming more prevalent across the sector and are reflective of changing community expectations in the role and overall scope of a police service delivery model. This involves the identification of functions that may not be most appropriately carried out by a police service based on a range of considerations, including the required skills, competencies and training, and community expectations on the role of police in the delivery of those functions. Such approaches involve taking certain responsibilities, and the associated funding, and placing them with those that are most appropriately equipped and trained to address these issues.

Various jurisdictions are creating strategic partnerships with medical and mental health organizations. Toronto Police Service (TPS) is a good example of a service with various partnerships within the community safety ecosystem. Some of these partnerships include the 911 Crisis Call Diversion Pilot: TPS Pilot with the Gerstein Crisis Centre, which diverts mental health calls to mental health professionals to de-escalate the situation. Another example is TPS's partnership with FOCUS Tables which address support for homeless individuals. The FOCUS model brings together the most appropriate community agencies at a weekly situation table model to provide a targeted, wrap-around, risk mitigation approach to help the most vulnerable and at-risk individuals and families that are at Acutely Elevated Risk (AER) due to crisis, harm, and/or victimization.

In many cases, multi-disciplinary approaches not only reduce the load on front line police response, but also result in cost savings and reengagement of individuals with follow-up care.

Jurisdictions Examined:



CAHOOTS - Crisis Assistance Helping Out On The Streets - Eugene, Oregon, USA

The Crisis Assistance Helping Out On The Street (CAHOOTS) program was established in Eugene, Oregon 33 years ago. It's a community-based public safety system that connects mental health first response to crisis situations involving mental illness, homelessness, and addiction. These first responders are made of two-person teams, consisting of a medic (a nurse, paramedic, or EMT) and a crisis worker who has substantial training and experience in the mental health field.

CAHOOTS calls come to Eugene's 911 system or the police non-emergency number. Dispatchers are trained to recognize non-violent situations with a behavioural health component, and route those calls to CAHOOTS. A team will respond, assess the situation and provide immediate stabilization in case of urgent medical need or psychological crisis, assessment, information, referral, advocacy and, when warranted, transportation to the next step in treatment.

In 2019, out of a total of roughly 24,000 CAHOOTS calls - making up around 20% of the overall call volume of the Eugene police department. Out of these, police backup was only requested 150 times. There are also considerable cost savings enabled by this program. CAHOOTS' budget is about \$2.1 million (USD) annually, whereas the combined annual budgets for the Eugene and Springfield police departments are \$90 million. The program saves the city of Eugene an estimated \$8.5 million in public safety spending and \$14 million on ambulance and emergency room treatment annually⁶².

Street Crisis Response Team - San Francisco, California, USA

San Francisco's Street Crisis Response Team mimics a similar methodology and approach to providing services as CAHOOTS. They also leverage the 911 dispatch line to connect vulnerable individuals experiencing homelessness, mental health issues or substance use. However, unlike CAHOOTS, the Street Crisis Response Team mobilizes three-person teams consisting of a paramedic, clinician and peer specialist. A community paramedic assesses for medical and mental health emergencies, a clinician attends to the client's mental health needs and a peer specialist with lived experience helps make the connection with clients to gain trust and move them to be open to care.

The added benefit of having a peer specialist is that they help break the barrier between the client and Crisis Response Team, since these individuals can often be distrusting of government organisations. Therefore, having someone they can relate to with lived experiences assists in de-escalating more effectively. SCRT diverted more than one-third of all 911 calls (38%) for "mentally disturbed persons" from law enforcement cumulatively during its first year of operation in 2020. Over a 7-month period in 2021, nearly a third (31%) of all people who interacted with SCRT were successfully reengaged with follow-up care such as being connected to a provider or treatment program. The program has grown rapidly, with 7 teams operating throughout the city 24/7 from 2020 to date.

HELP Unit - Human-centred Engagement and Liaison Partnership Unit - Edmonton, Alberta, Canada

HELP is a client-centred, multi-disciplinary approach with navigation being the critical aspect of the response to the client, who will be directly involved in their individual case and care plan. It takes a proactive and reactive approach to community safety, anchored in community-oriented policing. The proactive practices include casual conversations with community members while handing out snacks, building rapport with them to understand needs like helping with documentation to receive housing, medical care, etc. The reactive

⁶² CAHOOTS Media Guide 2020

<https://whitebirdclinic.org/wp-content/uploads/2020/06/CAHOOTS-Media-Guide-20200626.pdf>

priority is to reduce demand on front-line officers by having the unit focus on social disorder calls such as trouble with persons, trespassing, intoxicated in public, check on welfare, disturbances and panhandling.

The ultimate outcomes are reflected in the improvement achieved in each individual's life situation. It works in partnership with 15 organizations such as Boyle Street Community Services, Boyle McCauley Health Centre, Native Counselling Services of Alberta, George Spady Society, to off-ramp people to independence and sustain positive outcomes.

In 2021, HELP, Edmonton Police Service (EPS) units and Not-for-profit external partners with shared clients, goals, and outcomes, moved into an integrated site. This co-location allows agencies to be better aligned in the support provided to the community members. It develops better plans for clients since there's direct collaboration that creates efficiencies and avoids duplication of support.

Over a six-month period in 2021, HELP documented 572 requests. HELP members responded on-scene for 277 calls, and they provided phone support for 268 calls. Persons referred to HELP generated 3294 police-reported occurrences and 1533 disorder indicator violations during the 9 months prior to referral. Navigators identified that community members most often required mental health, housing, and substance-abuse related services

Relevance for HRM

Integrated or multi-disciplinary approaches are at the centre of a number of recent studies of policing and public safety in Halifax Regional Municipality. A number of these reports highlight opportunities to rethink service delivery to fully de-task police of some services from police agencies in the region. HRM currently has the Mental Health Mobile Crisis Team (MHMCT), which has been in service since 2007 and uses mental health clinicians and HRP officers to respond to mental health calls. Currently, there are two units operating under this program, from 1pm - 1am and while this has resulted in positive impact, there is an opportunity to expand the number of units with these capabilities and/or its duration based on demand analysis of when mental health calls are most likely to occur.

Multi-disciplinary approaches primarily focus on functions pertaining to social disorder and interactions with individuals battling homelessness, mental health issues and substance abuse. A Halifax Regional Council Report released in May 2022 highlights the current housing and homelessness crisis in Halifax, noting there are "542 unhoused people in the city as of April 19 and only around 200 shelter beds available"⁶³, meaning there are shelter beds for not even one-third of the individuals that need shelter, with a vacancy rate of 1%. The Halifax Regional Council reports puts forward rules around where homeless individuals can camp, some of which are somewhat ambiguous - creating fear around over policing the homeless population, during the implementation of these rules.

Defunding the Police: Defining the Way Forward for HRM Report recommends "that the city consider options to either partially or fully detask:

1. responding to incidents involving unhoused persons;
2. responding to incidents involving young persons;
3. responding to incidents of gender-based and intimate-partner violence;
4. responding to overdoses; and
5. responding to noise complaints."⁶⁴

"Police are very invested in monitoring homeless individuals in our communities. We need a team of individuals who are trained and paid to be able to navigate how to properly provide care, safety and resources (food, water, healthcare, sleep) to all of our neighbours." - Community member's comment, retrieved

⁶³ Halifax Regional Council Report May 3rd, 2022 <https://cdn.halifax.ca/sites/default/files/documents/city-hall/regional-council/220503rc1519.pdf>

⁶⁴ Defunding the Police: Defining the Way Forward for HRM <https://www.halifax.ca/sites/default/files/documents/city-hall/boards-committees-commissions/220117bopc1021.pdf>

According to Jonny Morris of CMHA-BC, “We see in data that there are general factors that show a driver that increases the likelihood of an encounter with police: being male; being racialized; being a Black, Indigenous or person of colour; living with bipolar disorder or manic symptoms, schizophrenia; homelessness; and unemployment. Systemic factors are driving some of these rates of police contact.”⁶⁵ Much of the content in the Defund report highlights that there is a growing appetite for multi-disciplinary approaches within HRM and this sentiment is becoming more and more apparent through the community members’ voices contributing to the report.

The HRM Public Safety Strategy 2018-2022 states:

‘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.’ Halifax Public Safety Strategy 2018-2022, page 5

There is an alignment between the broader public safety strategy within Halifax, globally trends and effective practices in community safety. Multi-sectoral and multi-disciplinary approaches are increasingly becoming a focus for governments, police services and other agencies in addressing public safety globally.

⁶⁵ British Columbia, Legislative Assembly, Standing Committee on Reforming the Police Act, Draft Report of Proceedings, 42-1 (23 February 2021) at 9:40 (Jonny Morris)

Conclusion



8. Conclusion

By learning from and incorporating innovative practices from around the world, HRM's future policing model can leap into the next generation of policing with a responsive, community oriented, holistic model of public safety. The recommended future policing model in HRM should align with the broader strategy for holistic community safety in the Region and incorporate successful and innovative practices that are tailored to meet the unique needs of the diverse people and communities within HRM.

HRM is already on the path to defining a holistic approach to community safety and wellbeing. The Halifax Public Safety Strategy 2018-2022 documents a broad and collaborative strategy for addressing root causes of crime and social disorder and reducing risk factors related to criminality and victimization. The future policing model must align with and support the public safety priorities, objectives and actions being taken by HRM to build a holistic, collaborative model of community safety and wellbeing.

Collaboration and community-centric safety models are consistent characteristics of modern public safety models and policing structures. Leveraging partnerships with civilians, mental health organizations and Indigenous communities has demonstrated meaningful progress in repairing relationships between police and the community while also resulting in cost savings and supporting the redistribution of service load across the police and other community agencies.

These approaches are being examined by HRM today and are aligned with the broader discussions on public safety that are occurring between HRM Council, the police services, other public safety and wellbeing related organizations and the many diverse communities within HRM. This is documented in many of the previous reports and studies that have been completed on policing and public safety in HRM.

The trend toward, and success of, integrated holistic approaches to community safety is clear and should be a key consideration for HRM as it continues to define the future of public safety.

Halifax Regional Municipality Police Model Review

Phase 2 Report: Current State Assessment

August 26, 2022

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Executive Summary

1. Executive Summary

1.a Overview of Policing Environment in HRM

The Halifax Regional Municipality (HRM) is a unique policing environment, operating under a dual policing model with both municipal and RCMP police forces. This dual model has been in place since 1996, when Halifax and the surrounding two cities, one town, and one county were amalgamated to create the Halifax Regional Municipality. The municipal police services of Halifax, Dartmouth and Bedford were amalgamated to form the Halifax Regional Police (HRP), which services these largely urban areas. The former County of Halifax, which was primarily rural with some suburban areas, is policed by the Halifax District Royal Canadian Mounted Police (RCMP) as part of the province of Nova Scotia's Provincial Police Service Agreement (PPSA).

Though both organizations operate under their own governance structures, the Halifax Board of Police Commissioners (BoPC) provides civilian governance to the Halifax District RCMP and the HRP on behalf of the Halifax Regional Council.

The Halifax District RCMP is structured around four key areas of policing, which includes the integrated Criminal Investigations Division (CID), East Operations, West Operations, and Management & Admin Services. The HRP is structured around 6 key divisions, which include the CID, Chief's Office, Administration, Support, Patrol, and Integrated Emergency Services (IES).

The two organizations primarily collaborate through the CID, Courts and Records, and Traffic Support Services, where both the HRP and the Halifax District RCMP serve the entire municipality. While the patrol units from either organization primarily work in separate geographic areas, Watch Commanders share mutual situational awareness and deploy backup officers, where requested, regardless of the jurisdictional boundaries. Both organizations work on a shared computer aided dispatch (CAD) system and common radio channels.

From July 2020-2021, the overall HRM population grew 2.1% while calls for service within HRM decreased 4.3%. The decrease in calls for service over this time can likely be attributed to impact from COVID-19. However, more serious crime, categorized as Priority 1, saw an overall increase across the top five Priority 1 type calls in HRP and Halifax District RCMP jurisdictions. Time-series analysis, based on historical incident counts, suggests this increase can be expected to continue in the near future.

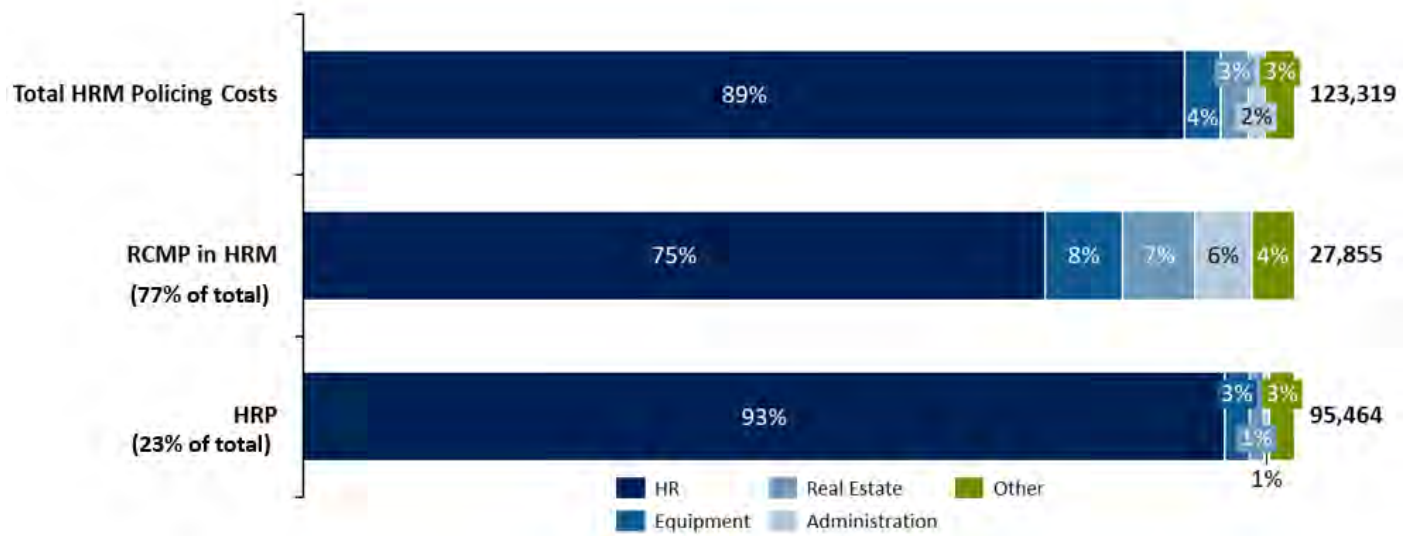
1.b Financial Overview

The Halifax District RCMP are contracted by the Government of Nova Scotia under the PPSA and therefore the municipality is included in the 70/30 cost sharing agreement between the Province and the Government of Canada, where the Province pays 70% of billable expenditures with the remaining 30% paid by Public Safety Canada. HRP operates as a business unit of Halifax Regional Municipality and is also subject to any cost-sharing/cost-pooling arrangements within the municipality.

Individual line items in the HRP and Halifax District RCMP financials were grouped into key categories (HR, Equipment, Real Estate, Administration and Other) and subcategories (e.g. salaries, overtime, benefits) to highlight major cost drivers. When reviewing the costs, it is important to note structural differences and other nuances between the two organizations. With respect to the HRP, fuel, vehicle expenses, some building expenses, and some non-policing roles fall under the purview of other HRM business units and are therefore not included in the HRP budget. With respect to the Halifax District RCMP, HRM is not billed for the Police Reporting and Occurrence System (PROS), the Operational Communications Centre (OCC), or centralized services. Additionally, the Halifax District RCMP's new collective bargaining agreement went into effect in April 2022 and was therefore not applicable to the years studied. The Halifax District RCMP also receive dispatching and CAD/records management systems (RMS) services from HRM.

The total cost of policing in HRM in FY 2020-21 was \$123.3M. HRP costs accounted for 77% (\$95.5M) of total cost and the Halifax District RCMP accounted for 23% (\$27.9M). HR (human resources) costs, including salary, benefits, and overtime made up the largest portion of costs at 89% (\$109.6M), followed by Equipment at 4% (\$4.6M), Other costs, including contract services, travel, legal and professional services represented 3% (\$3.7M), Real Estate at 3% (\$3.4M), and Administration at 2% (\$2.1M). The single largest cost driver is salaries, accounting for 63% of total policing costs in HRM, followed by benefits (12%) and Overtime (4%).

Exhibit 1.1 Breakdown of FY 2020-21 Policing Costs by Category



A projection of costs from 2021-22 and 2022-23 was also developed using the HRP and Halifax District RCMP budgeted numbers. In these projections, total policing costs are expected to increase 5.4% to \$130.0M in 2021-22 and another 2.8% in 2022-23 to \$133.6M. The Halifax District RCMP's share of costs is expected to increase from 22.6% in 2020-21, to 23.5% in 2021-22 and 24.5% in 2022-23.

1.c Assessment of Current State

An evaluation framework has been developed to provide a framework for the comparative analysis and cost benefit analysis of the current and future models. This analysis will be conducted after the completion of the recommendations and design of the future model of policing for HRM. The evaluation framework is based on the following three pillars:


1. Alignment with the values and guiding principles defined through the Envisioning sessions and stakeholder engagement completed during the first phase of the study.
2. Efficiency and effectiveness of the model of policing in delivering services to the community and in realizing public safety outcomes in alignment with the Community Safety Strategy.
3. Financial and Cost Implications

The values which have been defined by key stakeholders through the Envisioning sessions include:

- Accountable and Transparent
- Representative, Diverse and inclusive
- Preventative and Proactive
- Collaborative and Integrated
- Community-Centric
- Solutions-Focused
- Engagement-Driven
- Procedurally Fair
- Efficient and Responsive
- Data and Evidence Driven

With regards to efficiency and effectiveness, the evaluation framework seeks to provide a structure with which to complete a comparative analysis of the different elements of the current and future model including:

- Structure and institutional elements
- Governance structure and oversight
- Oversight
- Innovation and integrations

- 
- Adaptability of the future model of policing

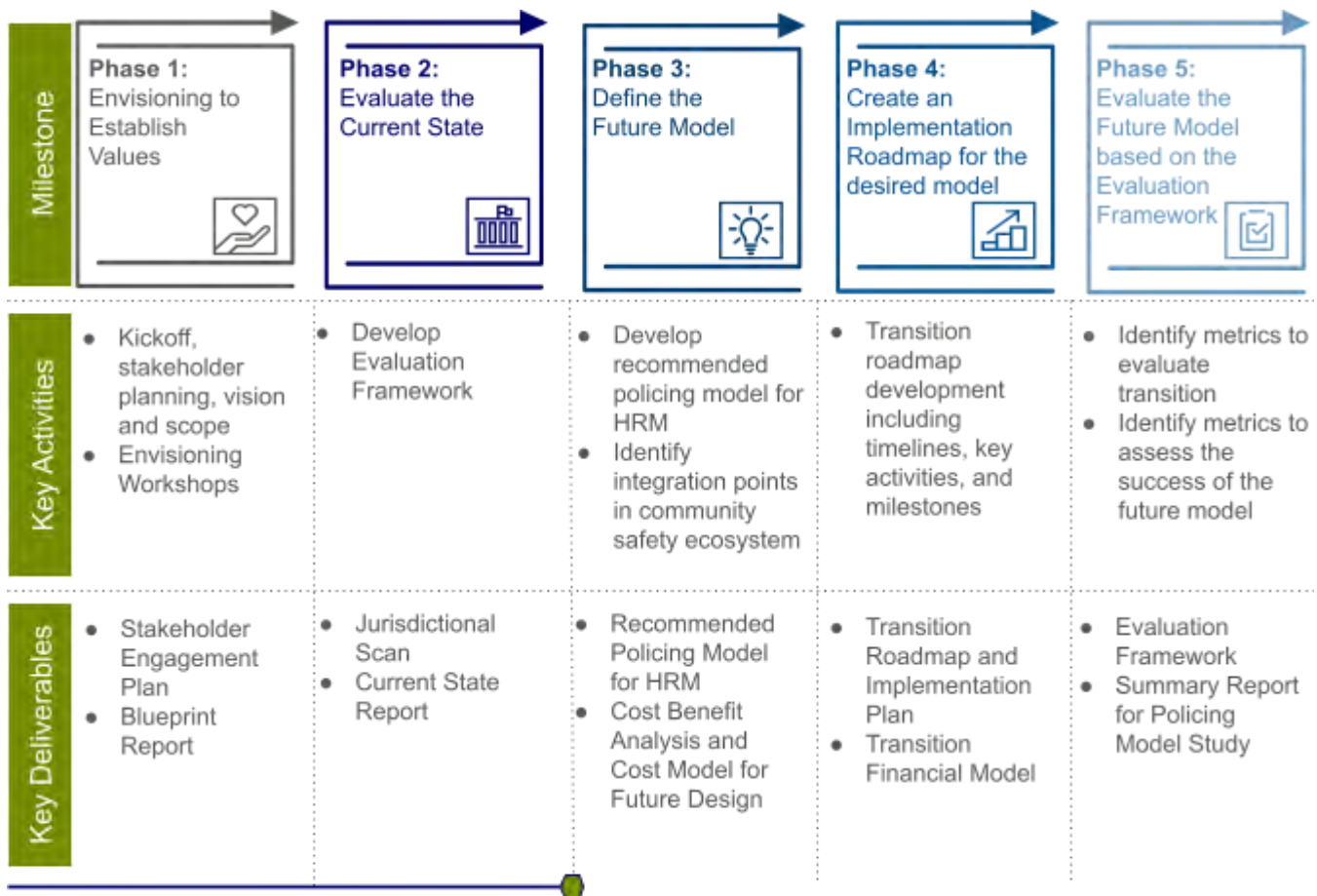
For the financial and cost implications, the evaluation framework will include a comparison of the total costs of policing under the current and recommended future models of policing. This assessment will focus on the total costs to the HRM taxpayer, including costs and resource allocations to HRM.

A hand holding a silver pen is positioned over a laptop screen. The laptop displays a bar chart with blue bars and a line graph with red and green lines. The background is a blurred office setting with a wooden desk and a white cup. The title 'Project Description & Methodology' is overlaid on a white banner in the upper right quadrant.

Project Description & Methodology

2. Project Description & Methodology

This report forms part of the Dual Policing Model Transformation Study (“Transformation Study”) for Halifax Regional Municipality (HRM). The Transformation Study is an independent, evidence-based, analysis of the operational requirements, processes, and costs to provide Halifax Regional Council and the Board of Halifax Police Commissioners with a clear evaluation of the current policing model in HRM, the most appropriate future model, and a roadmap to achieve the desired future state. Halifax Regional Municipality contracted a third party (PwC Canada LLP) to conduct this study in April 2022 to be completed and presented to HRM Council in November 2022.




The information presented in the Current State Assessment (“the Assessment”) sets a baseline of information that will underpin the Transformation Study, enabling a high-level comparison to, and cost/benefit analysis with, a potential future provincial policing model once it is defined in subsequent phases of this scope of work. An evaluation framework has been developed to provide a framework for the comparative analysis and cost benefit analysis of the current and future models. This analysis will be conducted after the completion of the recommendations and design of the future model of policing for HRM.

To perform the current state assessment, information was gathered through the submission of information requests to the Halifax Regional Municipality (HRM), the Nova Scotia Department of Justice (DOJ), the Halifax Regional Police Service (HRP), and the Royal Canadian Mounted Police (RCMP).

The information requested included the following major areas:

- Costs of policing services
- Shared operational and support services
- General duty policing operations and training

- 
- Real estate/infrastructure and facilities management
 - Human resources, including FTEs, utilization, titles, and duties
 - Performance management and assessment
 - Policing priorities
 - Community engagement
 - Multi-sector teams
 - Cooperation with other agencies
 - Calls for service and call routing
 - Volunteer involvement
 - Organizational and governance structures
 - Performance management
 - Emergency calls and radio communications
 - Special police services
 - Previous reports and documents relating to the policing environment in HRM

Several virtual meetings and email exchanges were conducted to provide further details and relevant context on the documents provided.

This report is based on information received on or before August 5, 2022.



Overview of Policing Environment in HRM

3. Overview of Policing Environment in HRM

This chapter summarizes the current policing environment in Halifax Regional Municipality (HRM). It lays out the roles and responsibilities of the different organizations responsible for policing in the municipality, their respective jurisdictions and detachments, governance models, and the cost structures of the different policing services.

3.a Policing Structure and Deployment Models

Pursuant to Section 35 of the Nova Scotia Police Act, “every municipality is responsible for the policing of and maintenance of law and order in the municipality and for providing and maintaining an adequate, efficient and effective police department at its expense in accordance with its needs.”¹

This can be accomplished by:

- a) the establishment of a municipal police department pursuant to the Police Act;
- b) entering into an agreement with the Province, the Government of Canada or another municipality for the use or employment of an established police department or any portion of an established police department;
- c) entering into an agreement with another municipality;
- d) any other means, approved by the Minister

Halifax operates under a dual policing model, which has been in place since 1996, when Halifax and the surrounding cities were amalgamated to create the HRM. The municipal police services of Halifax, Dartmouth and Bedford were amalgamated to form the Halifax Regional Police (HRP), which services these largely urban areas. The former Halifax County Municipality, which was primarily rural with some suburban areas, is policed by the Halifax District Royal Canadian Mounted Police (RCMP).²

Prior to 1996, the County of Halifax had an agreement with the Province of Nova Scotia to be policed by the RCMP under the Provincial Police Service Agreement (PPSA) at a 70/30% cost share between the Province and the Federal Government. When the contract was renegotiated in 2012, Halifax Regional Municipality was grandfathered into the PPSA allowing the municipality to continue paying 70% of the cost of municipal policing.¹

The Board of Police Commissioners (BoPC) provides civilian governance, informed by the Regional Council, to set policing priorities in alignment with community values and objectives for the HRP and the Halifax District RCMP. The Regional Council is the main decision-making body for HRM, consisting of the Mayor and 16 Councillors.

A comparison of FTE count and areas served by HRP and Halifax District RCMP is presented below:

Exhibit 3.1: Summary of FTE, Patrol Area, and Population by Organization

Organization	Sworn FTE	Civilian FTE	Total FTE	Area served (km ²)	Population served
HRP	516	272.4	788.4	200km ²	250K
Halifax District RCMP	196	33.5	229.5	5,290km ²	205K

3.a (i) The Royal Canadian Mounted Police (RCMP): Overview

The RCMP operates in different capacities throughout the different provinces and territories. Federally, the RCMP operates with over 19,000 police officers, 11,000 civilian employees and 700+ detachments, and performs 2.7M calls per service each year. The RCMP operates within three core responsibilities:³

Federal Policing (FP):

- The RCMP’s FP is focused on preventing, detecting and investigating serious and organized crime, financial crime, and cybercrime, as well as crimes related to national security. It also enforces federal statutes, conducts

¹ Province of NS PPSA

² HRP & RCMP 22/23 Budget & Business Plan

international policing activities and ensures border integrity and the security of major events, state officials, dignitaries and foreign missions.

National Policing Services (NPS)

- The RCMP maintains national criminal data repositories and provides training, expertise and investigative assistance to all Canadian law enforcement agencies. It also provides specialized firearms services to prevent and investigate firearms crimes as well as administer the Firearms Act and related regulations. NPS also provides internal technical services to support operations in the collection of digital evidence, the delivery of policing information technology tools and the oversight of departmental security standards.

Contract and Indigenous Policing (C&IP)

- C&IP provides, under the Police Services Agreements, policing to provinces (excluding Ontario and Quebec) and territories, as well as numerous municipalities and 600 Indigenous communities. C&IP provides services in support of safe communities by uniformed and non-uniformed RCMP employees, including the general administration of justice, preservation of peace, community policing and the prevention of crime. Of particular focus is advancing reconciliation with Indigenous Peoples in Canada, and connecting with vulnerable communities.³
- The Halifax District RCMP polices its HRM jurisdictions under the C&IP terms.

The RCMP's national program supports training programs for many specialized policing services that are above the training provided to frontline officers, such as the Critical Incident Program, Underwater Recovery Team, Human Trafficking Unit, Truth Verification, Provincial Ground Search and Rescue Program, and many others. In addition to these federally programs, the RCMP has a number of internal shared services across Atlantic Canada and H Division.

3.a (ii) The RCMP's Role in Municipal Policing in HRM

The total number of Halifax District RCMP FTE is 229.5, with 184 sworn officers across East Operations, West Operations and the Criminal Investigations Division (CID). There are 12 officers who are funded through the Additional Officer Program, and 33.5 management and admin services full-time equivalents (FTE).

Exhibit 3.2: Halifax District RCMP FTE Breakdown

Unit	Halifax District RCMP FTE
Halifax District Commander	1
West Operations	96
East Operations	56
Criminal Investigations Division	31
Management and Admin Services	33.5
Additional Officer Positions	12
Total FTE	229.5

In HRM, the RCMP has four inspectors who report to the District Policing Officer Halifax District Chief Superintendent. These four inspectors are in charge of:

- Criminal Investigations Division (CID)
 - This divisions includes General Investigative Section (GIS), Guns and Gangs Unit, Drugs Unit, Sexual Assault Investigation Team (SAIT), Vice / human trafficking unit, Internet Child Exploitation Unit (ICE), the Fraud Section, and the Major Crime Unit

³ RCMP Organizational Overview <https://www.rcmp-grc.gc.ca/vision150/strategic-plan-strategique/apercu-org-overview-eng.htm>

- The CID also provides services, which are supported by the H Division HQ, such as Technical Surveillance, Legal Applications Support Team (LAST), Human Source, Polygraph, Crime Analyst Unit, Cyber Crime Unit, and the Digital Forensics Unit .
- East Operations
 - Performs standard policing duties in Sheet Harbour, North Central, Musquodoboit Harbour, the North Preston Office, and Eastern Shore sites.
 - Halifax District RCMP officers from these detachments participate in the Integrated Court Section, Street Crime Enforcement Unit (SCEU), Community Action Response Team (School and Community Officers).
 - Also reporting into the East Operations - Inspector are the Tantallon and Cole Harbour Site Supervisors, District Advisory Non-Commissioned Officer (NCO) for the Eastern Shore, and the Summary Offence Tickets (SOT) section.
- West Operations
 - Performs standard policing duties in Lower Sackville, Tantallon, and Cole Harbour.
 - Oversees Exhibits (except for Public Service Employees, who report to Admin Services), Call Back Unit, Halifax District Traffic Unit, and the Lower Sackville Site Supervisor (building site).
 - All General duty members on the 4 watches in Tantallon Cole Harbour and Lower Sackville fall to West Ops.
- Management & Admin Services
 - Responsible for the Training Section, Admin Constable, Records, Canadian Police Information Centre (CPIC), Versadex Support, Finance, Public Service Manager, and PSE Employees.

Additional Officer Positions (AOP) were also created in 2006, arising from the Building on Safe Communities Policing Strategy and initiated by the Nova Scotia Government. HRM has been allocated 12 AOPs for the Halifax District RCMP (with the HRP allocating other AOPs), of which some were used to create the Street Crime Unit.

Exhibit 3.3: Halifax District RCMP Organizational Chart



3.a (iii) HRP Organizational Overview

HRP provides municipal policing services mainly in the urban regions of HRM, which includes Downtown Halifax Dartmouth, and Bedford and West Halifax. The key priorities of the HRP, as outlined in its 2015-2025 10-year strategic plan⁴ and updated in 2019, are:

- Crime reduction and Improved Quality of Life
- Safe communities and partnerships
- Effective and innovative Police Service

As of January 2021, there are a total of 788.4 total FTE within the HRP. Of the total HRP FTE, 516 are sworn members, and 272.4 are civilian employees. Sworn members make up the majority of the Patrol Division and the Criminal Investigations Division, whereas civilian positions make up the majority of the Administration, Support, and IES divisions. There are an additional 16.5 new positions in the process of being created, 12 of which are attributed to the Patrol Division.

⁴ Halifax Regional Police Strategic Plan 2015-25

Exhibit 3.4: HRP FTE Summary by Division

Division	Sworn Members	Civilian Employees	Total FTE
Chief's Office	11	9	20
Administration	7	32	39
Support	58	117.9	175.9
Patrol	331	3	334
IES	0	84	84
CID	109	26.5	135.5
Total	516	272.4	788.4

3.a (iv) HRP's role in Policing in HRM

As represented in the HRP organizational chart (Exhibit 3.5), Halifax Regional Police is made up of the Chief's Office and six divisions, each with various units and sections. The HRP Chief's Office provides overall strategic and operational oversight to the service. Reporting directly to the Chief's Office are the HRP's two Deputy Chiefs as members of the Chief's senior command team as well as the Corporate Affairs Division and the Professional Standards Division.

Exhibit 3.5: HRP Organizational Chart



The six divisions are described below, along with units and sections that fall within each purview.

Patrol Division

The Patrol Division reports to the Deputy Chief of Operations, and is generally the most visible with uniformed officers patrolling neighbourhoods on foot or in police vehicles, responding to calls for assistance and working in partnership with citizens. The Patrol Division consists of 3 civilian FTE and 331 sworn FTE, who are divided into four watches with each watch having officers assigned to one of three divisional areas: Central, East, and West.

Officers in the Patrol Division respond to complaints, concerns or suggestions specific to their community that relates to quality of life issues, such as excessive noise, property damage, loitering, traffic violations, break and enters and thefts. In addition to the three divisional offices, the Patrol Division also includes a Divisional Quick Response Unit, who operate in a plain clothes capacity. The divisional Offices include a Divisional Commander, Community Response Officers, School Response Officer, and a Quick Response Unit.

Exhibit 3.6: HRP Patrol Division FTE Breakdown

Unit	Number of HRP FTE
Staff Sergeant East/West	1
Watch Commanders	4
Watches - Central	104
Watches - East	92
Watches - West	84
Community Resource Officers - Central	10
Community Resource Officers - East	8
Community Resource Officers - West	9
Quick Response Unit	19
Administration - Central	1
Administration - East	1
Administration - West	1
Total FTE	334

Criminal Investigation Division (CID)

The CID reports to the Deputy Chief of Operations, and is responsible for Integrated Criminal Investigations operations, which includes a number of specialized investigative units made up of HRP and Halifax District RCMP officers and civilian employees. There are 109 HRP FTE and 26.5 civilian FTE assigned to the Integrated CID. Typically, these officers are called on to assist or take over the investigation from the patrol officers who initially responded to a call. There are 5 groups within the CID, which include:

- General Investigation Section
 - Investigates break and enters, robberies/attempted robberies, stolen motor vehicles, arsons, financial crime, and serious assaults where patrol officers have not made an arrest during their initial response.
- Investigative Support Operations
 - Provides crime analysis, criminal intelligence, cybercrime, forensic identification and polygraph examinations services.
- Special Investigation Section
 - Investigates homicides, attempted homicides, serious assaults in which death may occur, unsolved major cases and sexual assaults.
- Special Enforcement Section
 - Focuses on drug trafficking, firearm offences, gang-related crime, human trafficking, online luring and exploitation of children, missing persons, high-risk offenders, and people with outstanding warrants.
- Special Victims Unit
 - Focuses on providing information for victims of sexual assault.

Exhibit 3.7: HRP Criminal Investigation Division FTE Breakdown

Unit	Number of HRP FTE
General Investigation Section (GIS)	25
Investigative Support Operations (ISO)	49.5
Special Enforcement Section (SES)	14
Special Investigation Section (SIS)	16

Special Victims Section (SVS)	22
Secondments	9*
Total FTE	135.5

*This number does not include 3 positions that were seconded on a one-time basis

Support Division

The Support Division is headed by a Superintendent who reports to Deputy Chief of Support, and is responsible for various operational functions of the HRP organization wide. It consists of 58 sworn FTE and 117.9 civilian employees, with seven being seasonal/part-time civilian employees. It includes the various units and sections such as Prisoner Care, Records and Courts, K9 Unit, Ports Unit, Traffic Support, Integrated Emergency Services (IES), Victim Services, Mobile Mental Health Unit, and others. There are an additional 84 IES FTE assigned to the Support Division.

Exhibit 3.8: HRP Support Division FTE Breakdown

Unit	Number of HRP FTE
Management	1
Court Section	16
Records	11
Traffic Unit	11
Traffic Support	9.5
Prisoner Care Facility	10.5
K9 Unit	7
Community Relations Crime Prevention	9
Mounted Unit	1
Mobile Mental Health Unit	4
Liquor Enforcement Unit	2
Aviation Security Unit	14
Ports Unit	3
Emergency Planning	1
FOIPOP	1
Extra Duty Office	1
School Crossing Guards (inc.) supervisors	69.9
Victims Services	4
Total FTE	175.9

Administrative Division

The Administrative Division is headed by a Superintendent who reports to the Deputy Chief of Support. It consists of seven sworn FTE and 32 civilian FTE. This division includes the Human Resources, Training, Information Technology, Financial Services, and Property & Evidence units and sections.

Exhibit 3.9: HRP Administrative Division FTE Breakdown

Unit	Number of HRP FTE
Training	8
Human Resources	9
Finance	7
Strategic Technology Integration Unit	9
Property & Evidence	6
Total FTE	39

Corporate Affairs Division

The Corporate Affairs Division reports to the Chief of Police and manages relationships with the HRP’s external and internal stakeholders and provides integrated support for strategic organizational functions. It consists of six civilian FTE and one sworn FTE. This division includes the Corporate Communications & Media Relations, Research & Development, Corporate Analyst, and Policy & Planning units and sections. No FTE breakdown was provided for this division.

Professional Standards Division

The Professional Standards Division reports to the Chief of Police and provides oversight and support to uphold the integrity and professionalism of the organization. It consists of nine sworn FTE and one civilian FTE. This division includes the Professional Standards Investigative Unit, Audit & Oversight, Diversity & Inclusion, and Departmental Sergeant Major functions. No FTE breakdown was provided for this division.

3.a (v) Policing Collaboration & Multi-Sector Teams

The integrated or co-located services between the HRP and the Halifax District RCMP are:

- Criminal Investigation Division – the officer in charge is an HRP Superintendent with other managers, supervisors and staff from both agencies
 - The Halifax District RCMP accounts for approximately 25-30% of the resources in the integrated units within CID with HRP staffing the rest.
 - The integrated units within CID include the Guns and Gangs Unit, Drugs Unit, ICE, Vice / Human Trafficking Unit, SAIT, GIS, and Fraud Section
 - The CID units with only HRP officers include the High Enforcement Action Team (HEAT), HRP Homicide, HRP Cold Case, and HRP Hate Crimes
 - The CID units with only RCMP officers include the RCMP Homicide / Cold Case, as well as other specialized functions available through the H Division headquarters
 -
- Courts and Records section
 - Each service has one sergeant position. The HRP constables (2) are Youth Court Liaison Officers and do all the HRP and RCMP youth court matters as well as HRP and RCMP adult charge files. Each service has one summons/subpoena server.
 - Courts and Records is almost entirely integrated between the two agencies, with the exception of Access to Information and Privacy (Federal Requests) and the Freedom of Information and Protection of Privacy Act (Provincial). The integration between the two organizations in this section includes sharing informants, responding to follow up questions from Crown requests, subpoenas for public, and storage of records.
 - The Stats section within Courts and records is operated by the HRP
- Traffic Support Services
 - Manages the SOT and E-SOT processes.
 - Fully integrated between the two organizations

The HRP's Patrol and the Halifax District RCMP's General Duty resources (including the RCMP SCEU and Community Action Response Team) are not integrated at the district level, as each agency responds to calls in their respective jurisdictions. However, the watches for both agencies work the same shifts, and the Watch Commanders share mutual situational awareness every shift and regularly deploy police back up, where requested, regardless of the jurisdictional boundaries.

Exhibit 3.10: HRP and Halifax District RCMP FTE in Integrated Units

Unit	HRP Complement	RCMP Complement
Criminal Investigations Division*	109	23
Court Section	18	5
Traffic Support Services	9	3
Records Section	9	3
Total FTE	145	34

*Criminal Investigations Division does not include civilian positions

Currently, there are 16 seconded positions for multi-agency teams: one sergeant, 14 constables and one civilian position. These HRP FTE are seconded to the Halifax District RCMP for the purpose of HRP representation on joint federal committees or to fill personnel gaps where the RCMP may not have enough resources.

Exhibit 3.11: HRP Secondments

Member	Number	Position
HRP Sergeant	1	Serious Incident Response Team (SIRT)
HRP Constable	1	Criminal Intelligence Service of Nova Scotia (CISNS)
HRP Constable	1	Federal and Serious Organized Crime - RCMP
HRP Constable - Under Review*	1	Federal and Serious Organized Crime - RCMP
HRP Constable	2	National Weapons Enforcement Support Team (NWEST)
HRP Constable	1	Violent Crime Linkage Analysis System (VICLAS) – RCMP
HRP Constable	2	Provincial Proceeds of Crime (PPOC) - RCMP
HRP Constable	2	Nova Scotia Human Trafficking Unit (HTU) - RCMP
HRP Constable	1	Federal Operations Support Unit - RCMP
HRP Constable - Under Review*	1	IPOC
HRP Constable - Under Review*	1	National Security Enforcement Team - RCMP
HRP Constable	1	Public Safety /Impaired Driving Coordinator – Dept of Justice
HRP Civilian	1	Criminal Intelligence Service of Nova Scotia (CISNS)
Total FTE	16	

*Currently under review due to operational reassignment of integrated homicide resources by RCMP.

3.b Jurisdictions and Detachments

The HRP and Halifax District RCMP's unique policing model defines specific areas for which each agency is responsible. The HRP polices largely urban areas, whereas the Halifax District RCMP operates in more rural areas, primarily as a result of the 1996 amalgamation. In the areas where integrated operations exist, both agencies' officers serve the entire municipality.

The HRP operates through three divisions:

- Central (Downtown Halifax)
- East (Dartmouth)
- West (Bedford and West Halifax)

The Halifax District RCMP operates through seven detachments:

- Cole Harbour
- Lower Sackville
- Musquodoboit Harbour
- North Central
- North Preston
- Sheet Harbour
- Tantallon

Exhibit 3.12: Map of HRP and Halifax District RCMP Jurisdictions



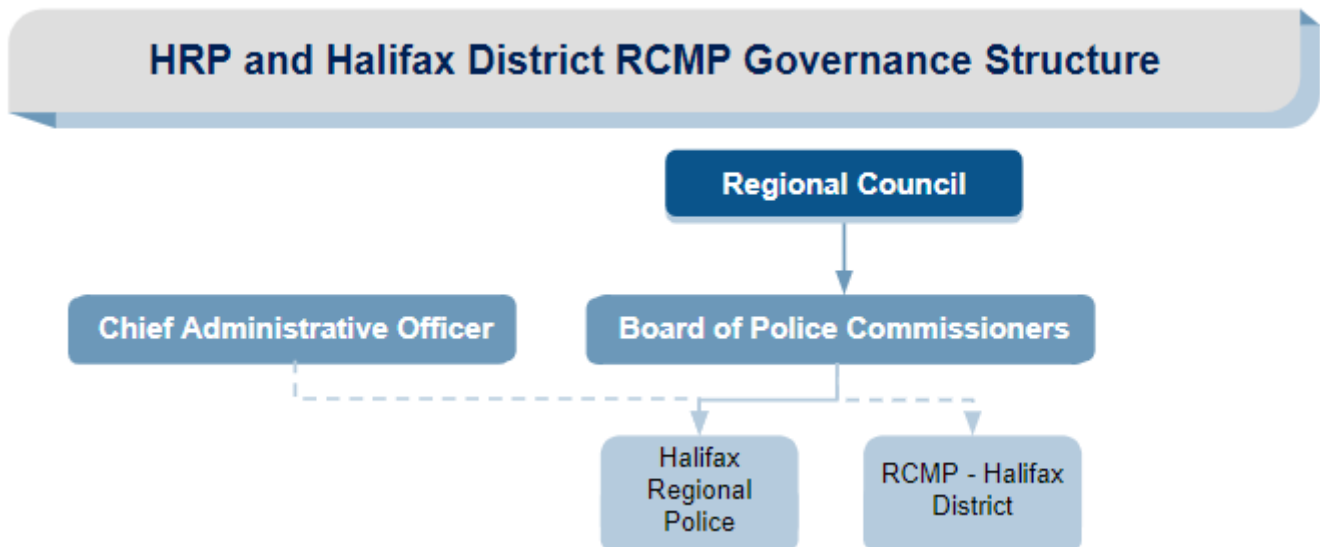
3.c Governance Model

While the municipality operates within a dual police agency model under the civilian governance of the Halifax Board of Police Commissioners, each agency operates under its own authorities. The HRP is a municipal business unit that is required to follow the municipality's business practices (e.g., financial reporting and business planning). Whereas the Halifax District RCMP is a contracted agency, providing services to the municipality under the Nova Scotia Provincial Police Service Agreement.⁵

The Halifax BoPC provides civilian governance on behalf of the Regional Council. Per the Nova Scotia Police Act, the BoPC then advises the HRP and the Halifax District RCMP in the development and implementation of overall policing priorities, objectives, and goals.

⁵ HRP & RCMP 22/23 Budget & Business Plan

Exhibit 3.13: HRP and Halifax District RCMP Governance Structure



Regional Council

The Regional Council is the main decision-making body for HRM, consisting of the Mayor and 16 Councillors - one councillor for each district in HRM.⁶ The Regional Council has various advisory boards and committees who hold meetings to review and provide advice to staff and Regional Council, community councils or standing committees. The Regional Council and the community councils appoint members to many municipal advisory boards, committees, and commissions, and also to some external boards.⁷ The scope of these advisory boards, committees, and commissions range greatly, covering items such as accessibility, grants, audit and finance, transportation, policing, libraries, and more.

Chief Administrative Officer

The Chief Administrative Officer's (CAO) business unit supports the Regional Council's priorities through strategic and operational guidance. The services delivered by the CAO include:

- Corporate Direction on strategic and operational matters to all business units, including the HRP
- Leadership of the administrative branch of municipal government
- Direct oversight of all business units
- Assignment of corporate resources required to implement policies and programs as directed by the Regional Council⁸

⁶ <https://www.halifax.ca/city-hall/regional-council>

⁷ <https://www.halifax.ca/city-hall/boards-committees-commissions#cc>

⁸ CAO Business Unit 2019/20 – 2020/21 Multi-Year Budget and Business Plan

Exhibit 3.14: CAO Oversight



Board of Police Commissioners

The Halifax Board of Police Commissioners is a civilian board who provides governance and oversight to the HRP. The Board also serves as a Police Advisory Board to the Halifax District RCMP. The board consists of seven members, six of whom are appointed by HRM Council, with the seventh appointed by the Nova Scotia Minister of Justice. Of the six appointed by HRM Council, three of the members are HRM Councillors and three are community members.

The Board is the link between the community and the police service. The Board's mandate with respect to both the HRP and the Halifax District RCMP is to provide civilian governance on behalf of HRM Council in relation to the enforcement of law, the maintenance of law and order and the prevention of crime in the municipality. Additionally, The Board provides further civilian governance to the HRP regarding the administrative direction, organization and policy required to maintain an adequate, effective and efficient police department.

Roles & responsibilities of the Board

The Board's responsibilities to both the HRP and the Halifax District RCMP include:⁹

- Determining, in consultation with the Chief of Police and the Chief Superintendent, the priorities, objectives and goals respecting police services in the community, and ensuring the Chiefs establish programs and strategies to implement these.
- Ensuring that community needs and values are reflected in policing priorities, objectives, goals, programs and strategies, and that the police services are delivered in a manner consistent with these priorities.
- Acting as a conduit between the community and the police services.
- Recommending policies, administrative and organizational direction for the effective management of the police services.

The Board's responsibilities to the HRP include:

- The Board will provide civilian governance on behalf of the council relating to the enforcement and maintenance of law and order, prevention of crime, and provide the administrative direction, organization and policy required to maintain an effective and efficient police department, ensuring it is implemented.
- The Board is responsible to cause the Chief of Police to prepare a budget for the HRP and for presenting the budget to Regional Council.
- The Board Chair is responsible to evaluate the performance of the Chief of Police in conjunction with board members and in consultation with the Chief Administrative Officer of HRM.
- The Board has an oversight role in responding to complaints, discipline or personal conduct relating to the Chief of Police.

⁹ Halifax Board of Police Commissioners Policy Manual, January 2021

- The board chair or the chair's delegate may give advice or direction, in writing, to the Chief of Police on any matter within the jurisdiction of the Board under the Nova Scotia Police Act.

The Board's responsibilities to the Halifax District RCMP:

- The Chair may offer to contribute insight regarding the performance of the Chief Superintendent with regards to her/his role, responsibilities and relationship to the Board.
- The board chair or the chair's delegate may give advice in writing to only the Chief Superintendent

Other Halifax District RCMP Governance Structures

In addition to a number of Federal RCMP governance structures and the overarching Regional Council and BoPC in HRM, the Halifax District RCMP has several other governance structures in place including:

- NS Department of Justice
- Public Safety Advisor
- Scheduled meeting with HRM Councillors
- HRM Traffic Authority
- HRP/RCMP Diversity Committee
- Town Halls in communities
- Annual Performance Plan
- Versadex Joint Working Group

HRP is also involved in many of these governance structures alongside the RCMP.

Halifax District RCMP's Performance Assessment process

The Halifax District RCMP monitors officer performance through a number of formal processes including monthly Officer Activity Reports, Performance Logs, and Supervisor Assessments. Some metrics reported on in these processes include tasks assigned and completed, calls taken, cases cleared, tickets issued, and arrests made. The Halifax District RCMP also measures its overall priorities against the NS DOJ policing priorities, through crime analysis, community engagement, HRM Councillor engagement sessions, and weekly review activities.

HRP's Performance Assessment process

The HRP evaluates the performance of their officers, and their organization as a whole, through a number of metrics and processes. Officers are measured on calls for service performance through an IES daily report on call types, number of calls, average dispatch and arrival times for both HRP and the Halifax District RCMP as separate reports, in addition to a more detailed report on weekdays.

As an organization, the HRP has aligned its performance indicators with the Canadian Police Performance Framework, and in alignment with the Nova Scotia Police Act, composed of the following activities and metrics:

- Crime and victimization
 - Participation in the national Uniform Crime Reporting (UCR) survey, measuring indicators such as crime rates, crime severity index, traffic violations and clearance rates
- Police activities and deployment
 - Watch commander report including staffing levels, number of calls for service, number of prisoners, incidents of note, special events/operations etc.
 - Comstat crime reporting and demand forecasting
 - Measures patrol deployment, assessing and balancing staffing levels by area
 - Measures road safety enforcement through SOTs issued and proactive activities completed
- Police resources
 - Participation in the National Police Administration Survey on police officer strength per 100K people, operating expenditures, proportion of civilian/officer distribution, and representation of women and visible minorities among officers
- Trust and confidence in police
 - HRM Citizen Survey conducted every 1-4 years to gather information from municipal residents about their priorities, experiences, and expectation

3.d Future Operating Environment - Crime and Population Data

Overview

An analysis of crime and population data was conducted by analyzing historical crime data to predict future trends. The purpose of this exercise is to identify key trends indicating future crime rates and key areas of focus, to be used in determining future demand and resourcing for policing services, with respect to the different types of calls and different geographies.

Methodology

The following analysis was conducted using calls for service data collected from the Halifax District RCMP and the HRP, for which the RCMP provided incident data for the full years of 2016-2021, and the HRP provided data from April 2018-March 2022. Every record in the dataset represented one incident, and “Final Call type” was the primary category used for this analysis. The “Priority” levels follow the National Standard for prioritising calls for service.

Forecasts were generated based on historical incident numbers by year, month, and quarter. The forecast was created using an exponential regression which was then plotted as a time series analysis to account for the seasonal nature of the data.

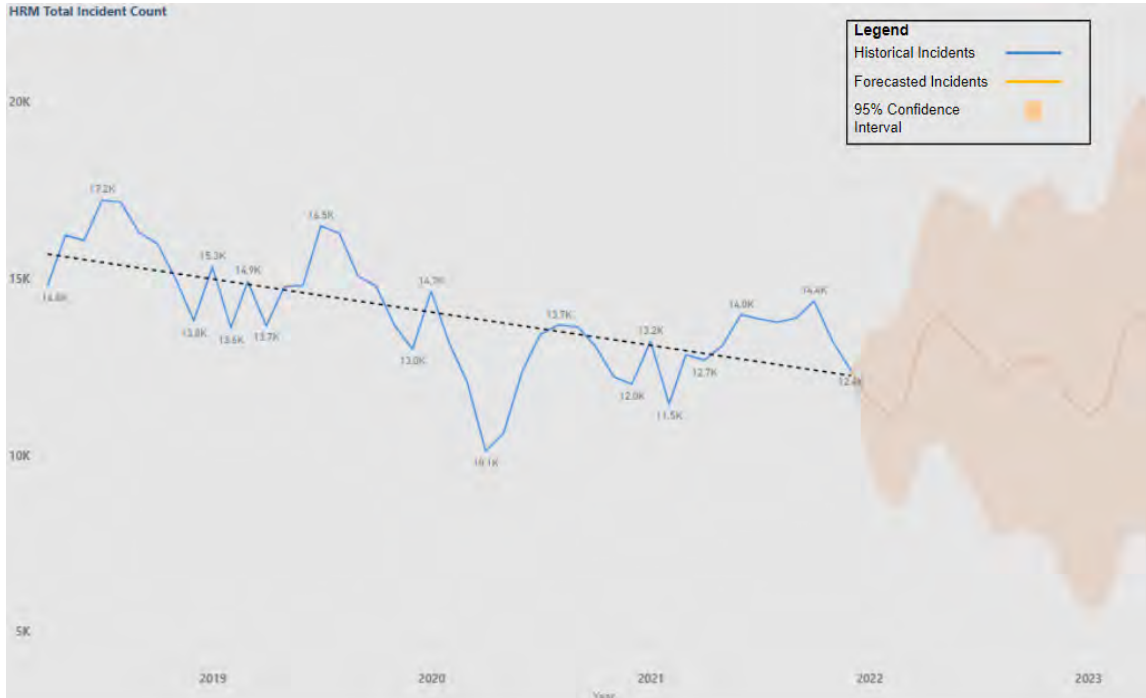
Crime Forecasts

In all jurisdictions the total incident count is affected by seasonality, typically peaking during summer months and experiencing the lowest points during the winter months. A significant drop in incident count was observed in March and April 2020, likely due to the initial COVID-19 restrictions.

Over the four years modelled there has been a decreasing trend in the number of calls for service in HRP’s jurisdictions, both before COVID-19 restrictions were put in place and after they were lifted.

While Halifax’s population grew 2.1% from July 2020-21¹⁰, the number of incidents in Halifax Regional Municipality decreased by 4.25% over the same period, which may be partly attributable to COVID-19 and partly due to the overall decreasing trend in incidents. The forecast indicates a continued decreasing trend through May 2023.

Exhibit 3.15: HRM Incident Count

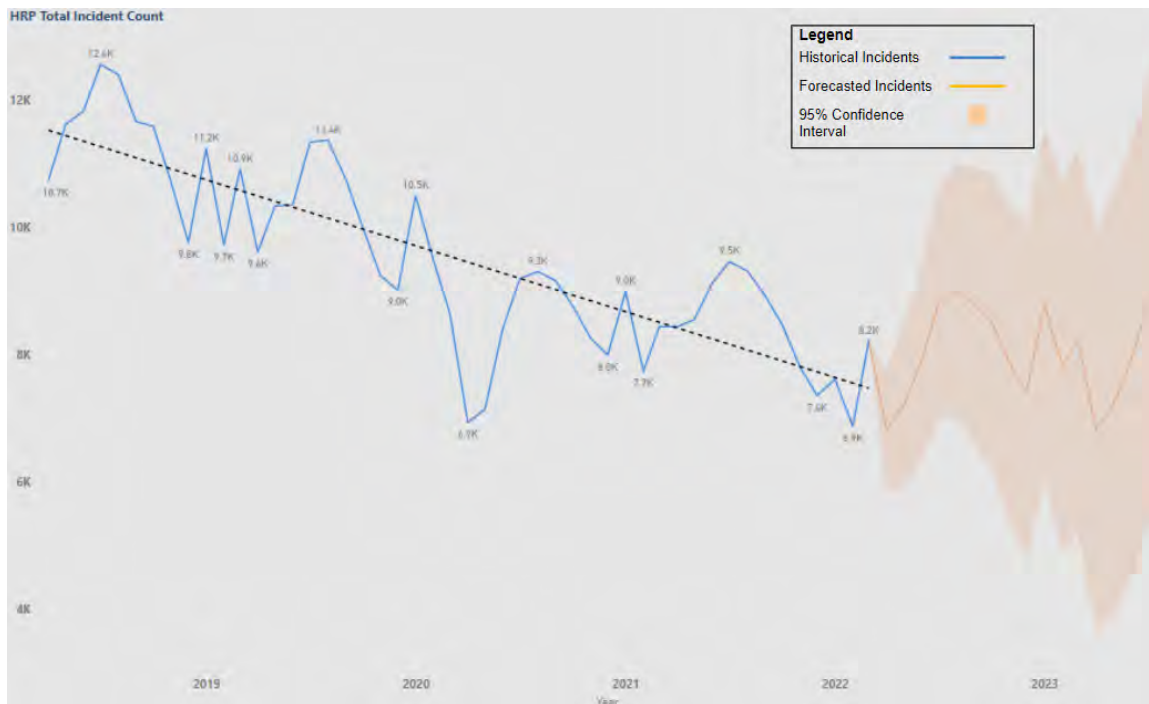


Similar to HRM, HRP experienced a decrease in total calls for service from 2018-21, though the forecast suggests a plateau in calls from March 2022 to August 2023. The most common Priority One calls, defined as having an imminent or strong potential for loss of life, increased 23% over FY 2019-22 (April-March) in HRP jurisdictions. This includes False Alarms, Miscellaneous / Suspicious Circumstances, Noise Complaints, Robbery In-Progress, and Weapons.

¹⁰ <https://www150.statcan.gc.ca/t1/tbl1/en/tv.action?pid=1710013501>

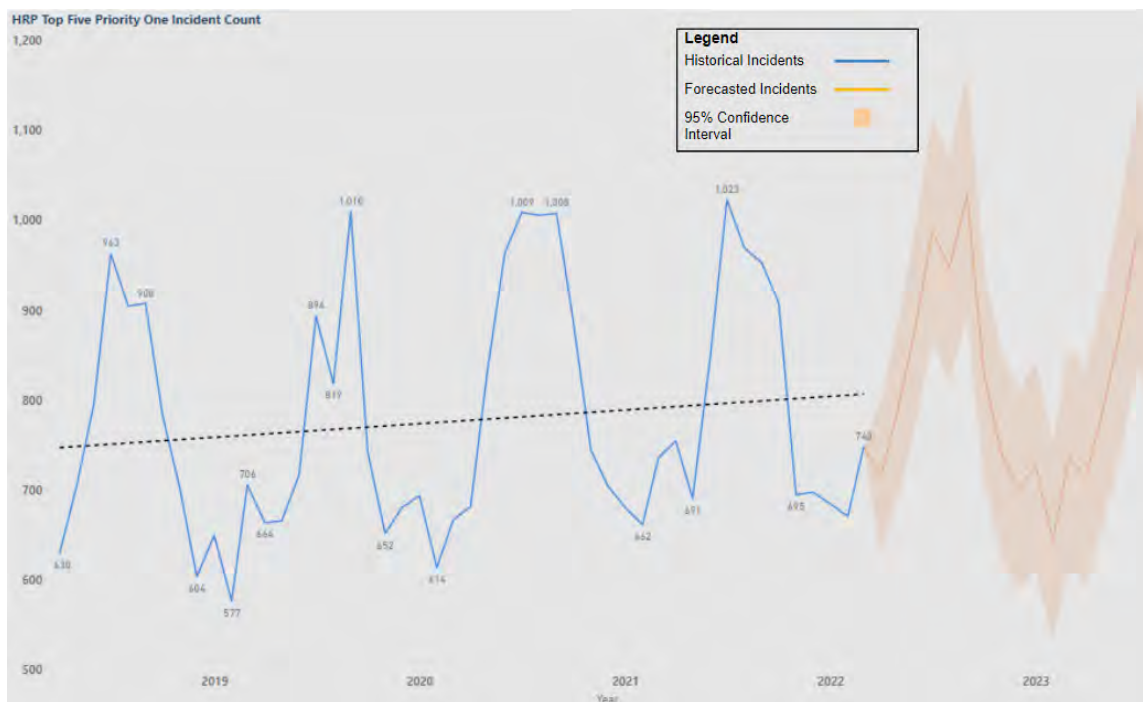
Over the period studies, Miscellaneous / Suspicious Circumstances calls increased 40%, Noise Complaints calls increased 65%, Robbery In-Progress calls increased 38%, and Weapons calls increased 36%.

Exhibit 3.16: HRP Incident Count



HRP increased 23% in their top five Priority 1 calls from FY 2019-22, which were False Alarm, Miscellaneous / Suspicious Circumstances, Noise Complaint, Robbery In-Progress, and Weapons.

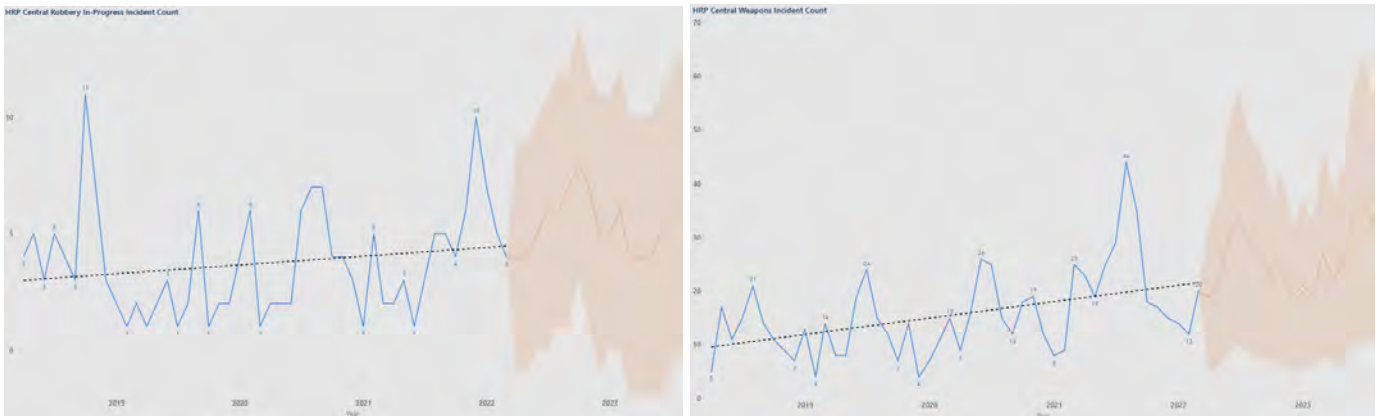
Exhibit 3.17: HRP Top Five Priority One Incident Forecast



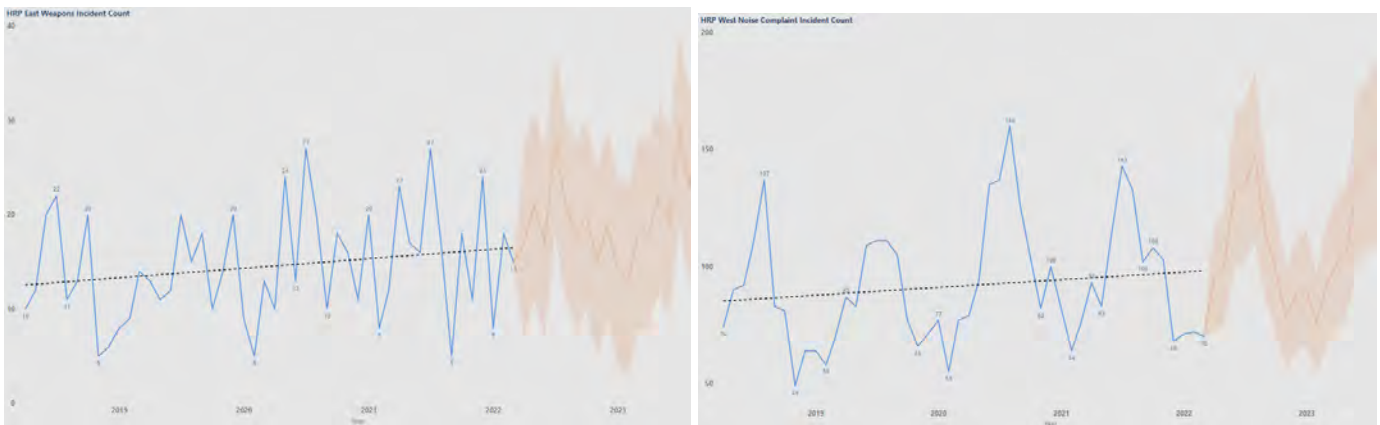
While total calls for service decreased in HRP between March 2018 and March 2022, top five Priority one calls have shown an increasing trend with projected growth in the future. For example, Robbery - In Progress and Weapons calls

in HRP Central have shown an increasing trend which continues in the forecasted periods as well as Weapons in HRP East, and Noise Complaints in HRP West.

Exhibits 3.18 and 3.19 - HRP Central Robbery-In Progress and Weapons Incident Trends

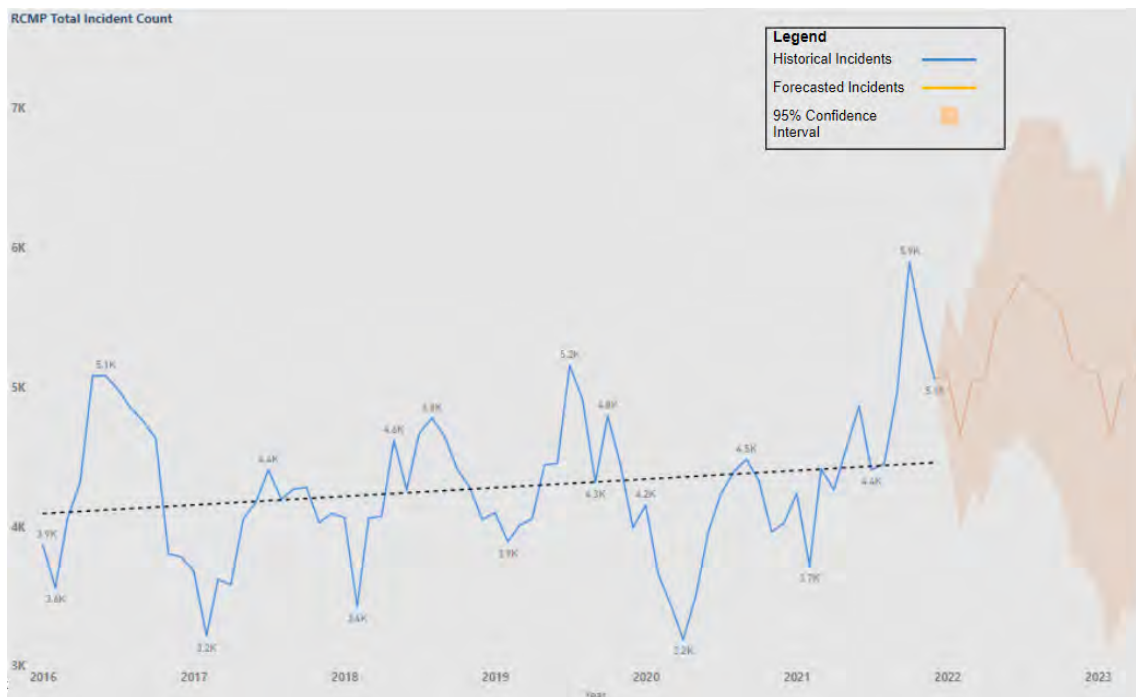


Exhibits 3.20 and 3.21 - HRP East Weapons and HRP West Noise Complaint Incident Trends



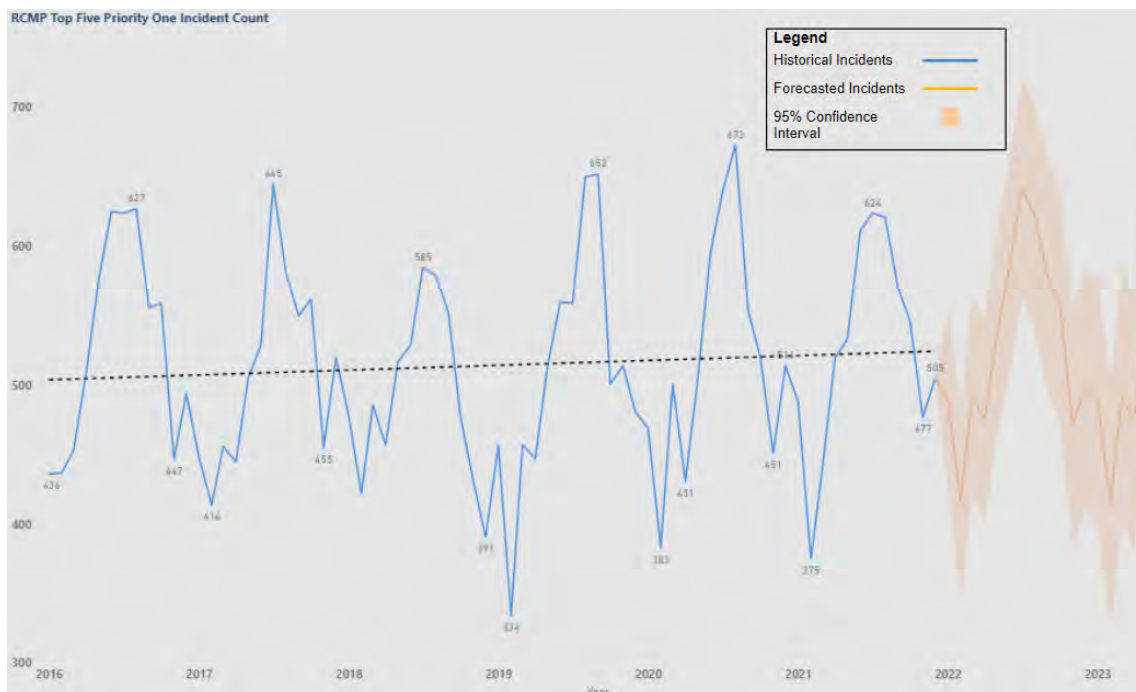
Calls for service in the Halifax District RCMP's jurisdictions have increased gradually from 2016 through 2021, with a drop during peak COVID-19 restrictions in April 2020, then rising back to above pre-pandemic levels in October 2021. The Halifax District RCMP's calls for service are forecasted to continue along this gradually increasing trend in line with future population growth in HRM.

Exhibit 3.22: Halifax District RCMP Incident Count



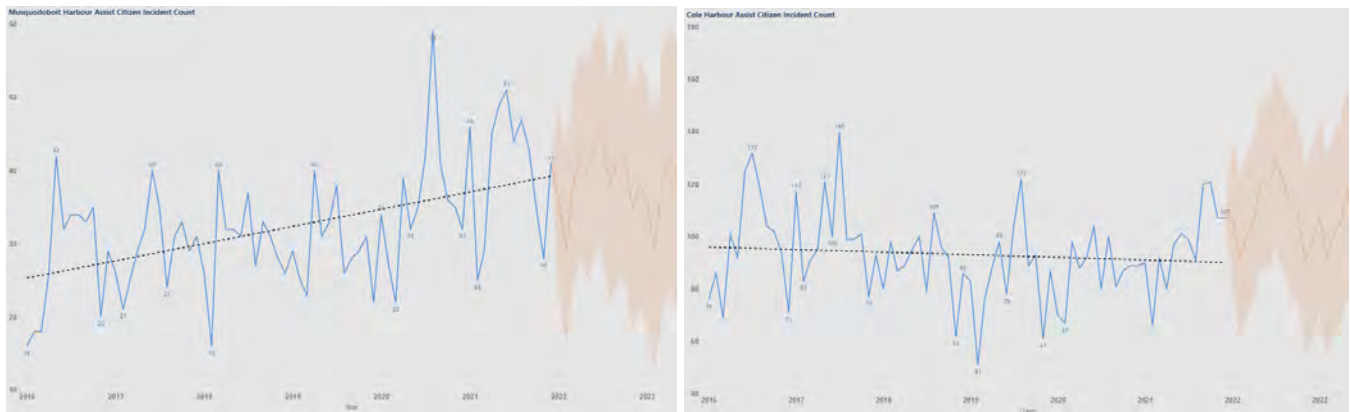
The top five Priority one calls, defined as a major incident or incident in progress which involves the report of, or need for police to prevent a loss of life, increased 7% over calendar years 2019-21 (January-December) in Halifax District RCMP jurisdictions. This includes False Alarms, Assault In Progress, Assist Citizen, Noise Complaints, and Weapons. The most significant contributors to this increase were Assist Citizen (88%) and Noise Complaints (88%).

Exhibit 3.23: Halifax District RCMP Top Five Priority One Incident Forecast



Some of the priority one incidents have shown an increasing trend and are projected to continue to rise in the future. Key areas of note within Halifax District RCMP jurisdictions include increasing trends in Assist Citizen incidents in Musquodoboit Harbour, stable Assist Citizen incidents in Cole Harbour, and rising Assist Citizen and Noise Complaint incidents in Tantallon.

Exhibits 3.24 and 3.25 - Musquodoboit Harbour and Cole Harbour Assist Citizen and Incident Trends



Exhibits 3.26 and 3.27 - Tantallon Assist Citizen and Noise Complaint Incident Trends



The consistent trends of increasing rates for the most common priority one calls across all jurisdictions for HRM and HRP may indicate that while overall calls for service are decreasing the demand on police services may be increasing as more severe or urgent call types increase. The level of effort associated with responding to, providing service, and resolving calls for service varies depending on the nature of the call which is an important factor in determining resourcing needs.

It is important to consider that the level of service and the risk related to responding to a call for a weapons related incident is significantly higher and more complex than the level of effort and risk involved in responding to a noise complaint. The consistently increasing trends for generally lower risk calls such as noise complaints or citizen assists may indicate that an opportunity exists for an alternative resourcing model which may include resources other than fully sworn members as the primary responders. It is also important to note that what appears to be a relatively low risk incident can escalate and appropriate procedures and practices would need to be in place to ensure risk is properly managed and mitigated.

The background of the slide features a blurred image of a person's hands pointing at a document with a bar chart. The chart has several blue bars of varying heights, and a line graph is visible in the background. The overall scene suggests a professional or financial context.

Financial Overview

4. Financial Overview

Based on data received from the HRP and the Halifax District RCMP, a cost model has been prepared to summarize the total costs of policing paid for by the Halifax Regional Municipality. This chapter summarizes the methodology used to develop the cost model, current state policing costs and how these policing costs are split between the Halifax District RCMP and the HRP.

4.a Purpose of the Cost Model

The cost model summarizes the cost of policing paid by HRM over the fiscal years spanning FY 2018-19, FY 2019-20, and FY 2020-21 by key categories such as Human Resources, Equipment, Real Estate, Admin, and Other to provide insight into the main cost drivers of policing and provide a baseline for any analysis of future state costs under a revised policing model.

The cost model is intended to present the total cost of policing within HRM to answer the question “How much do taxpayers pay for policing in HRM today?”. The focus of this study is to develop a recommended future model of policing as well as recommendations for a future model of policing that improves the quality and effectiveness of the policing model, standards and service delivery and integrates policing more effectively into the community and safety wellbeing ecosystem in HRM. To that end the total cost of policing is the most relevant comparator of current costs to future costs which will allow this study to define “How much do taxpayers pay for policing in the current model and how much will taxpayers pay in the future model?”.

Although the HRP and Halifax District RCMP policing costs are presented side-by-side in this report, the objective is not to provide a direct comparison of the costs of the two organizations, but rather highlight the key cost drivers for each. Some points for consideration when reviewing the cost model are:

- Differences in the nature of the agreements between HRM and the HRP and Halifax District RCMP, the infrastructure of each organization, and their responsibilities, precludes a direct comparison of costs
- For example, a comparison of the average annual salary per FTE between HRM and Halifax District RCMP overlooks the underlying differences in the two organizations. As a national police service, RCMP salaries must take into account the cost of living across the entire country whereas municipal salaries would be more reflective of the cost of living in a localized region. Benefits and pension plans also differ significantly between the two organizations.
- Furthermore, as a national organization, the RCMP is able to leverage economies of scale in procuring equipment, vehicles, and services for an organization of over 30,000 officers and civilian employees vs HRP which has approximately 800 sworn officers and civilian employees. Though HRP could also leverage procurement economies of scale through the municipality, it is unlikely they would be of the same magnitude as the RCMP.
- A cost-based comparison of the current state costs of the Halifax District RCMP and HRP may not be a relevant benchmark when considering whether or not to implement the future state recommendations. A more relevant consideration for HRM decision makers would be the change in the total cost of policing between the current state and recommended future state

The information presented is intended to be used to set the baseline understanding of total costs of policing for the purposes of an ‘apples to apples’ comparison of the total future costs of policing in the recommended future. Other insights or analysis relating to the relative costs share in the current state is not within the scope of this document and not immediately relevant in comparing current and future costs.

4.b Data Received

Financial data pertaining to the total HRP costs and cost of Halifax District RCMP policing for the fiscal years in scope was requested to develop the cost model.

Costs from FY 2020-21 are used as the baseline and these costs have been referenced in other sections of this report. Financials received from the Halifax District RCMP included the three years' Contract Policing Reconciliation Reports, which included the actual policing costs for all of H Division (The RCMP's Nova Scotia division). Financials received from the HRP were collected from the HRM Budget and Business Plans, which provided actuals for the years in scope.

The cost model reflects the policing costs incurred by HRM, inclusive of cost sharing agreements. Since the Contract Policing Reconciliation Reports provided aggregate financials for H Division, the ratio of actual HRM contract policing costs to total contract policing costs was applied equally to all line items in the Contract Policing Reconciliation Reports to determine HRM's share of these costs. Individual line items in the HRM Budget and Business Plans and the Contract Policing Reconciliation Reports were grouped into key categories (HR, Equipment, Real Estate, Administration and Other) and subcategories (e.g. salaries, overtime, benefits) to highlight major cost drivers.

4.c Components of Policing Costs

The cost model includes the costs of the following policing arrangements in HRM:

- Municipal policing by the RCMP under the Provincial Police Services Agreement (PPSA)
- Municipal policing by HRP as a business unit of the Halifax Regional Municipality (HRM)
- The total policing costs paid by HRM in 2020-21 was \$123.3M. The HRP accounted for 77.4% of this cost at \$95.5M, and the Halifax District RCMP accounted for 22.6% at \$27.9M.

The largest cost category is HR at 89% (\$109.6M), followed by equipment at 4% (\$4.6M), Other at 3%(\$3.7M), Real Estate at 3% (\$3.4M), and Administration at 2% (\$2.1M). The single largest cost driver is salaries, accounting for 63% of total policing costs in HRM, followed by benefits (12%) and Overtime (4%).

Exhibit 4.1 Breakdown of FY 2020-21 Policing Costs by Category

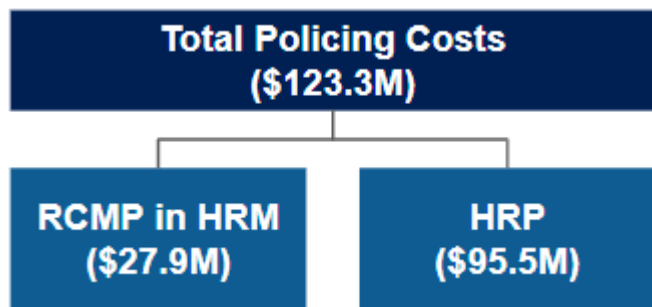


4.b (i) Cost-Sharing Breakdown

Total Policing Costs

The cost of policing in HRM in 2020-21 is split between the RCMP in HRM and the HRP, as seen in exhibit 4.2 below:

Exhibit 4.2 Breakdown of FY 2020-21 Total Policing Costs by Organization



A breakdown of the cost-sharing between the Federal Government, the Government of Nova Scotia, and HRM for the period FY 2018-19 through FY 2020-21 is shown in Exhibit 4.3 below. Cost “A” represents the total cost of RCMP contract policing services provided to the Government of Nova Scotia under the PPSA. The Federal Cost Share “A i)” and the Provincial Cost Share “A ii)”, represent the cost-sharing split between the Government of Canada and the Province, 30% and 70% respectively.

The HRM Proportion of Provincial Cost Share “A iii)”, represents the costs recovered from HRM by the Province, determined by the proportion of sworn H division officers operating in the municipality. Cost “B” represents the total cost of HRP policing, which is not subsidized. Cost “C” represents the total cost of policing in HRM and is the sum of “A iii)” and “B”.

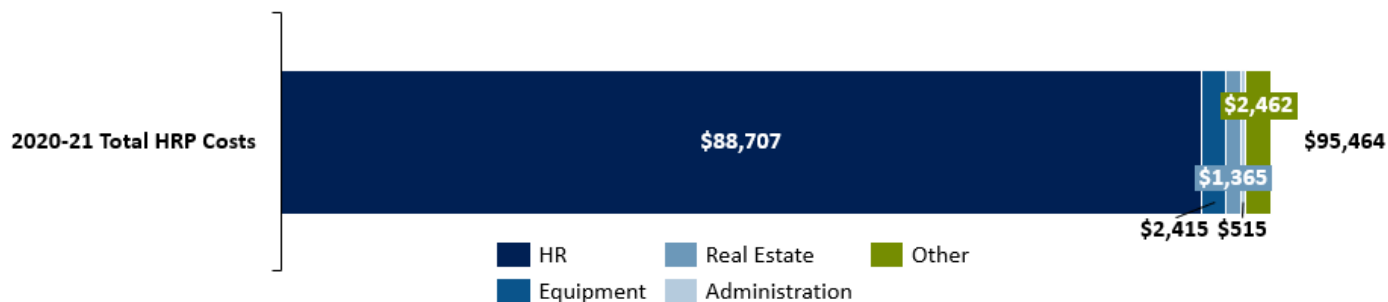
Exhibit 4.3 Current State Policing Costs in HRM

		Historicals		
		2018-19	2019-20	2020-21
Costs				
A	Provincial Police Service Agreement (PPSA)	174,716	175,833	186,198
i)	Federal Cost Share	52,415	52,750	55,859
ii)	Provincial Cost Share	122,301	123,083	130,339
iii)	HRM Proportion of Provincial Cost Share	26,144	27,496	27,854
B	HRP Costs	96,311	99,955	95,465
C	HRM Total Cost (A iii) + B	122,455	127,451	123,319

4.b (ii) Halifax Regional Police

In FY 2020/21 the HRP policing costs represented 77.4% of policing costs in HRM, totaling \$95.5M. HR (human resources) costs represented 93% of the total HRP costs, followed by Other and Equipment at 3%, Real Estate at 1%, and Administration at 1%.

Exhibit 4.4 Breakdown of FY 2020-21 Total Policing Costs by Category



4.b (iii) Halifax District RCMP

HRM’s relationship with the RCMP is governed by the PPSA, resulting in the cost of RCMP policing being subsidized by the Federal Government. The Federal Government pays 30% of the total costs of the PPSA, with the Province covering the remaining 70%. Of this 70% to the Province, two thirds (~67%) is recovered from the municipality.

In FY 2020/21 the HRM was invoiced for \$27.9M for costs incurred under the PPSA. This results in the Halifax District RCMP representing 22.6% of total policing costs in HRM. Of the Halifax District RCMP costs to HRM, HR represented 75% (\$20.8M), followed by Equipment at 8% (\$2.2M), Real Estate at 7% (\$2.0M), Administration at 6% (\$1.6M), and Other at 4% (\$1.2M).

Exhibit 4.5 Breakdown of FY 2020-21 Halifax District RCMP Costs by Category



4.d Cost Model and Subsidies

HRM, through the HRP, benefits from an “Additional Officer Program”, a provincial program in which the Province pays \$100,000 toward officers that are assigned to do provincial priority work. In FY 2020-21 this amounted to \$3.8M, which funded 38 positions within the HRP, while the province also funded another 12 positions for the Halifax District RCMP. These positions are allocated across the province to both municipal and the RCMP, although the cost for an RCMP member is the full RCMP FTE cost under the PPSA.

4.e Current State Policing Costs

Total Policing Costs

While the cost model takes into consideration all available information, there are some nuances in the data for both the HRP and the RCMP, which are identified below.

With respect to the HRP:

- Equipment and HR costs may be slightly understated due to:

- Fuel and vehicle expenses are a part of the Corporate Fleet budget for the city. The city purchases these items at a fixed price for the entire Corporate Fleet and negotiates a preferred rate. Fuel depots across the city support all city vehicles, including the HRP fleet. For the purposes of this study, fuel costs for HRP have not been disaggregated from the total Corporate Fleet budget.
 - HRP buildings are managed by the City Facility Management.
 - The HRP trains recruits on a cost recovery basis. Recruiting is handled by training staff and cadets pay a tuition that covers off the cost of the training and equipment.
- There are a number of staff in the HRM budget who work for the HRP in non-policing roles that do not show up in the HRP budget, which includes, but is not limited to, HR, IT, and other back office functions.

With respect to the RCMP:

- HRM provides computer automated dispatch (CAD) services to the Halifax District RCMP, thus absorbing these costs and preventing the need for the Halifax District RCMP to incur costs from their Police Reporting and Occurrence System (PROS) and Operational Communications Centre (OCC).
- The RCMP's new collective bargaining agreement went into effect in April 2022 and was therefore not applicable to the years studied.
- HRM is not billed by the Province for centralized services from the RCMP, such as the Emergency Response Team (ERT), Underwater Recovery and Records Management.
- HRM pays two-thirds of the amount after the 70% cost share for all services that are billed to the municipality

Human Resources

HR accounted for the highest proportion of FY 2020-21 costs, representing 89% of the total cost of policing. The total HR cost in FY 2020-21 was \$109.6M, which included salaries, benefits, overtime pay, health services, special leave, recruiting, relocations, training, and other HR services. A number of these costs were identified and broken out from the Divisional Administration cost category.

In FY 2020-21, RCMP's total HR cost was \$20.8M and the HRP's total HR cost was \$88.7M.

Exhibit 4.6: Current State Policing Costs in HRM - Human Resources - Total and RCMP/HRP Split

HR Costs CAD (in 000's)	Historicals		Baseline	RCMP	HRP
	2018-19	2019-20	2020-21	2020-21	2020-21
Costs	Total	Total	Total	Total	Total
O&M					
<i>Payroll</i>					
Salaries	78,946	82,560	80,350	12,147	68,203
Overtime	5,623	5,485	4,917	2,413	2,504
Benefits	16,179	16,976	16,402	2,675	13,727
Other Salary	7	16	19	19	0
Payment in Lieu of Leave	58	69	84	84	0
Health Services	473	595	566	566	0
Special Leave	1,245	1,601	1,852	1,852	0
Sub-total - Payroll	102,533	107,302	104,190	19,756	84,434
<i>Other</i>					
Training	793	889	751	586	166
Recruiting	138	153	145	145	0
HR Services	276	344	296	296	0
Other HR	4,453	5,116	4,107	0	4,107
Professional Services	55	61	62	62	0
Sub-total - Other	5,716	6,564	5,361	1,088	4,273
O&M Sub-total	108,249	113,866	109,551	20,844	88,707
Total Costs	108,249	113,866	109,551	20,844	88,707

*The RCMP costs presented above represent the proportion of the subsidized PPSA cost allocated to the municipality

Equipment

Equipment costs accounted for ~4% of total policing costs paid by HRM in FY 2020-21, totaling \$4.6M. Communications costs made up the largest portion of equipment costs incurred, at \$1.5M (29%), followed by fleet costs at \$1.0M (18%), and Criminal Operations (CROPS) and Patrol at \$0.7M (13%). The remaining costs included airtime, informatics equipment, furniture, and other purchases. As noted above, the HRP equipment costs do not include fleet costs, fuel, and vehicle expenses as these are part of the HRM Corporate Fleet budget.

In FY 2020-21, RCMP's total Equipment cost was \$2.2M and the HRP's total Equipment cost was \$2.4M.

Exhibit 4.7: Current State Policing Costs in HRM - Equipment - Total and RCMP/HRP Split

Equipment Costs CAD (in 000's)	Historicals		Baseline	RCMP	HRP
	2018-19	2019-20	2020-21	2020-21	2020-21
Costs	Total	Total	Total	Total	Total
O&M					
<i>Fleet</i>					
Rentals - Fleet	35	28	68	68	0
Fuel - Fleet	384	395	309	308	1
Vehicle R&M	310	306	295	288	7
Sub-total - Fleet	729	729	672	664	8
<i>Other</i>					
Other	2,733	2,618	2,781	812	1,969
O&M Sub-total	3,461	3,347	3,453	1,476	1,977
<i>Purchases</i>					
Purchases	1,666	882	1,139	701	438
Sub-total - Purchases	1,666	882	1,139	701	438
Total Costs	5,128	4,229	4,592	2,177	2,415

*The RCMP costs presented above represent the proportion of the subsidized PPSA cost allocated to the municipality

Real Estate

Real Estate costs accounted for ~3% of the total cost of policing in FY 2020-21, totaling \$3.4M. These costs include leases, repairs, utilities, professional services, furnishings, and costs associated with the Accommodation Program.

In FY 2020-21, RCMP's total Real Estate cost was \$2.0M and the HRP's total Real Estate cost was \$1.4M.

Exhibit 4.8: Current State Policing Costs in HRM - Real Estate - Total and RCMP/HRP Split

Real Estate Costs CAD (in 000's)	Historicals		Baseline	RCMP	HRP
	2018-19	2019-20	2020-21	2020-21	2020-21
Costs	Total	Total	Total	Total	Total
O&M					
<i>Leases</i>					
Leases	1,392	1,332	1,302	133	1,169
Sub-total - Leases	1,392	1,332	1,302	133	1,169
<i>Other O&M</i>					
Professional Services	612	691	719	577	142
Taxes	155	161	163	163	0
Utilities	173	192	161	161	0
Other Real Estate	234	223	188	135	54
Sub-total - Other O&M	1,175	1,267	1,231	1,035	196
O&M Sub-total	2,568	2,599	2,534	1,168	1,365
<i>Capital</i>					
Accommodation Program	742	719	865	865	0
Sub-total - Capital	742	719	865	865	0
Total Costs	3,309	3,319	3,399	2,034	1,365

*The RCMP costs presented above represent the proportion of the subsidized PPSA cost allocated to the municipality

Administration

Administration costs accounted for ~2% of the total cost of policing in FY 2020-21, with a total of \$2.1M. The majority of the cost (\$1.6M) was related to Division Administration (core administration costs). \$2.5M in Other costs, which includes payment in lieu of leave, health services, and special leave, that were originally within Divisional Administration and identified to fit into other cost categories were mapped to those categories accordingly.

In FY 2020-21, RCMP's total Administration cost was \$1.6M and the HRP's total Administration cost was \$0.5M.

Exhibit 4.9: Current State Policing Costs in HRM - Administration - Total and RCMP/HRP Split

Administration Costs CAD (in 000's)	Historicals		Baseline	RCMP	HRP
	2018-19	2019-20	2020-21	2020-21	2020-21
	Total	Total	Total	Total	Total
O&M					
Office Supplies	191	173	133	42	90
Division Administration	1,573	1,601	1,541	1,541	0
Other Admin	395	366	425	0	425
Sub-total - O&M	2,159	2,140	2,098	1,583	515
Total Costs	2,159	2,140	2,098	1,583	515

*The RCMP costs presented above represent the proportion of the subsidized PPSA cost allocated to the municipality

Other Costs

At \$3.7M, Other costs accounted for 3% of the total policing costs in FY 2020-21. The largest categories of Other costs include contract services, travel, professional services, and legal.

In FY 2020-21, RCMP's total Other cost was \$1.2M and the HRP's total Other cost was \$2.5M.

Exhibit 4.10: Current State Policing Costs in HRM - Other - Total and RCMP/HRP Split

Other Costs CAD (in 000's)	Historicals		Baseline	RCMP	HRP
	2018-19	2019-20	2020-21	2020-21	2020-21
	Total	Total	Total	Total	Total
O&M					
Contract Services	2,195	2,071	1,753	0	1,753
Covert Operations	163	176	149	149	0
Professional Services	411	399	385	340	45
Travel	601	667	429	383	46
Legal	212	331	384	19	365
Custody Transfer	156	177	168	168	0
Miscellaneous	271	353	438	185	253
Sub-total - O&M	4,010	4,175	3,707	1,244	2,462
Adjustments					
Adjustments	-400	-276	-28	-28	0
Sub-total - Adjustments	-400	-276	-28	-28	0
O&M Sub-total	3,610	3,898	3,679	1,217	2,462
Total Costs	3,610	3,898	3,679	1,217	2,462

*The RCMP costs presented above represent the proportion of the subsidized PPSA cost allocated to the municipality

4.f Projected Policing Costs

Total Policing Costs

The HRP's projected policing costs for FY 2021-22 and FY 2022-23 are based on the budgeted numbers from the HRM Budget and Business Plans¹¹ and allocated to cost categories using the same methodology as the current state policing costs.

Similarly the 2021-22 Contract Policing Reconciliation Report¹² and the RCMP H Division FY 2022-23 cost projection were used to estimate the FY 2021-22 and FY 2022-23 Halifax District RCMP policing costs, using the same allocation methodology as the current state costs and assuming that the percent of H Division officers operating within HRM would remain consistent with previous years.

Total policing costs are projected to increase 5.4% to \$130.0M in 2021-22 and another 2.8% in 2022-23 to \$133.6M. The Halifax District RCMP's share of costs is expected to increase from 22.6% in 2020-21, to 23.5% in 2021-22 and 24.5% in 2022-23.

Exhibit 4.11: Total Projected Policing Costs in HRM

Total HRM Projected Policing Costs			
Cost (CAD '000s)	Current State (FY 2020-21)	Projected FY 2021-22	Projected FY 2022-23
Total HR Costs	\$109,550,501	\$116,341,148	\$119,721,516
Total Equipment Costs	\$4,592,037	\$4,868,550	\$4,798,533
Total Real Estate Costs	\$3,399,049	\$3,441,121	\$3,671,619
Total Admin Costs	\$2,098,360	\$1,998,009	\$2,065,632
Total Other Costs	\$3,679,081	\$3,366,605	\$3,350,764
Total Cost	123,319,028	130,015,434	133,608,064

HRP Projected Costs

Total HRP costs are projected to increase 4.2% to \$99.4M in 2021-22 and another 1.5% in 2022-23 to \$100.9M, for a total two year increase of 5.7%. Over these two years, the largest growth comes from HR and Real Estate spend, at 6.2% and 7.5% respectively.

Exhibit 4.12: Total Projected HRP Costs

HRP Projected Costs			
Cost (CAD '000s)	Current State (FY 2020-21)	Projected FY 2021-22	Projected FY 2022-23
Total HR Costs	\$88,706,633	\$92,855,400	\$94,237,000
Total Equipment Costs	\$2,415,142	\$2,304,800	\$2,371,000
Total Real Estate Costs	\$1,365,432	\$1,522,100	\$1,468,200
Total Admin Costs	\$515,374	\$447,400	\$446,400
Total Other Costs	\$2,462,299	\$2,312,500	\$2,423,000
Total Cost	95,464,880	99,442,200	100,945,600

Halifax District RCMP Projected Costs

¹¹ HRM Budget and Business Plan 2022-2023

¹² RCMP Contract Policing Reconciliation Reports Fiscal Year 2021/2022

Total Halifax District RCMP's costs are projected to increase 9.8% to \$30.6M in 2021-22 and another 6.8% in 2022-23 to \$32.7M, for a total two year increase of 17.3%. Over these two years, the largest growth occurs in the HR and Equipment categories, at 22.3% and 11.5% respectively. The increase in HR costs are largely driven by salary increases resulting from the new collective agreement between the Government of Canada and the National Police Federation.

The Halifax District RCMP's costs are projected to grow at a faster rate than the HRP, with HRP's overall costs projected to grow 1.5% from 22-23 and RCMP's costs projected to grow at 6.8% over the same time period.

Exhibit 4.13: Total Projected Halifax District RCMP Costs

Halifax District RCMP Projected Costs			
Cost (CAD '000s)	Current State (FY 2020-21)	Projected FY 2021-22	Projected FY 2022-23
Total HR Costs	20,843,868	23,485,748	25,484,516
Total Equipment Costs	2,176,895	2,563,750	2,427,533
Total Real Estate Costs	2,033,617	1,919,021	2,203,419
Total Admin Costs	1,582,986	1,550,609	1,619,232
Total Other Costs	1,216,782	1,054,105	927,764
Total Cost	27,854,148	30,573,234	32,662,464

**The RCMP costs presented above represent the subsidized cost to the municipality*

5. Evaluation Framework and Current State Observations

This report is intended to present a factual overview of the current state and to document the current model of policing. This report is also intended to serve as a baseline measure which will be a central part of completing a comparative analysis against the recommended model of policing. In order to complete a structured comparison of the current state and the future model of policing an evaluation framework needs to be established. This evaluation framework will be used to provide a framework for the comparative analysis and cost benefit analysis that will be conducted after the completion of the recommendations and design of the future model of policing for HRM.

The evaluation and comparison of the current state against the recommended future model of policing will be completed as a part of the future model recommendations and is not presented in this document. However, a number of observations relating to the current model of policing are presented below.

5.a Evaluation Framework

The Evaluation Framework is built on three main pillars:

1. Alignment with the values and guiding principles defined through the Envisioning sessions and stakeholder engagement completed during the first phase of the study
2. Efficiency and effectiveness of the model of policing in delivering services to the community and in realizing public safety outcomes in alignment with the Community Safety Strategy
3. Financial and Cost Implications

5.a (i) Alignment with Values Defined in Envisioning

An assessment will be conducted to compare how well the current and recommended model of policing for HRM aligns with the values defined by stakeholders engaged as a part of this transformation study and other previous studies and reviews of policing in HRM. The Values that have been identified are:

Values	Description
Accountable and Transparent	Accountable to the community and transparent in actions, decisions and communications with the public.
Representative, Diverse and inclusive	Value and embed diversity, representation from communities served and be inclusive of the unique dimensions, qualities and characteristics of the collective community throughout the policing model and workforce
Preventative and Proactive	Prioritize prevention and problem solving in an effort to proactively reduce crime and disorder and promote community safety.
Collaborative and Integrated	Collaborate and partner across the community safety and wellbeing ecosystem in support of a shared vision, strategy and responsibility for realizing community safety outcomes.
Community-Centric	Recognize and seek to balance the needs, wants and feedback from the community to achieve outcomes that are best for HRM, and the individuals members of the diverse communities within.
Solutions-Focused	Focused on outcomes and solutions through proactive problem solving to serve the community and individuals' best interests.
Engagement-Driven	Seek out and enable consistent and meaningful engagement, feedback and input representative of the communities served to build relationships and trust.
Procedurally Fair	Act fairly in decision making and ensure procedurally fair processes are used in the day to day services and operations, including fairness to the public, partners and

	employees.
Efficient and Responsive	Responsive in service to the public and capable of adapting to feedback, shifting community safety priorities and new information with the intent of continuously improving.
Data and Evidence Driven	Use research and data inform strategy, decisions and actions, while implementing evidence-based approaches to continuously improve outcomes.

5.a (ii) Efficiency and Effectiveness

The evaluation framework will be used to complete a comparative analysis of the efficiency and effectiveness of the current policing model and the future policing model considering different structural, operational and financial elements. The assessment of efficiency and effectiveness will examine the following elements:

- **Structure and institutional elements:** A comparison of the alignment of the policing model structure with strategy, efficient and effective operations including policing model/police services organisational structure and capabilities
- **Governance Structure and Oversight:** An assessment of the effectiveness of Governance and Oversight functions and structures and the alignment with existing governance and accountability models to identified best practices globally
- **Oversight:** How effective oversight, including Civilian Oversight, is in the policing model to improve trust, credibility and accountability of the police service to the public
- **Innovation and Integrations:** An evaluation of the opportunity to introduce innovative practices, integrations with other service providers and alternative approaches to service delivery to drive positive public safety outcomes and efficient operations in the current and future models of policing
- **Adaptability of the Future Model of Policing:** A comparative analysis of the ability of the current and future model of policing to adapt, continuously improve and change in response to the needs of the community, changes to the operating environment

5.a (iii) Financial and Cost Implications

The evaluation framework will include a comparison of the total costs of policing under the current and recommended future models of policing. This assessment will focus on the total costs to the HRM taxpayer including normalization calculations as required.

- **Financial Impacts:** An examination of the financial implications associated with the policing model including costs and resource allocations including a calculation of total cost to HRM

5.b Observations of Current Operations

At a high level, the data and documents provided when combined with stakeholder engagement completed present a picture of a policing model that consists of two distinct police organizations providing services independently of each other within HRM. These organizations both operate and provide an adequate standard of policing (based on commentary from stakeholders). The degree to which the HRP and RCMP operate in coordination is limited. In addition, external partnerships beyond those necessary to provide services or to be compliant with regulatory requirements are not currently in place or fully embedded. Partnerships with the community are informal and typically relate to community engagement rather than service provision or coordination of services. The HRP and RCMP relationship is functional but certainly does not present a picture of collaborative or integrated working with each other or externally beyond standard operations as required.

The governance framework is reliant on 'handshake' agreements and the ability of commanding officers to collaborate or cooperate with each other as they see fit. The formal agreements, standards, and metrics to provide strong governance in a complex dual policing model do not serve the purpose of driving an integrated, accountable approach to policing with meaningful and formal collaboration and partnerships between the HRP, RCMP and the broader community.

Although it is noted that the RCMP and HRP are both seeking ways to partner and engage more meaningfully with community partners - that partnership and collaboration is not yet prioritized as a way to create capacity or deliver

improved outcomes. It does however, demonstrate a recognition of increased expectations from community members. The RCMP Community Action Response Team (CART) initiative and the Mobile Mental Health Crisis teams indicate a willingness to partner which may serve as a roadmap for further opportunities in the future.

Throughout the data and document review, ad hoc interviews, and research conducted to document the current state, a number of observations have been made about current operations that are relevant for understanding the current policing model. These observations are to provide additional context and information to provide information on how the policing model functions today. In some cases these observations are supported by data or documents and in other cases may be notes gathered from anecdotes or unsubstantiated statements from various stakeholders. These observations may be used to inform future recommendations or future state design decisions. These observations are presented below.

Structural Observations:

The overall structure of the policing model with two police service organizations is able to provide an adequate standard of policing (as has been demonstrated historically). However, the dual policing model introduces complexity in governance and in operations. The written and anecdotal information provided from HRM, HRP, Halifax District RCMP, the National Police Federation (NPF) and the Halifax Regional Police Association (HRPA) indicate current operations of RCMP and HRP are generally siloed with limited integration and operation between them.

The siloed nature of the current policing model is reflected in the organizational structures of both police services. The two organizational structures include similar units (Patrol, Investigations, Support Functions) but are organized around geographies and jurisdictions which would indicate limited coordination or integration between services. There are no shared 'professional standards' or 'continuous improvement functions' present in either structure that would help reduce silos and inconsistencies in services between HRP and RCMP. Furthermore, there is a noted lack of structural connection, such as defined roles or units, between the two organizations, which would support a more integrated approach to service delivery.

It is noted that the organizational structures do not include certain functions or structural elements that would support effective partnerships between the RCMP and HRP or between either police service and community groups who may be able to support public safety within HRM.

It is noted that there are no currently active formal connections or regular coordination between the leadership teams of HRP and RCMP which would mitigate and help to reduce some of the siloed elements of operations beyond the senior leadership level. It was noted in written submissions that there are no active or joint management or leadership committees or groups to support a collaborative and integrated approach.

Interoperability Observations:

It is observed that interoperability between the two services is limited. It is noted that there are no current practices which reflect interoperability being prioritized or supported. Examples of such practices could include rotations of RCMP and HRP officers between units and jurisdictions or coordinated shift planning.

The CID is noted to have resources from both the RCMP and HRP which demonstrates a degree of interoperability. There was anecdotal evidence provided from multiple stakeholders to suggest that within CID the RCMP and HRP operations are not always fully aligned and that an 'us and them' mentality sometimes is present. It is further noted that the organizational structure of the CID does not support a fully integrated approach to providing investigations as is reflected by the two units having separate command structures and capabilities without clear governance or an integrated chain of command.

There are foundational elements present in HRM that would support interoperability including the shared communications and dispatch functions and the use of a common records management system (RMS) by both the HRP and RCMP.

It is observed that the HRP and RCMP provide different training programs to their officers with different standards of training provided. It is also observed that coordinated or joint training is limited. The lack of integrated and consistent training between both services is a significant inhibiting factor to interoperability and would likely increase risk to public safety in significant and high risk events.

It is further noted that there is a lack of a shared emergency management function to coordinate resources centrally in the event of highly complex and high risk public safety incidents.

There is no noted shared coordination of resources, deployment schedules or planning which would indicate that the two services operate with limited consideration given to needs outside of their own jurisdictions and detachments. While both the HRP and Halifax District RCMP may request backup from the other organization where required, the deployment of resources is not coordinated on a day-to-day or shift-to-shift basis between the two organizations.

The Halifax District RCMP is currently patrolling a similarly sized population in a much larger geographical area in relation to the HRP jurisdictions, with far fewer resources. The Halifax District RCMP polices 205K HRM citizens across a geographic area of 5,290km² with 184 FTE versus the HRP policing 250K HRM citizens across 200km² with 806.4 FTE. It is noted that these statistics do not represent or provide any indication of the effectiveness of service but rather highlights the distinctly different nature of the geography and operating environments being served by HRP and RCMP. The call volumes between HRP and RCMP provide additional context with 103,977 and 51,489 respectively.

Governance and Oversight Observations:

The dual policing model inherently introduces complexity into effective governance from an overarching model wide perspective as well as at the community level across HRM. The governance framework lacks clarity and strong accountabilities that would allow for an HRM-wide governance model to support integrated and community-centric policing services.

The Police Act embeds a governance framework that inherently inhibits independence of both the Board of Police Commissioners and the Chief of the HRP. The legislative framework sets the Board up to be responsible for, among other elements, the administrative direction, organization and policy required to maintain an adequate, effective and efficient police department.

The decision on the appointment of the HRP Chief of Police rests with the municipal Council with the Chief of Police being accountable to the CAO of the municipality with respect to the implementation and compliance with HRM administrative policies and procedures. There are a range of previous high-profile examples across Canada relating to the inability of a civilian governance body to effectively function that relate directly to the independence of the board and its ability to effectively set policy and appropriately direct its chief of police, free from political interference.

The observed differences in accountabilities of the RCMP and the HRP to the Board of Police Commissioners is a significant inhibitor to effective governance across the policing model in HRM. This current model of accountability where the BoPC acts as an advisor to the RCMP relies on 'goodwill' and creates a dynamic where RCMP leadership has two distinct accountabilities. The accountability to National Command would take precedence over the accountability to the BoPC given the legislative authority given to police boards in Nova Scotia. In essence, the RCMP is in the position of 'serving two masters' but with the primary accountability being to H-Division Command, the Commission of the RCMP and ultimately, Public Safety Canada. This governance structure does not require RCMP to be responsive or prioritize local needs over provincial or federal requirements.

Furthermore, it is observed that the Board of Police Commissioners has not been noted in documentation or stakeholder engagement to make consistent and meaningful use of sub-committees or other forums outside of regular board meetings to fulfill its responsibilities. The presence of appropriate subcommittees or advisory groups that serve to support effective governance in a board structure have not been noted. Furthermore, the size of the BoPC may limit the ability of the BoPC to effectively implement such subcommittees with only 7 members.

There is limited coordinated strategic planning between the RCMP and HRP and budgets, strategic plans and business plans are developed separately. It is further noted that the calendars and timelines for budgeting between the RCMP and HRP are not aligned. There is some alignment between HRP and RCMP driven through Nova Scotia's policing priorities and HRM's community safety plan but there is no observed integration or coordinated planning of operations to support fulfilling those strategies and priorities.

There are observed memorandums of understanding (MOUs) between the HRP and the RCMP and other provincial, federal and municipal agencies. It is also observed that these MOUs are duplicated and are likely to reflect different terms and considerations.

Partnerships and External Integrations Observations:

The Halifax District RCMP and HRP have many informal and formal partnerships with different HRM organizations. The informal partnerships involve a large variety of agencies including school safety resources, restorative justice stakeholders, police advisory boards and community groups. The formal partnerships are with other governmental and public safety agencies, often governed under MOUs, with a number of other MOUs currently under development. In

many cases, both the HRP and Halifax District RCMP have these formal/informal agreements with the same organizations, resulting in duplicated agreements, which are not consistent between the HRP and RCMP and are not managed with consistent practices or agreements. Some of the organizations that have MOUs with both HRP and RCMP are:

- Province of Nova Scotia Alcohol and Gaming Division
- Alert Ready System
- Big Brother and Big Sisters
- Capital Health After Hours Response Service
- Community Services
- Correctional Services Canada
- DOJ re. Domestic Violence Police Case Coordination
- DOJ re. Versadex
- Ground Search and Rescue
- Emergency Response Team
- Mental Health Mobile Crisis Team
- Canada Border Services
- Department of Natural Resources re. Air Services

The use of partnerships to provide services in HRM is limited. The Mobile Mental Health Crisis Teams is the most prominent example of partnerships and external integrations for day to day policing services. No other formal partnerships or agreements with regards to service delivery or multi-agency approaches have been highlighted that indicate any meaningful partnership externally beyond operating agreements required to deliver policing services within regulations.

There is also limited noted partnership or formal agreements between the HRP and RCMP to support integrated policing for training, data sharing and collection, shared use of resources and assets, agreed operating procedures or standards, or other operations within day-to-day service delivery. There are MOUs for specialist units such as SIRT, ERT, forensic service providers, and air support. It was also noted anecdotally that the lack of integration, MOUs and other agreements between the RCMP and HRP is creating service gaps by a number of stakeholders including in written submission from the RCMP.

It is noted that HRP and RCMP and other stakeholders highlighted the need and opportunity for further partnership and integration as significant opportunities for improvements in service delivery.

Table of Individual Observations:

Category	Observation	Description
Structure	Variances in Organizational Structures	The differences in organizational charts reflect inconsistent structuring of services/capabilities, units and capabilities between the HRP and RCMP within HRM.
Structure	No Structural Elements Supporting Integration or Partnership	The structures of both HRP and RCMP are geographically organized and do not clearly indicate structural integrations or coordination at any level between services. Even with the CID structure of units in both organizations there are variations in capabilities and functions.
Resource Deployment	Deployment of Resources	Deployment of resources is not coordinated on a day-to-day or shift-to-shift basis between the HRP and RCMP.
Resource Deployment	Officers per population serviced	Halifax District RCMP polices 205K HRM citizens with 196 sworn officers versus the HRP policing 250K HRM citizens with 516 sworn officers
Resource Deployment	Officers / size of patrol region	Halifax District RCMP polices 5,290km ² with 196 sworn officers versus the HRP policing 200km ² with 516 sworn officers
Interoperability	Use of different	Halifax District RCMP and HRP use Versadex compared to H

	records management systems	Division RCMP using PROS.
Interoperability	No Noted Patrol Rotations	There are no noted examples of patrol rotations between HRP and the RCMP to support integrated services and interoperability
Interoperability	Inconsistent Training Standards	The HRP and RCMP do not have consistent training curriculums or programs to support consistent services, standards and interoperability
Interoperability	Lack of culture of collaboration between HRP and RCMP	It was noted anecdotally from several stakeholders on separate occasions that there is an undertone of 'us vs them' and competitiveness between the HRP and RCMP including within CID. No data was collected to corroborate this perception.
Interoperability	Joint Dispatch and CAD	Consolidated communications centres with common radio communications and dispatch centres are utilized within HRM and provided by HRM to the RCMP.
Interoperability	Consolidated Records Management System	HRP and RCMP both utilize the Versadex platform for records management
Interoperability	Lack of MOUs between HRP and RCMP	It was noted by the RCMP that there is a lack of MOUs between the HRP and RCMP and this lack of MOUs has led to service delivery gaps. No other data or information was collected to validate this observation.
Services and Capabilities	Inconsistent Units and Services	The RCMP and HRP do not have consistent units or capabilities. Specialist services and units vary between each service.
Services and Capabilities	CID	There is an integrated investigations unit within HRM that delivers joint investigations with resources from both HRP and RCMP
Partnerships	Informal Partnerships	Both the RCMP and HRP utilize informal partnerships with a wide variety of agencies and organizations including school safety resources, restorative justice stakeholders, police advisory boards and community groups. These informal partnerships are not consistent between the HRP and RCMP. No data was collected to assess the effectiveness or outcomes related to these partnerships.
Partnerships	Formal Partnerships	The RCMP and HRP have a number of formal partnerships and MOUs with other governmental and public safety agencies and have a number of other MOUs under development.
Partnerships	Duplicated Partnerships	There are a number of organizations who are partners with both the HRP and RCMP independently and are not managed with consistent practices or agreements.
Governance	Role of the Board of Police Commissioners	The Police Act embeds an inherent lack of independence for the BoPC which may be impacting its ability to effectively govern, particularly in the context of the complexities of a dual policing model.
Governance	Role of the Board of Police Commissioners	The role in providing oversight is inconsistent between the RCMP and HRP and the obligation in being responsive to the BoPC for the HRP and RCMP varies.

Governance	Lack of integrated strategic planning	There is no noted integration, connection or consistency in the strategic planning processes between HRP and RCMP within HRM.
Governance	Dual Accountability of the Chief Officer/Chief of Police for HRP	The Police Act places the responsibility for hiring and appointing the chief officer of municipal police services with the municipal council. The relationship between the BoPC and council and between the BoPC and the Chief of HRP is likely impacted by this in a way that inhibits the effectiveness of the system.
Governance	Lack of integrated budgeting and financial planning	The current budgeting cycles for RCMP and HRP do not align and the financial planning processes are not integrated with varying dates and timelines that result in disjointed financial planning processes for HRM Council.
Governance	Lack of integrated leadership and management practices	There is no noted integration or connection between senior leadership, management teams and management practices of the HRP or RCMP to support an integrated policing model.
Governance	MOUs are not consistently reviewed and many are stale dated	Joint operations and integrated teams between the RCMP and HRP are governed by MOUs which have not been amended since their creation in the early 2000s, inhibiting effective integration, and creating challenges in responding to complex incidents.
Governance	Inconsistent complaints processes	The process and mechanism for receiving, adjudicating and responding to complaints between the HRP and RCMP is not consistent.

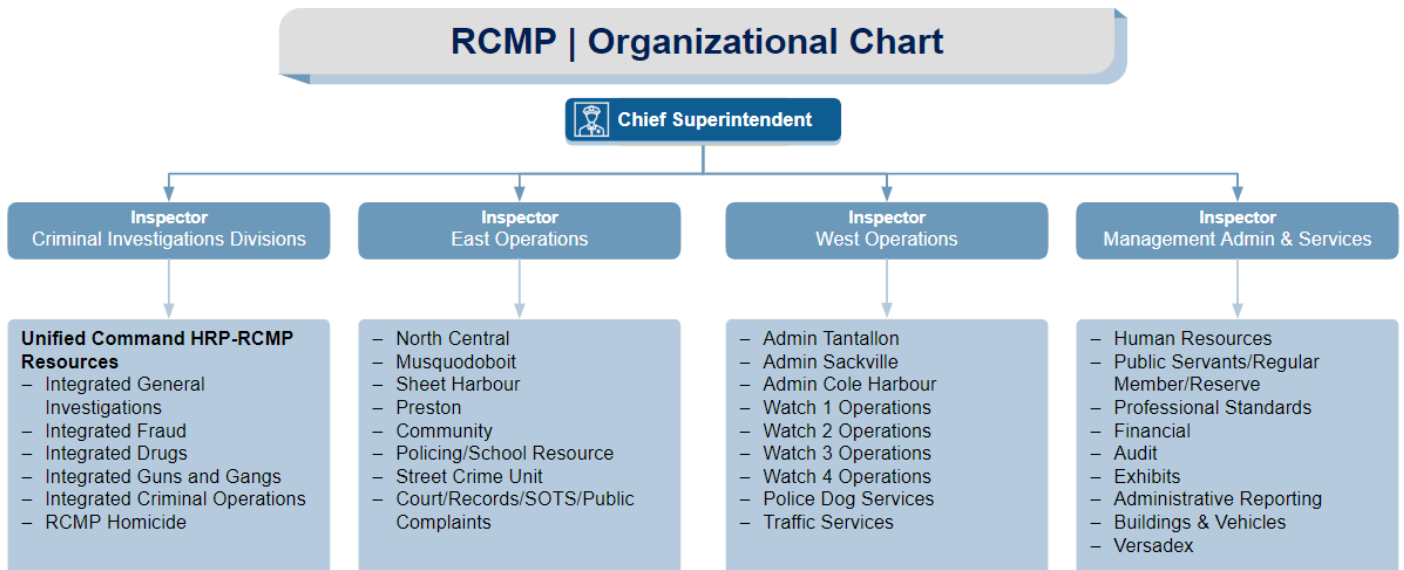
Many of the observations noted in terms of interoperability, services, structure, resources and partnerships relate to or are symptoms of gaps or weaknesses in the governance model, structure and mechanisms in place today. Governance, or a lack thereof, is a common and overarching theme that impacts and drives many of the observations noted above. The governance model is not structured or supported to enable integrated community safety approaches, interoperability or to maximize the use of existing resources and services within HRM.

Supplement

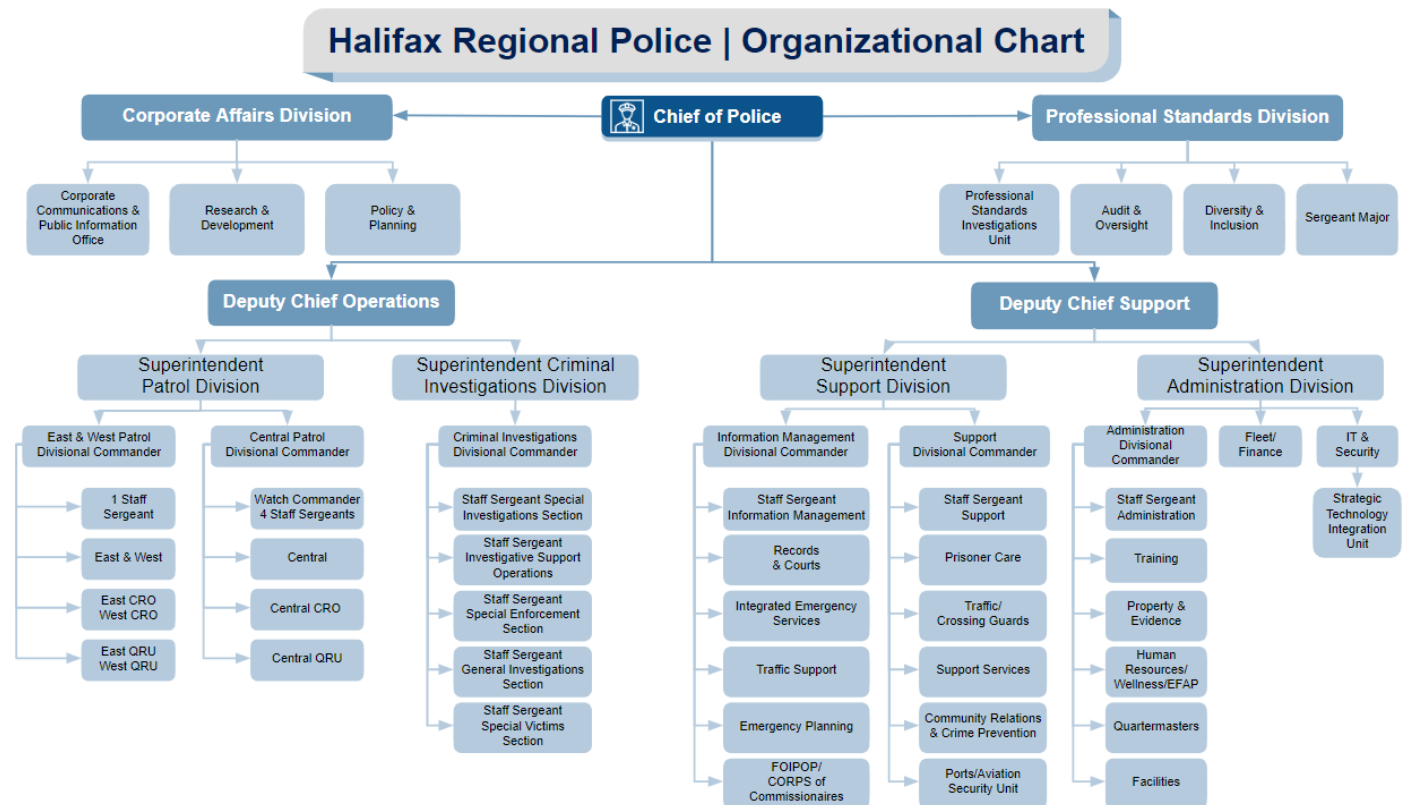


6. Supplement

Appendix 1: Detailed Halifax District RCMP Organizational Chart



Appendix 2: Detailed HRP Organizational Chart



Appendix 3: List of HRP MOUs

MOU Title
MOU HRP and Province of Nova Scotia Alcohol and Gaming Division
MOU Alert Ready System
MOU Back UP IES and RCMP OCC Truro
MOU Big Brother and Big Sisters
MOU Capital Health After Hours Response Service
MOU Community Services
MOU Correctional Services Canada
MOU DNS
MOU DOJ re. Domestic Violence Police Case Coordination
MOU DOJ re. Versadex
MOU Ground Search and Rescue
MOU HRCE and HRP 2020
MOU HRP and HRPA re Emergency Response Team
MOU HRP and Valley Communications
MOU Mental Health Mobile Crisis Team
MOU Canada Border Services
MOU with Department of Natural Resources re. Air Services
SLA Halifax Harbour Bridges
SLA HRP and HRM ICT
SLA HRP and HRM TPW re Parking Enforcement
SLA HRP_ IES and Halifax Port Authority
SLA IES and HRFE

Appendix 4: List of RCMP MOUs

Agency/Agencies
Province of Nova Scotia
Canada Border Services Agency, Department of Fisheries and Oceans, Canadian Coast Guard, Department of National Defense, Canadian Forces, Transport Canada
Canada Border Services Agency (CBSA)
Nova Scotia Department of Justice (DOJ)
Department of Labour



Alcohol, Gaming, Fuel and Tobacco Division
Department of Fisheries and Oceans (DFO)
Public Safety Canada
Environment & Climate Change Canada
Nova Scotia Community College
Correctional Services of Canada
Department of National Defence (DND)
Canadian Criminal Real Time Identification Services
Halifax Regional Municipality
RCMP & Pipes and Drums
RCMP Veterans Association
Nova Scotia Provincial School Police Protocol
Halifax Regional Police (HRP)
Parole Board of Canada
Access Nova Scotia
Nova Scotia Vehicle Compliance
Nova Scotia Medical Examiner Service
Safe Communities (SCAN)
Community Justice Society - Restorative Justice
Department of Natural Resources (DNR)
Mobile Mental Health Crisis Team (MMHCT)
Transportation and Public Works



Glossary

7. Glossary

Acronym/Term	Definition
AOP	Additional Officer Positions
BoPC	Board of Police Commissioners
CAD	Computer Aided Dispatch
CAO	Chief Administrative Officer
CART	Community Action Response Team
CID	Criminal Investigations Division
C&IP	Contract and Indigenous Policing
CISNS	Criminal Intelligence Service of Nova Scotia
CPIC	Canadian Police Information Centre
CROPS	Criminal Operations
DOJ	Department of Justice
ERT	Emergency Response Team
FP	Federal Policing
FTE	Full-Time Equivalent
FY	Fiscal Year
GIS	General Investigative Section
HEAT	High Enforcement Action Team
HR	Human Resources
HRP	Halifax Regional Police
HRPA	Halifax Regional Police Association
HRM	Halifax Regional Municipality
HTU	Nova Scotia Human Trafficking Unit
ICE	Internet Child Exploitation Unit
IES	Integrated Emergency Services

ISO	Investigative Support Operations
LAST	Legal Applications Support Team
MOU	Memorandum of Understanding
NCO	Non-Commissioned Officer
NPF	National Police Federation
NPS	National Policing Services
NS	Nova Scotia
NWEST	National Weapons Enforcement Support Team
OCC	Operational Communications Centre
PPOC	Provincial Proceeds of Crime
PPSA	Provincial Police Service Agreement
PROS	Police Reporting and Occurrence System
RCMP	Royal Canadian Mounted Police
RMS	Records Management System
SAIT	Sexual Assault Investigation Team
SCEU	Street Crime Enforcement Unit
SES	Special Enforcement Section
SIS	Special Investigation Section
SIRT	Serious Incident Response Team
SOT	Summary Offence Tickets
SVS	Special Victims Section
UCR	Uniform Crime Reporting
VICLAS	Violent Crime Linkage Analysis System



**Halifax Regional
Municipality (HRM)
Policing Model Transformation Study**

Blueprint Report

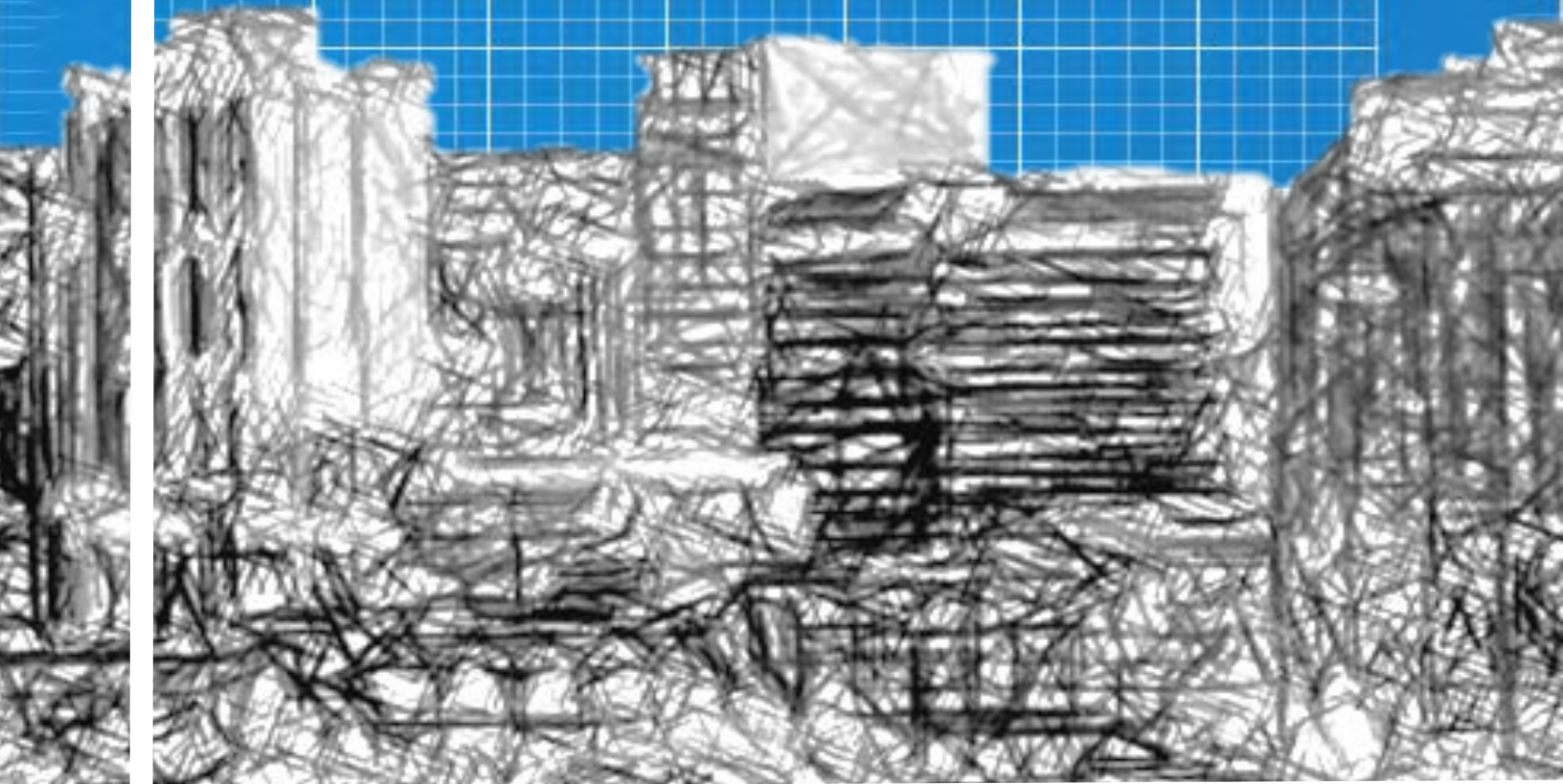


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Executive Summary



Executive Summary

Through the Halifax Regional Municipality (HRM) Policing Model Transformation Study, HRM has the unique opportunity to build a collaborative vision for what the future model could look like. Obtaining stakeholder perspectives early in the process is a critical component of the approach for this study because it ensures that the voices and needs of the diverse communities in HRM are front of mind. This report is the output of the first phase of the Transformation Study, to synthesize the ideas of stakeholder engagement sessions held between June - July 2022, written submissions from stakeholders, and a review of previous reports and engagement conducted in previous studies in HRM.

Using PwC's Envisioning Framework, participants were guided through moderated discussions and exercises that touched on critical components of the future policing model

6 sessions were held which included community groups, police services representatives, HRM administrators, Department of Justice representatives, Board of Police Commissioners, Council and other stakeholder groups.

Written submissions were requested to be structured using the same elements of Envisioning to supplement the feedback and inputs collected during the in-person sessions. Additionally, results and inputs from stakeholder engagement were collected and synthesized from previous studies and reports where stakeholder engagement was completed.

These different inputs were used to identify and develop:

- 1 **Values:** The values articulate the goals and the DNA of the future model: "Where are we trying to go, and who do we want to be?"
- 2 **Guiding Principles:** Guiding principles flow from the values and are a framework to guide decision making through future state design "Does the future design align with the values and outcomes we are trying to achieve?"
- 3 **Key Considerations and Priorities:** Priorities and key considerations, are simply stated, outcomes or elements of the future model that are important to the community and stakeholders. "What's important to HRM?"



Executive Summary

Well defined and agreed upon values act as the “organizational DNA” that permeates across all mindsets, dealings and behaviours of the future policing model. These values will provide a consistent foundation for all processes and support the future policing model by providing a shared purpose and expectations. Effective values need to be deeply ingrained, and should not be compromised at the expense of short-term objectives. The ability of a future police service to articulate and effectively live by its values will determine how much trust communities have in their police service.

The values described below are intended to be reflected and embedded in every aspect, action and decision within the future policing model in HRM.

Summary of the Future Policing Model Values



**Accountable
&
Transparent**



**Representative,
Diverse &
Inclusive**



**Preventative
& Proactive**



**Collaborative
& Integrated**



**Community
Centric**



**Outcomes
Focused**



**Engagement
Driven**



**Procedurally
Fair**



**Efficient &
Responsive**



**Evidence
Led & Data
Driven**

Executive Summary

The Guiding Principles flow from the Values and articulate how the values will be applied in practice to a future policing model as it seeks to inform design choices and develop the future model. Guiding Principles are general rules and guidelines that inform and support the way in which the future model will fulfil its values. The Guiding Principles set out a framework that is used to repeatedly test and validate the future model recommendations and establish high level outcomes.



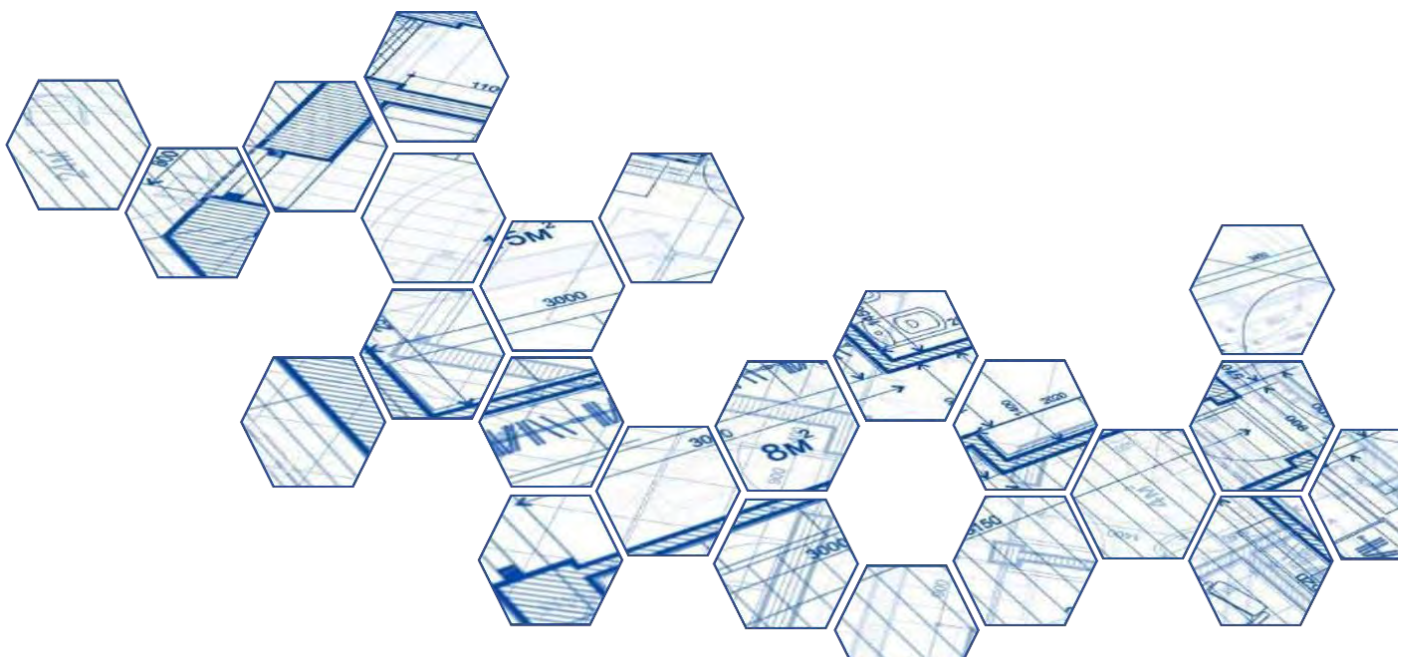
Executive Summary

Stakeholders highlighted a number of important priorities for the future model. A consistent and prominent theme throughout all the Envisioning sessions and written submissions focused on viewing policing as a component of the 'community safety ecosystem'. Stakeholders consistently expressed that the future policing model should develop strong partnerships with other agencies in the ecosystem. There was a considerable emphasis on having community wellbeing at the heart of policing - guiding all actions, communications and decision making.

Stakeholders also proposed diversity, inclusion, and representation within the policing model and the workforce to be essential in the future policing model; comprising diversity of thought, background, education, profession, experiences, ethnicities, sexual orientations and gender. Stakeholders articulated the need for cross-pollination in policing leadership from various organizations in the leadership and governance structures.

Community engagement and transparency in communications, operations and actions was consistently highlighted as a key enabler for the future model. The governance structure is perceived to lack clarity and transparency by community members. It was also noted that the future policing model should include stronger accountability to the community being served.

This report will be the foundation for developing the recommended future state model of policing in HRM. Moving forward the project team will build on the concepts explored through the Envisioning Sessions and utilize them as critical inputs used to develop a recommended future policing model that reflects the values, guiding principles and priorities articulated by community members.





Background



Background

Background for the Policing Model Study in HRM

Halifax has a distinct policing model consisting of their own municipal police, Halifax Regional Police, as well as the RCMP. The municipality is currently in the midst of a policing model transformation study to provide a recommended future model of policing that will:

1. Improve the quality and effectiveness of the police's service, standards and delivery within HRM; and
2. Better integrate policing with the broader community safety and wellbeing ecosystem

The municipality contracted PricewaterhouseCoopers LLP, an independent contractor, to deliver this study of the policing model to be completed in late 2022.

Globally governments, the public and police services are examining policing models and the role of police service within the ecosystem of community safety in response to long term trends and acute triggering events such as the death of George Floyd. Locally, HRM is examining their own policing model and how police services are delivered. A number of studies and events have contributed to the examination of the policing model, services and role of the policing within the regional municipality.

In addition, the Mass Casualty Commission is an independent body, currently inquiring into the April 2020 Nova Scotia Mass Casualty incident in which 22 people were killed in the province. The mandate of the Commission includes making findings on:

- The causes, context and circumstances giving rise to the April 2020 mass casualty;
- The responses of police, including the Royal Canadian Mounted Police (RCMP), municipal police forces, the Canada Border Services Agency (CBSA), the Criminal Intelligence Service Nova Scotia, the Canadian Firearms Program and the Alert Ready program; and
- The steps taken to inform, support and engage those most affected.

The incident has invited widespread scrutiny into the role of police, integrations within the dual model and questions around accountability and internal processes. The Halifax Street Check Report (2019) and Defunding the Police: Defining the Way Forward (2019) report also provide insight into public opinion and points of scrutiny in current policing practices within HRM.

Through the development of a renewed Public Safety Strategy rooted in an integrated, upstream, collaborative and community-based framework, HRM has directed staff to 'reimagine public safety'. Although the purpose of this study centres on the dual policing model in HRM, it is rooted within a move toward a broader, inclusive approach to community safety. As such, the core of the methodological approach of this study is intended to reflect the communities served, fairness, accountability and trust.

This report seeks to establish the values, guiding principles and priorities for the future policing model design in HRM. These elements will be used to make design decisions and recommendations that are intended to turn these values and priorities into tangible characteristics, capabilities, structures and components of the future policing model.



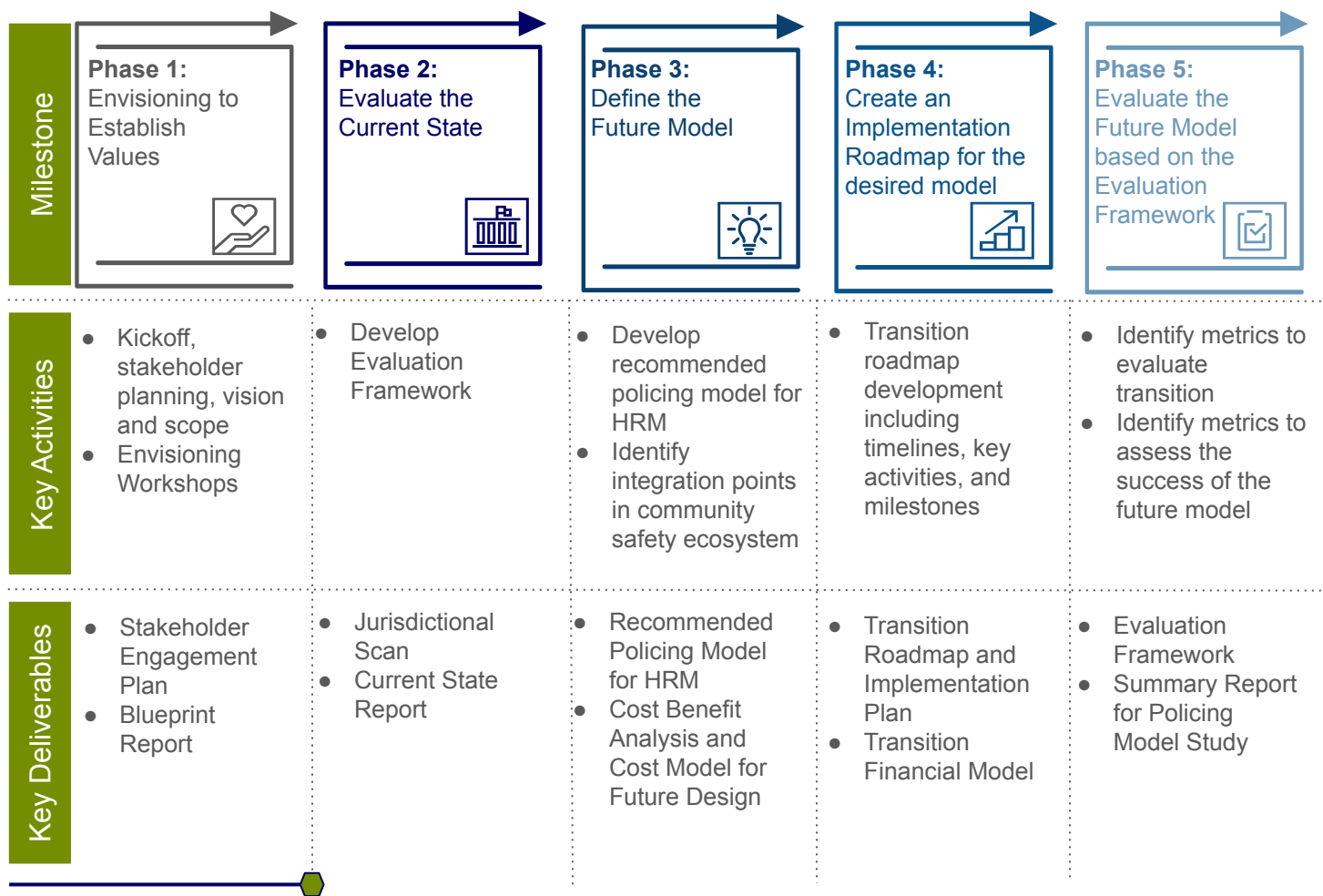
Approach

Project Approach

The completion of this study will follow a 5 phase approach with each phase have specific intended outcomes:



Project Overview on a Page



Envisioning Approach

The approach utilized for Phase 1: Envisioning a future policing model was grounded in getting feedback from selected stakeholders about a future vision, capabilities and key success criteria for a future provincial police service. Envisioning the future policing model is about beginning with the end in mind.

Halifax Regional Municipality specified a list of stakeholders to be engaged during the Envisioning Sessions. This involved virtual workshops, interviews and written engagement. Findings from the workshops, interviews and written submissions have been referenced throughout this document, as well as stakeholder contributions from other reports such as the Halifax Street Checks Report (2019), Defunding the Police: Defining the Way Forward in HRM (2019) and Framework for Anti-Black Racism Strategy and Action Plan Development (2021).

The project team, including an Advisory Board collaborated to summarize all the inputs to develop values, guiding principles, key considerations and priorities that will be considered in developing the future model of policing in HRM.

Envisioning Framework

One of the tools used to guide discussions for Phase 1 is the Envisioning Framework, which we took stakeholders through in Envisioning workshops. There were 6 key areas of focus that were identified for the envisioning discussions for the future policing model. These 5 key focus areas are shown in the graphic below.

The different areas of focus were designed to ask high level questions to engage with stakeholders to collect their ideas about what the future policing model in HRM could, or should include as a part of the organizational culture, priorities, enablers and operations.

This Framework allowed for a divergence of perspectives to be incorporated and brought together to be included as an input into the Transformation Study and the development of a future policing model that meets the needs of all communities within HRM. Utilizing the Envisioning Framework to facilitate structured conversations that did not limit the direction or type of feedback provided. This allowed for fulsome discussions that were intended to be entrenched in thinking about the future while incorporating ideas to resolve some of the challenges faced in providing public safety services in HRM today.



What questions were asked in Envisioning?

The different areas of focus were designed to ask high level questions to engage with stakeholders to collect their ideas about what the ideal future policing model in Halifax Regional Municipality could, or should include as a part of the organizational culture, priorities, enablers and operations. The high level questions used to facilitate the Envisioning Sessions and as a part of the request for written submissions are presented below.

Priorities

How would you describe the most desirable future of policing? What outcomes are most important in the future model? What changes are required?

Key Success

Regardless of the model, what are some of the key success factors that must be in place for it to be considered successful?

Services & Capabilities

What capabilities does the future model of policing need to be successful? What should the future policing model be able to do to support effective services or improve the way the model functions?



Critical Workforce Traits

What are the key workforce traits of the future model? What values should the workforce demonstrate? How should the workforce interact with the community?

Governance

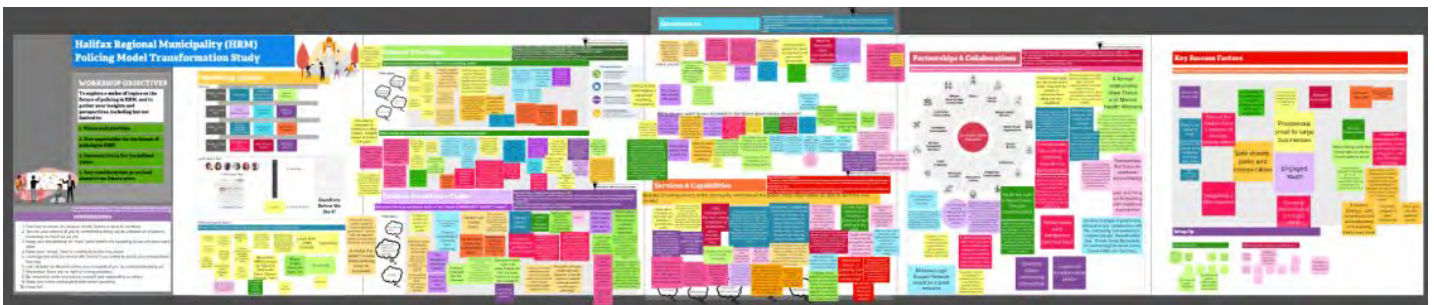
How would you know the future policing model is accountable to the community? What do you want to see included in the future governance structure?

Partnerships & Collaboration

What opportunities exist for formal and informal partnerships? How should the future policing model enable partnerships with the broader community safety ecosystem?

Envisioning Session Results

The Envisioning Sessions were conducted virtually using MURAL to facilitate and simulate the experience of a collaborative whiteboard session. This project owes a great deal of thanks to those stakeholders who chose to participate and contribute both in the sessions and by submitting written submissions. An example of the degree of engagement is provided in the image below which depicts the number of virtual 'sticky notes' collected in the Community Member engagement session.



Envisioning by the Numbers

6 Topics



7 Days



22 Organizations

45 Poll EV Responses

56 Pages of Notes

225+ Sticky Notes



Organizations in Attendance

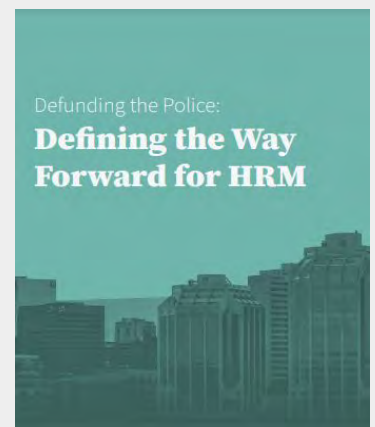
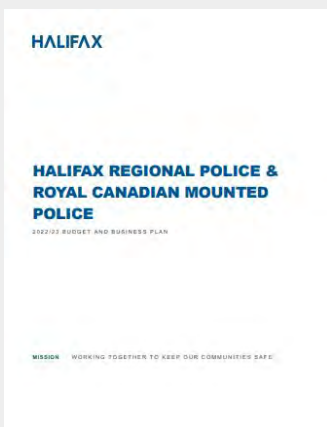
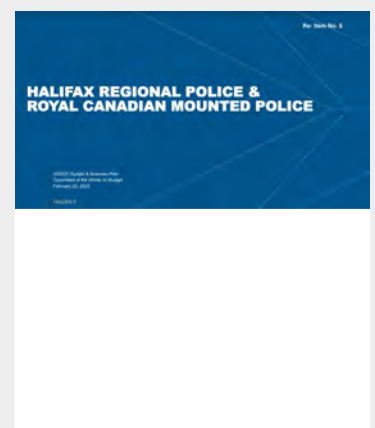
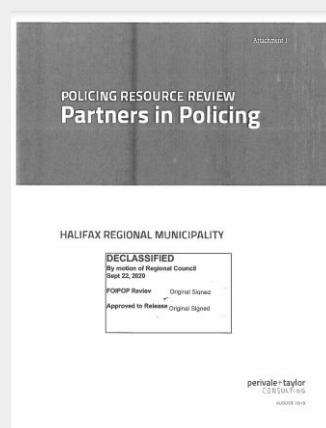
- Dalhousie Legal Aid
- Navigator Street Outreach Program
- Nova Scotia Health (Sexual Assault Nurse Examiner Leader)
- Shelter Nova Scotia
- Nova Scotia Health
- Healthy Minds Cooperative
- The Peoples' Counselling Clinic
- African Nova Scotian Justice Institute
- Youth Project
- Nova Scotia Department of Justice
- Halifax Regional Police Association
- National Police Federation
- Halifax Board of Police Commissioners
- HRM Housing and Homelessness
- Diversity, Equity, and Inclusion North End Community Health Centre
- African Nova Scotian Decade for People of African Descent Coalition (DPAD)
- Association of Black Social Workers
- HRM Council
- Delmore "Buddy" Daye Learning Institute
- Government Relations and External Affairs, HRM
- Royal Canadian Mounted Police
- Halifax Regional Police
- Diversity and Inclusion, HRM

Other Inputs to Envisioning

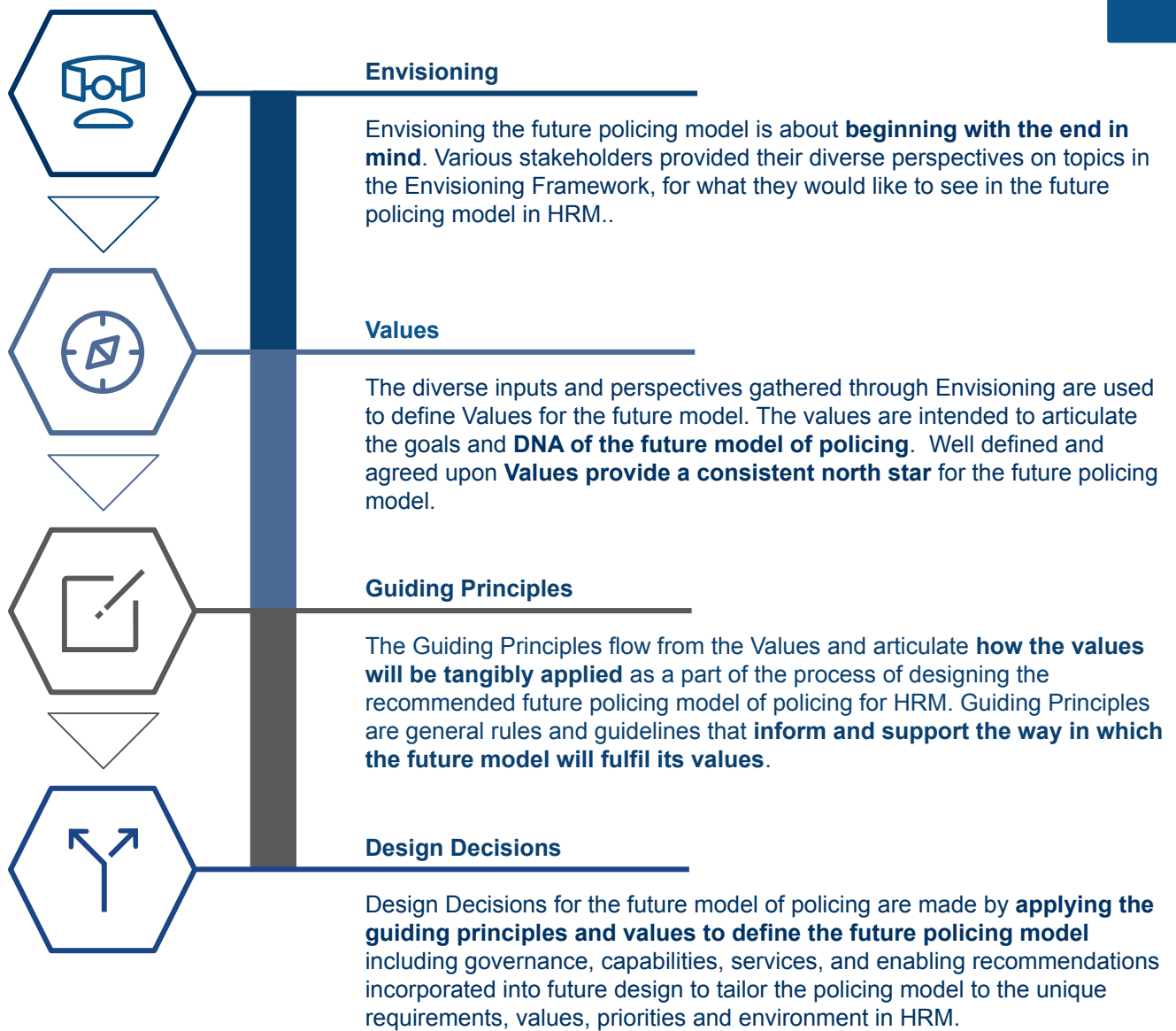
Additionally, stakeholder groups were given the opportunity to provide written submissions to supplement and support the virtual Envisioning workshops that were held. The questions for written submissions followed the structure of the Envisioning framework described above.

In recognition that HRM has conducted a number of studies and reports that included extensive stakeholder engagement, this project has reviewed and incorporated the feedback from stakeholders given in past engagements as an input into the values, guiding principles and key considerations highlighted in this document. These reports and documents include:

- ✓ Public Safety Strategy 2018-2022: Making Halifax a safe place to live, work learn and play
- ✓ Halifax, Nova Scotia: Street Checks Report (March 2019)
- ✓ Policing Resource Review: Partners in Policing
- ✓ HRP & RCMP Budget and Business Plans
- ✓ Framework for Anti-Black Racism Strategy and Action Plan Development
- ✓ HRM Diversity & Inclusion Framework
- ✓ Defunding the Police: Defining the Way Forward for HRM



How does Envisioning, the Values & Guiding Principles inform future model recommendations?





Values of the Future Policing Model

Well defined and agreed upon values act as the “organizational DNA” that permeates across all mindsets, dealings and behaviours of the future policing model. These values will provide a consistent foundation for all processes and support the future policing model by providing a shared purpose and expectations. Effective values need to be deeply ingrained, and should not be compromised at the expense of short-term objectives. The ability of a future police service to articulate and effectively live by its values will determine how much trust communities have in their police service.

The values described below are intended to be reflected and embedded in every aspect, action and decision within the future policing model in HRM.

Summary of the Future Policing Model Values



**Accountable
&
Transparent**



**Representative,
Diverse &
Inclusive**



**Preventative
& Proactive**



**Collaborative
& Integrated**



**Community
Centric**



**Outcomes
Focused**



**Engagement
Driven**



**Procedurally
Fair**



**Efficient &
Responsive**



**Evidence
Led & Data
Driven**

Values of the Future Policing Model



Accountable to the community and transparent in actions, decisions and communications with the public and partners

Accountable & Transparent



Value and embed diversity and representation from communities served while being inclusive of the unique dimensions, qualities and characteristics of the collective community.

Representative, Diverse & Inclusive



Prioritize prevention and problem solving in an effort to proactively reduce crime and disorder and promote community safety.

Preventative & Proactive



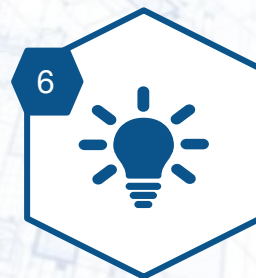
Collaborate and partner to provide services across the community safety and wellbeing ecosystem **in support of a shared vision, strategy and responsibility** for realizing community safety outcomes.

Collaborative & Integrated



Recognize and seek to balance the needs, wants and feedback from the community to achieve outcomes that are best for HRM and the individuals members of the diverse communities within.

Community Centric



Focused on outcomes and solutions through proactive problem solving and to serve the community and individuals' best interests

Solutions Focused

Values of the Future Policing Model



7 Seek out and enable consistent and meaningful engagement, feedback and input from diverse communities and groups to build relationships and trust between police and community.

**Engagement
Driven**



8 Act fairly in decision making and ensure procedurally fair processes are used in the day to day services and operations, including fairness to the public, partners and employees.

**Procedurally
Fair**



9 Responsive in service to the public and capable of agile adaptation to feedback, changing community safety priorities and new information with the intent of continuously improving and delivering better outcomes for the communities and people in HRM.

**Efficient &
Responsive**



10 Recognize and seek to balance the needs, wants and feedback from the community to achieve outcomes that are best for HRM and the individuals members of the diverse communities within.

**Evidence
Led & Data
Driven**

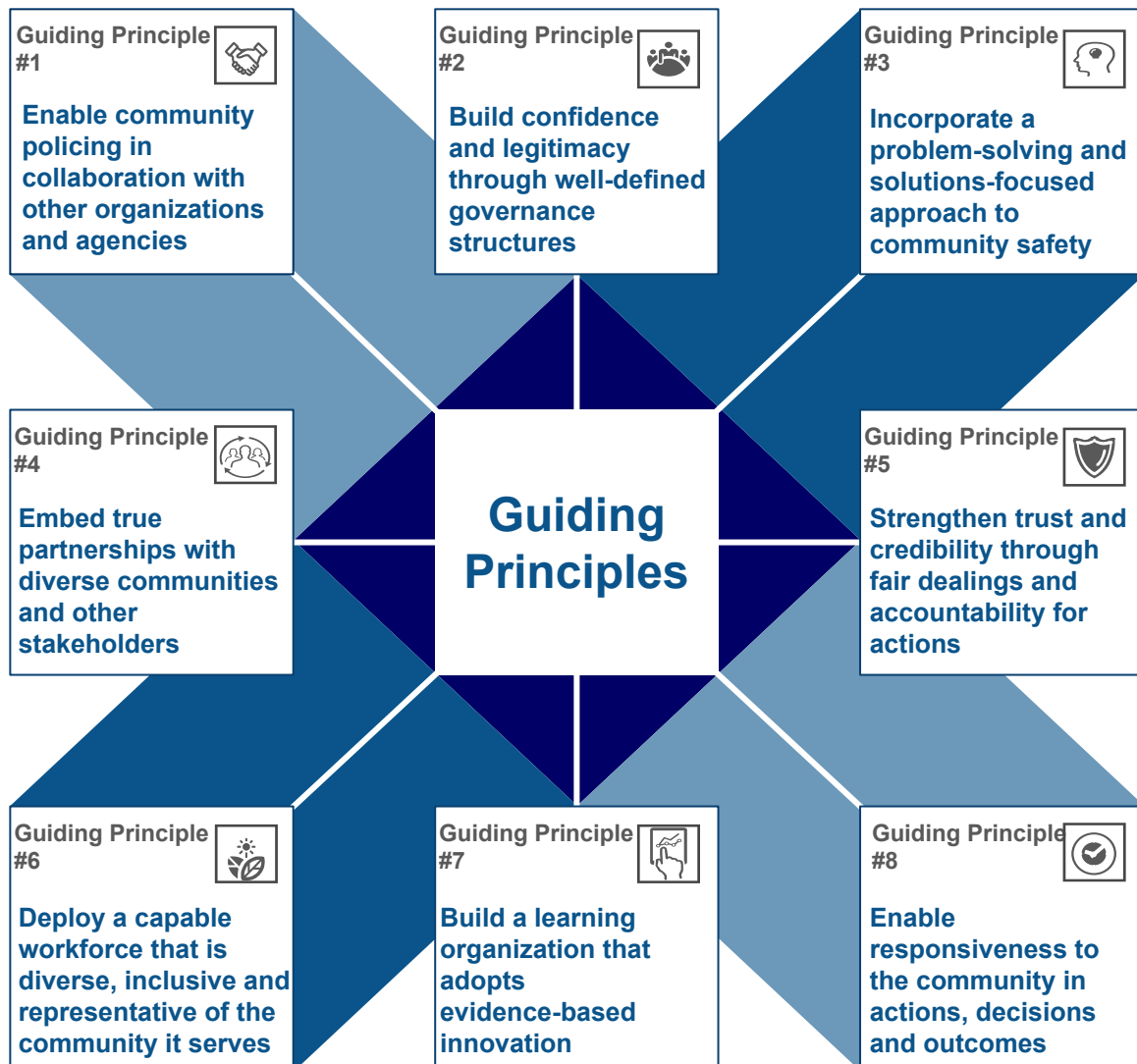


Guiding Principles



Guiding Principles of the Future Policing Model

The Guiding Principles flow from the Values and articulate how the values will be applied in practice to a future policing model as it seeks to inform design choices and develop the future model. Guiding Principles are general rules and guidelines that inform and support the way in which the future model will fulfil its values. The Guiding Principles set out a framework that is used to repeatedly test and validate the future model recommendations and establish high level outcomes.



Guiding Principle #1:

Enable community policing in collaboration with organizations and agencies within the community safety ecosystem

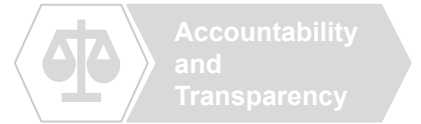
The future policing model in Halifax Regional Municipality (HRM) should enable and support a holistic approach to community safety by embedding partnerships, collaboration and integrations across the community safety ecosystem through formalized capabilities, structures and roles. This involves developing and formalizing partnerships with other organizations and agencies in order to enable services from resources with the right skills and expertise at the right time.

Sharing information across partner agencies will enable effective collaboration and early intervention to maintain community safety. It will also leverage the strengths, expertise and training of various professionals and deploy the best-suited resource to each service call. The future model should identify points of intersection and consider opportunities for collaboration, sharing resources, pooling budgets and co-location of service providers to drive collaboration in realizing public safety outcomes.

Why this is important for HRM?

There is a growing appetite in HRM communities to re-think the services provided by police and take a multidisciplinary approach in cases where sworn police officers are not necessary. Envisioning participants voiced that police officers can do more harm than good in some cases, especially in calls related to mental health and social disorder.

Having a multi-sectoral approach is the key driver behind the The community safety Strategy (2018-2022), which emphasizes incorporating other levels of government, corporate sector, non-profit sector and communities to enhance public safety. These concepts are echoed in the report 'Defunding the Police - Defining the Way Forward for HRM', which calls for "detasking" police and "retasking" more appropriate community service providers.



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Guiding Principle #2:

Build confidence and legitimacy through well-defined governance structures that include the community to drive accountability and transparency

The future policing model should prioritize clarity in governance and accountability by defining roles simplifying structures, and embedding community input to increase transparency and accessibility for the community. Well-defined and well-communicated governance structures will enable an approach responsive to community needs and expectations, while supporting citizens in understanding who is responsible for different elements of governance including:

- Strategy, Policy and Priority Setting
- Operational Oversight
- Operational Decision Making and Actions
- Financial Management
- Performance and Day-to-Day Service
- Community Safety Outcomes

When designing the future model of policing in HRM, it is critical to ensure that an appropriate governance model is in place to provide oversight and ensure that the police model is responsive, accountable, fair, and transparent with responsibilities clearly defined across the governance model. Introducing greater accountability and transparency into the future model will be a foundational element to be considered as a priority in the design. The need to be responsive within the ways in which community representation and mechanisms for meaningful feedback are incorporated into the governance model, was highlighted extensively by stakeholders. Accepting community input without meaningful and visible response was noted to erode trust and credibility across the policing model.

The future model of policing should incorporate diversity of representation, experience, and skills through the governance model. Providing the opportunity for meaningful representation and incorporation of diverse professional and leadership experience from across the community safety ecosystem will set the tone for diversity, representation and collaboration throughout the police model. Diverse and skill-based elements within the governance structure should also result in more effective, holistic decision-making processes, more effective and efficient use of resources in alignment with community needs, public safety priorities and desired outcomes.



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Why this is important for HRM?

A strong governance function and clearly defined and delineated accountabilities are the building blocks of trust, credibility and legitimacy. Effective governance necessitates the inclusion of community voices at both the foundation and as a mechanism for ongoing feedback, accountability and influence external input into how the policing model is governed. This is a critical component of driving accountability, trust and credibility within the communities being served.

Stakeholders expressed feedback around the importance of a dual policing model with multiple layers of accountability and chains of command to support and embed interoperability at its core, the success and sustainability of which necessitates a strengthened governance framework.

Community members expressed a lack of clarity around governance and accountability structures, including with respect to roles and responsibilities as well as broadly the governance function itself, which influences their ability to have confidence in the delivery of police services and policy agencies overall. This lack of clarity at a systemic level has contributed to a loss of community confidence in the police. Success of the future model will be predicated on the establishment of a foundation of trust where the community is invested in the service delivery, where they use resources more effectively and are aligned with the Public Safety Strategy's (2018-2022) guiding principles to drive better outcomes for the community.

By having diversity within governance and leadership, the needs and priorities of different communities can be considered and well-represented in accountability structures. When stakeholders were asked about what accountability in policing should look like, one stated:

“The policing model will be responsive to the communities’ needs, minimize potential harm, and fully represent the communities it serves in its officers in the community, governance, leadership, policy, implementation of policy, as well as continuous monitoring and evaluation of all activities.”

“

Racial profiling and trust in the police will never improve if the police still get to police themselves. The community does not trust the current system. They know that complaints are not taken seriously and that the police will always win. The current system is not empowering, it's not fair, and it does not promote change.

- Halifax Street Checks Report (2019)

Guiding Principle #3:

Incorporate a problem-solving and solutions-focused approach to community safety within the policing model that is proactively centred around community wellbeing

The future model of policing should embed proactive problem solving and outcome focused approaches to address the root causes of crime and disorder. This could include utilizing multi-agency and multidisciplinary service delivery models, incorporating integrated case management, information sharing, integrated services and collaborative outcome focused strategy development. This will support at-risk individuals with access to the resources they need to stay safe and well, while also keeping wellbeing at the forefront of policing responses.

Proactive problem solving and focusing on outcomes as a key element of the future policing model will assist in developing a model that enables tangible solutions in support of addressing root causes of crime and disorder. The future policing model should, wherever possible, open up an avenue for organizations to engage and collaborate to provide services as partners. Collaboration and partnerships should support the effective implementation of proactive approaches aligned with realizing community safety outcomes.

Stakeholders shared that interactions with police can often have negative consequences for individuals and are not always aligned with the goal of achieving long term positive public safety outcomes for the community. The future policing model should enable proactive approaches to reduce crime and disorder and centre on the wellbeing of HRM and individuals.



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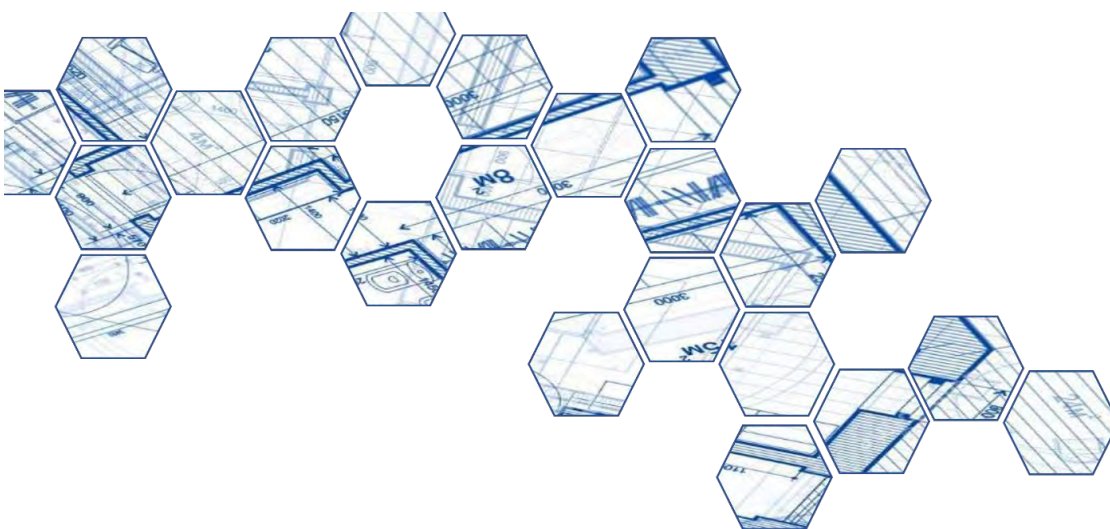
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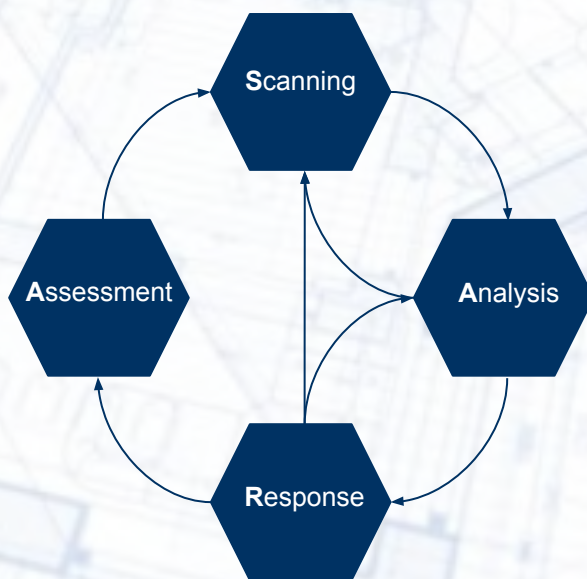


Why this is important for HRM?

There is an opportunity to improve and create mechanisms within the HRM community safety ecosystem that address the root causes of problems that lead to criminalization. Currently, these systems are either nonexistent or underutilized, and by taking a holistic, problem solving approach that leverages partnerships, better outcomes can be delivered for the community. The Halifax Nova Scotia Street Checks Report (2019) quotes a community member stating, “There needs to be less formal focus on law enforcement and more of a focus on problem-solving and community development”.

Taking an upstream approach is essential to addressing the root causes of crime and disorder. Proactive upstream approaches will assist in reducing situations where police are providing reactive responses or services in emergency situations that could have been avoided or where other service providers may be more effective in delivering positive outcomes.

This is also aligned with the Public Safety Strategy (2018-2022) of HRM that talks about general, targeted and situational prevention. Where general prevention is high level and targeted to the whole community, or large subgroups, targeted prevention is meant for specific groups that are considered more at-risk than others and situational prevention which is allocated to specific locations considered vulnerable to crime and community safety risks.



SARA Problem Solving Model

Another distinguishing feature of community policing is that it emphasizes proactivity rather than just reactivity.

The focus of police members in a community policing organization must be on preventing crime—solving problems by getting to the underlying cause. One of the tactics commonly used is the SARA method: scanning, analysis, response, and assessment, a method which has been determined to be successful in reducing crime and increasing officer awareness of community issues.

By defining the problem, analyzing its cause and effects, members of the police services can not only respond more effectively, but evaluate the outcome of the response in order to prevent future incidents.

Guiding Principle #4:

Embed true partnerships with diverse communities built on ongoing engagement, feedback and relationship building

The future model should seek to embed voices of the diverse communities in all aspects of the future policing model design within HRM. Community members should feel they are represented and are able to participate if desired, in the future model of policing. Creating opportunities for meaningful feedback, engagement and relationship building will allow diverse communities to have a voice in how services are provided and how decisions are made to reflect the unique needs and best interests of their communities.

Consistent collaborative engagement with meaningful feedback will drive a sense of trust in the policing model and how services are provided as opposed to something that is done to them. Creating mechanisms to consistently engage community members, solicit feedback from them and integrate it into everyday practice is imperative.

The future policing model should create ongoing opportunities for engagement and feedback with diverse communities as a core structural element and key capability. Given how different each community within HRM is, their individual needs must be heard and accounted for. Community trust and buy-in cannot be achieved without community feedback being incorporated in the way services are provided and have a role in defining the function and operations of the community safety ecosystem.



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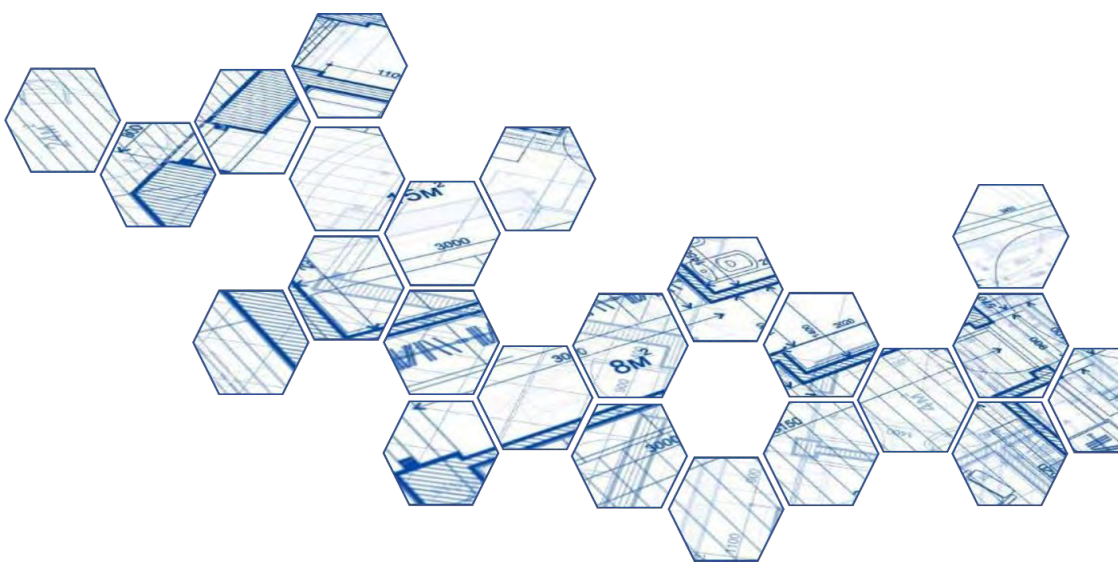
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Why this is important for HRM?

Engagement, feedback and relationship building are at the heart of community policing and community safety. Police can tailor their services to suit the unique needs of each community, adapt the model based on feedback and ultimately improve trust and build stronger relationships with the people and communities being served. This can be achieved by embedding true partnerships and engaging in meaningful and continuous dialogue with community members, by giving them opportunities to participate in policing decisions as appropriate.

Community engagement should lead to services and outcomes that reflect the feedback provided and the needs of communities. The cycle of engagement, feedback and response is critical to building relationships on the foundation of credibility and trust. Active partnership, meaningful engagement, feedback and related changes demonstrate to community members that the police are accountable, value their input and are responsive to opportunities to improve. This should be embedded as a cycle of continuous improvement as opposed to a response that occurs only in the event of tragedy. It also enables community safety to be seen as a collective responsibility, where each stakeholder plays their part in shaping policies and practices, inevitably producing better outcomes for the community at large.



The police model should empower communities to engage with police through partnership in problem solving, progressive action and implementation of solutions, and anticipate future issues and crime trends. The model must build solid, strong relationships with youth and youth servicing organizations, in particular within the immigrant communities to reduce/thwart gang affiliations/growth and violent extremism as we see in other Canadian cities.

- Envisioning Sessions (2022)

Why this is important for HRM?



Fig 1. Essential Elements of Sankofa

What is Sankofa?

Sankofa directly translates to “it is not taboo to fetch what is at risk of being left behind” and is a phrase from the Akan tribe of Ghana. Sankofa calls to learn from the past, while progressing towards the future and nurturing the upcoming generations that will benefit from past lessons. It is an acknowledgement of the disadvantages Black communities have faced throughout history, and a commitment to learning from those mistakes and bringing equity into every action moving forward.

Sankofa in Guiding Principle #4

Sankofa reminds us to repair relationships that have been harmed in the past, by promoting **awareness** through consistent **dialogue** and engagement. By learning from the perspectives of diverse communities, we can then incorporate that feedback into the **actions** taken. However, taking action is not enough, rather staying **accountable** to those actions and commitments is what will truly build long-term trust within communities.

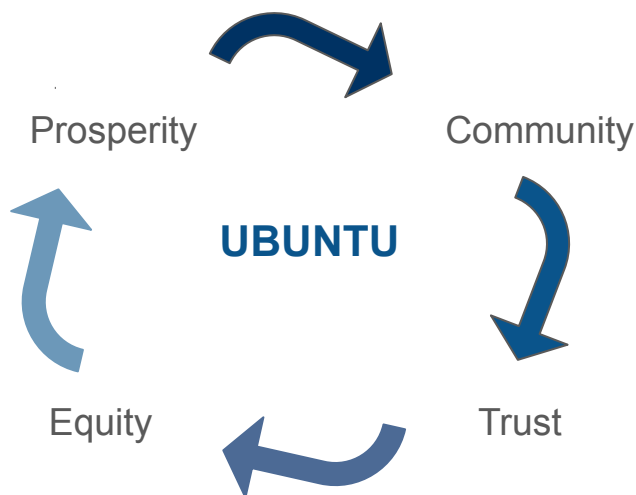


Fig 2. Essential Elements of Ubuntu

What is Ubuntu?

Ubuntu translates to “I am because you are” and is a phrase from South Africa. This philosophy teaches that being interconnected by the humanity and wellbeing of those around is what truly makes us human. We are all tied by our past, present and future and showing humanity towards others is the code of conduct that Ubuntu promotes. It incorporates Community, Trust, Equity and Prosperity.

Ubuntu in Guiding Principle #4

As we implement embedding true partnerships with diverse communities, Ubuntu reminds us of what should truly be at the core of engagement. Communities will prosper when their interests are at the heart of community safety. The only way to ensure that their interests are voiced and accounted for is through community engagement. Once communities start seeing their feedback in action and services delivered in an equitable manner, their trust in policing is much more likely to be restored.

Source: Framework for Anti-Black Racism Strategy and Action Plan Development (2019)

Guiding Principle #5:

Strengthen trust and credibility through fair dealings in actions, decisions and communications with the public, members of the policing services and partner organizations

The future model must provide services that are consistent and fair, regardless of who they are being delivered to. The future policing model should seek to enable and prioritize consistency and fairness in every aspect of governance, operations and procedurally in all interactions with the public. Fairness and consistency within the policing model must be supported by appropriate training, transparent and strong governance structures and community oversight.

The future policing model must adequately support and address the mental health and wellbeing of its members. This must be a priority and is critical to providing safe and effective services for citizens, recruiting and retaining top talent and building healthy and strong relationships between members, the police service and the communities being served.

The future model should have principles designed to protect human rights in all aspects of the model. Governance and accountability mechanisms that should drive consistency and fairness including appropriate response and actions where complaints, errors or decisions result in harm. The future model should allow for stakeholders to express opinions and concerns on matters related to policing formally and informally. The future policing model must be built to meet the highest standards of procedural fairness through transparent, accountable and credible dealings with the public.

Recommendations addressing transparency, accountability and procedural fairness were made in the Halifax Street Checks Report (2019), which states “It is recommended that a committee – consisting of community members, police officials and government stakeholders – be formed to study the strength and integrity of the current police complaints process”.



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Collaborative and Integrated



Community - Centric



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Engagement - Driven



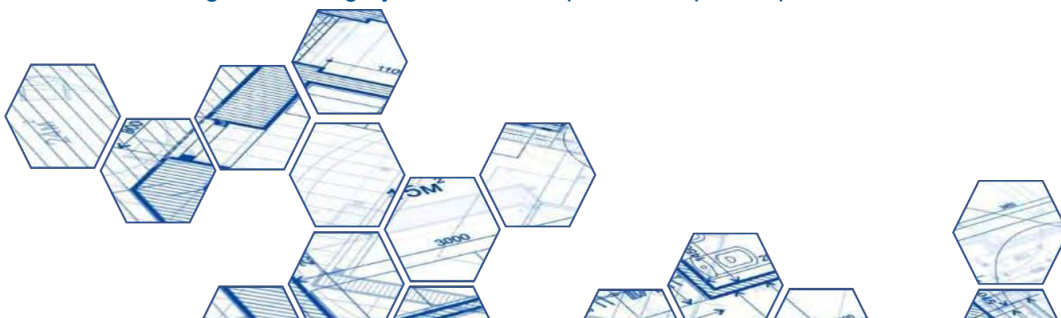
Procedurally Fair



Efficient and Responsive



Data and Evidence Driven



Why this is important for HRM?

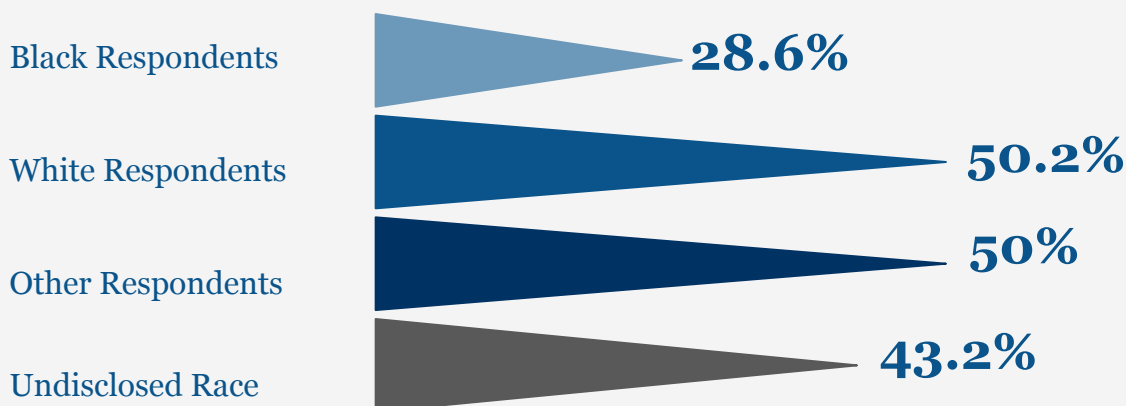
Establishing trust with the public will be a critical success factor for the future policing model. A future model of policing built around collaboration, partnership and collective effort toward shared outcomes must have a strong foundation of trust to be effective. The future policing model should seek to establish structures, policies, and procedures that promote quality and continuous improvement in its operations and fairness, transparency, and care in its dealings with its members and with the communities it serves.

Stakeholders emphasized their concerns around procedural fairness pertaining to the street check dataset, which was described as a “non-conviction dataset that indirectly criminalizes members of the Black community” in the Halifax Street Checks Report (2019), stating “It seems like when it comes to the accuracy of the street check dataset – the police are both judge and jury”.

Evidence has shown that failing to appropriately address concerns about physical and mental health amongst officers, leads to decreases in job performance, impaired decision-making abilities and rising agency costs due to increasing absenteeism and workplace accommodations. In short, workforce wellness has a direct impact on the ability of a police service to be effective.

It is essential that in the future policing model, procedural fairness is a central characteristic. Throughout the Envisioning Sessions, stakeholders asserted that fairness in service delivery is a pillar for building trust. There is a need to ensure that police officers’ actions are aligned with the values and expectations of the community. Through consistency and fairness, trust and credibility are strengthened.

Nova Scotians who said they trust the Police:



Source: Defunding the Police: Defining the Way Forward (2019)

Guiding Principle #6:

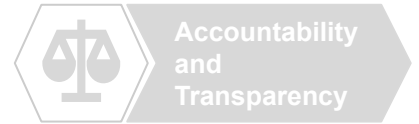
Deploy a capable workforce that is diverse, inclusive and representative of the community it serves

The future model of policing in HRM should seek to effectively deploy resources that have the necessary capabilities and characteristics required to effectively serve the unique communities within HRM and deliver positive community safety outcomes. The future policing model should enable the effective deployment from a range of service providers or organizations in the ecosystem of community safety.

The future model should seek to deploy resources with the right expertise, experience and training to provide the most appropriate response wherever possible. These resources may be employed by the police directly, through integrated responses or formalized partnerships with appropriate service level agreements in place. The future policing model should enable the deployment of a diverse workforce that is representative of the diverse communities being served within the governance structure, senior leadership, front line service providers and in support and enabling roles. Representation, capability, and experience should be foundational elements of the governance and leadership structures within the future policing model.

Building a capable, representative and diverse workforce should include creating opportunities to embed people with different lived experiences, professional and educational backgrounds in the workforce and leadership roles. A diversity of experience and professional backgrounds within the workforce and leadership will be essential to supporting a policing model that prioritizes collaboration and partnership. By bringing together and embedding expertise, knowledge and lived experiences from across the ecosystem of public safety, the future policing model should reduce silos and organically drive collaboration and partnerships.

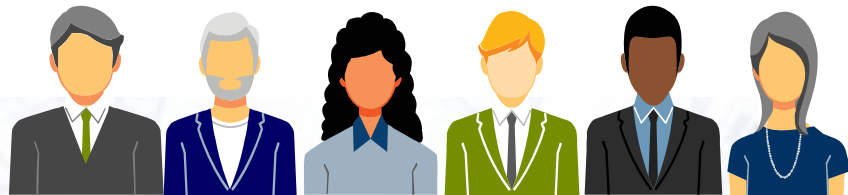
Values Alignment



Why this is important for HRM?

Having diversity, inclusion and representation within the police, attests to a police service that is truly embedded in and emerging from its community. It validates that those serving as police officers, have a vested interest in community safety because this is the same community they call home. They understand the nuances within different communities and are sensitive to the cultures residing within. Moreover, having diversity of thought and experience will encourage innovative thinking, with a range of perspectives contributing ideas to improve the policing workforce, leadership, practices and strategies.

A diverse and capable workforce will enable a response that encompasses the correct skills, expertise and experience that is most appropriate for each service call. This will help HRM improve the quality of its service delivery by utilizing joint responses where needed, enabling better outcomes that meet the needs of community members being served. Representation will also mitigate the risk of groupthink, highlighting how different ideas can impact different communities and facets of the community safety ecosystem.



We must value diversity by actively identifying and addressing systemic barriers in our business practices, services, policies, procedures, and programs, so that we can capitalize on the strengths and talents of our community.

-Halifax Diversity and Inclusions Framework (2020)

Guiding Principle #7:

Build a learning organization that adopts evidence-based innovation to better serve the communities within HRM to improve community safety outcomes efficiency and effectiveness

The future policing model in HRM should seek to enable and embed innovative practices throughout its operating model. Furthermore the future policing model should prioritize and embed structures to support organizational learning and continuous improvement driven by evidence and data as essential capabilities. Innovative approaches and evidence led practices should be applied to strategic management, operations (including service delivery and deployment models), processes, governance and accountability structures, data and information systems and use of technologies within the future policing model.

The future model should seek opportunities to allow information sharing and transparency across the ecosystem of community safety supported by formalized governance, agreements, and partnerships in alignment with shared community safety outcomes driven by the HRM Public Safety Strategy. The policing model should incorporate mechanisms for information sharing which will allow partner organizations to make collaborative decisions with a holistic perspective for the broader community and for individual people. Continuous improvement should be considered a core capability and supported mechanisms and structures should be embedded within the policing model. This will allow the future model to be evidence led, agile and innovative in their practices, policies and decisions.



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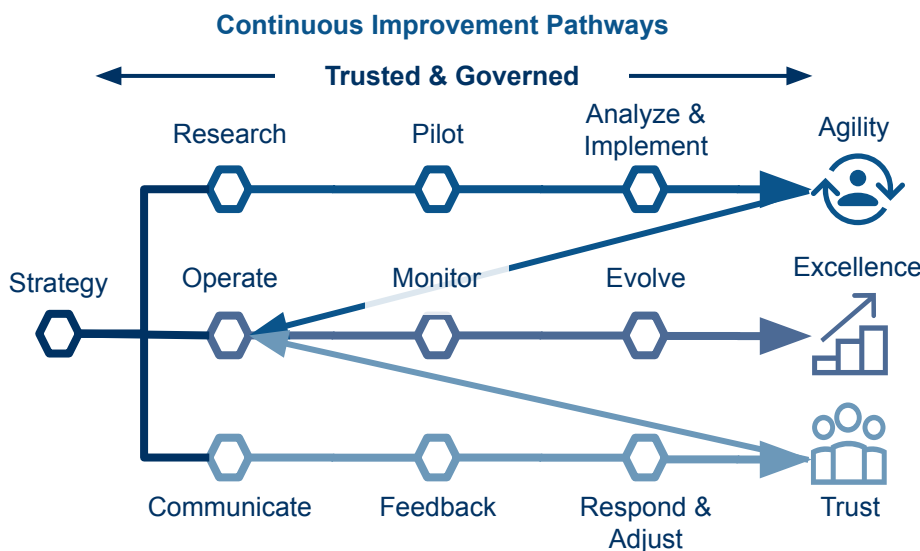
Procedurally Fair



Efficient and Responsive



Data and Evidence Driven



Why this is important for HRM?

HRM's Public Safety Strategy (2018-2022) prioritizes evidence-based actions and investments to have the greatest impact to stay results-focused. Through data-driven and evidence-based policing, HRM can have a policing model that is efficient, effective and truly integrated across the community safety ecosystem.

Community needs, types of calls for service and expectations from the public are continuously evolving. The future policing model must be open to capable of changing to better serve the public and deliver better outcomes. Regardless of how well a policing model functions when it is established, it will not maintain the same level of service, credibility and outcomes as when initially established without the ability to continuously evaluate and improve its approach and practices. To do this effectively, the future policing must adopt a lens about what is working and what is not using an evidence-based community led approach to assess and improve how services are delivered.



We need enhanced analytical capability to support evidence-based and intelligence-led policing. Both operationally - to identify crime trends and assist investigations, as well as strategically - to set and support organizational priorities, allocate resources, develop programs and measure performance.

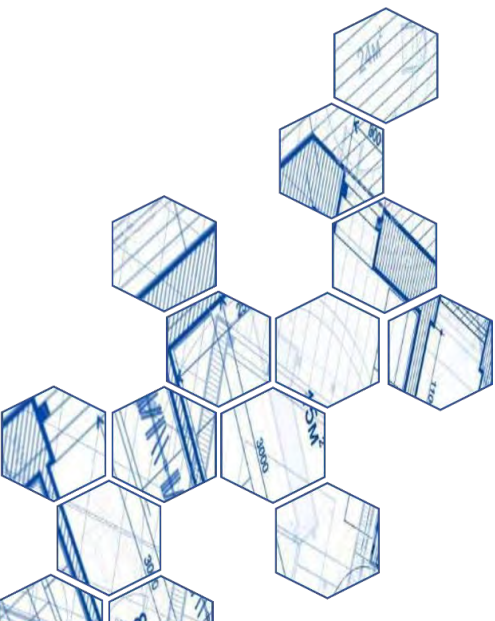
- Envisioning Sessions (2022)

Guiding Principle #8:

Enable responsiveness to the community in actions, decisions and outcomes

The future policing model must be responsive, flexible and capable of continuously responding to changes across HRM. Responsiveness goes beyond providing service in a timely manner. The future model of policing must incorporate capabilities and structures that allow for continual responsiveness and adaptation to changing priorities, expectations and needs in HRM. This includes being responsive to differences in needs, cultures, lived experiences, expectations, and in how services are provided. The policing model must allow for approaches that enable service providers, including the police, to be responsive to each individuals' needs, in context of community safety and wellness. .

The ability to respond and adapt to feedback, new data, and information is an essential capability for the future policing model and will be a key driver for efficiency and effectiveness, building trust and enabling police to meet the community's needs in an agile manner. The future policing model must be capable of changing rapidly and continually as the community priorities, community safety strategy, needs, and expectations change.



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Why this is important for HRM?

Responsiveness is a critical element for successful community safety. Efficiency and effectiveness can only be maintained when adaptation to changes in calls for service, community expectations and community safety priorities is continuously occurring. Trust and credibility are strengthened through responsive actions, services and changes in practices that reflect the needs and input of the communities being served. The community being served is constantly evolving and changing and the policing model should respond in kind.

Community members have expressed the need for a responsive police force, while explaining the different facets of responsiveness. The Framework for Anti-Black Racism Strategy and Action Plan Development Council Report (2021) articulates this by stating that a “culturally responsive approach that is inwardly reflective and accountable, and outwardly restorative and affirming of the agency, dignity and humanity of people of African descent, is essential for the success of the efforts of the HRM in addressing anti-Black racism.”

Police sit at a unique vantage point with all the data they have access to. They can use this advantage to help drive public policy to serve the needs of the community by informing public safety, engagement and community wellbeing. Keeping statistics is not useful unless they're utilized to improve community wellbeing

- Envisioning Sessions (2022)



Considerations and Priorities



Considerations and Priorities of the Future Policing Model - Identified by Stakeholders

Using the Envisioning Framework as a guide, six collaborative workshops were conducted with key stakeholder groups. Several new perspectives shared, while others built on previous reports undertaken in HRM (e.g. Defunding the Police, Defining the Way Forward for HRM (2019), Halifax, Nova Scotia, Street Checks Report (2019), Framework for Anti-Black Racism Strategy and Action Plan Development and others (2021)).

The following section uses the Envisioning Framework to summarize and highlight key considerations and priorities of the future policing model in HRM based on inputs gathered in the Envisioning workshops, written submissions, interviews and past reports or studies.

Envisioning: Beginning with the ‘End’ in Mind

Envision Framework



Envisioning is all about the **‘Art of the Possible’...**

...we’re not focused on the ‘how’ just yet.

Envisioning Activity

We want to hear about **your vision** and what you think the future should look like?

We will be using PolIEV to gather written insights, along with verbal discussion

Vision & Priorities



Defining the Vision & Priorities was done by probing stakeholders to think about and express what the ideal future model of policing looks like and what the outcomes they want the future model of policing to deliver are. Discussing the 'Vision' for the future police model without thinking about how things are done today allows for an optimistic for an optimistic and holistic vision of the future to emerge. The following questions were asked to discover what those areas were:

- 1 How would you describe the most desirable future of policing?
- 2 What outcomes are most important in the future model?
- 3 What changes are required?

Some of key themes that emerged in the discussion the Vision and Priorities of the future model are:

Vision & Priorities - Key Themes



1 Transformational Change



2 Leadership



3 Training



4 Collaboration within the Community Safety Ecosystem



5 Community Engagement and Community-Centric Approach



6 Solution-Oriented approach rooted in Wellbeing



Transformational Change

Numerous stakeholders expressed that to realize effective outcomes, there must be transformational change in the current model of policing - tweaking along the edges no longer sufficient. They explained that having a 'fresh slate' will enable building from the ground up, to embed the vision, values, capabilities and partnerships that are required for successful policing.

Stakeholders reiterated that the entire system should transform around a holistic approach to and understanding of community safety. The community safety model to date has been centred around policing and enforcement with police services at the centre. The future model should focus on shifting this thinking to incorporate a more holistic and integrated approach to policing, recognizing that the police services are just one part of the broader ecosystem rather than the primary element of a community safety model.



Leadership

Sound leadership was noted to be a crucial element of the future model. Stakeholders highlighted that the leadership across the future model of policing should include different types of leaders, different leadership styles, and different capabilities to support that future vision of a holistic community safety model built in collaboration.

It was noted that leadership is essential to the successful implementation and sustainability of a new model to community safety and for 'setting the tone at the top'. Stakeholders expressed that with the same leadership composition, the model of community safety will not change. It was noted that the skills and experience included in the leadership structure should be diverse and include civilians in senior leadership within the policing model and governance.

The traditional structure and behavioural norms observed in the current state of policing were discussed. Stakeholders conveyed a sense of urgency behind changing the structure and norms to enable better decision making, lessen burnout, and better support the transformational shift that is needed.

Civilian leadership and the ability of the policing model to incorporate civilian perspectives into key leadership roles, was noted as an opportunity for incorporating diversity of thought and expertise into operational decision making. This was also seen as an enabler for developing and sustaining a more collaborative culture that is in tune with and responsive to community needs.



Training

Stakeholders noted that while effective training is an important part of the future policing model there are other systemic challenges that must be addressed. The impact of revamped training programs will not be fully realized without addressing the systemic challenges in the policing model. It was noted that training alone cannot be the solution to addressing many of the challenges faced in the policing model but is an important element of sustaining improvements and new approaches moving forward. Stakeholders highlighted that training is often used as a 'band aid' solution to larger challenges, for example, cultural challenges or systemic problems within the policing model.

There is a need to reimagine the training of police members for the purpose of changing behaviour and service delivery that results in observable changes in service response and behaviour on duty. It was noted that currently training often is focused on simply providing information that does not create change. It was noted by stakeholders that current training programs are built around education and content which is important but more emphasis should be placed on ensuring there is a change in response based on the training provided.

The discussion on training focused on the idea that training should be built in support of the values. Training programs should be developed and targeted by first examining what HRM needs the police or members of the policing model to be able to do and building training to enable and support those services. Stakeholders noted that metrics to measure the response and effectiveness of training in driving changes in behaviour and outcomes need to be developed to drive improvements and changes in behaviour that are being trained for. This may be achievable through well-defined KPIs to measure officers' effectiveness, desired behaviour and specific outcomes aligned with public safety objectives.

Defunding the Police: Defining the Way Forward (2019) made recommendations that echo the same sentiment. Some of these included:

- “That the HRP and RCMP develop additional training modules that will improve officer adherence to the principles of procedural justice and ensure respect for civil rights during all civilian encounters. Such training should focus on developing officer communication skills and their ability to explain lawful police actions to civilian actors.”
- “That the HRP and RCMP develop new policies to address the police code of silence and empower officers who challenge the illegal or unprofessional activities of their colleagues. Officers should receive continual training with respect for both existing and emerging departmental regulations. Punishment for the violation of these regulations should be clearly communicated and consistently enforced.”

In addition, stakeholders engaged for the Defund Report (2019) also highlighted how training should be separate for armed and unarmed officers, with a priority on de-escalation and non-lethal prevention. If the future policing model has a tiered model of policing, where some officers are unarmed, then having specialized training for each group aligned with their specific roles, responsibilities and related outcomes will be imperative.



Collaboration within the Community Safety Ecosystem

Stakeholders emphasized the need for a cohesive community safety ecosystem, that builds intuitive integrations between organizations and services to leverage the strengths within each. They highlighted that the current model is siloed, leaving vacuums that police are required to fill. This is especially critical because police often do not have the suitable training and expertise to address certain situations e.g. mental health crisis, in the most effective way. They encouraged that particularly when addressing non-criminal service calls or minor offences, police should have the discretion to direct people to alternative referral pathways. Community members and experts consulted in *Defunding the Police: Defining the Way Forward for HRM* showed strong support for collaboration in service provision, stating “Health providers are moving towards [a] multi-service model...This can be a model used by police. A multi-service approach where police and other service providers collaborate.” This is also in line with the *Public Safety Strategy (2018-2022)*, which recognizes collaborative and coordinated efforts as a key guiding principle for progression.

Currently, there is a perceived power imbalance that exists within the policing model. Stakeholders expressed that in order for a collaborative approach to be built and effective in HRM power and responsibility should be shared. Police services are perceived to take command and be in centre of the public safety ecosystem. In order for there to be true partnerships aligned to the same vision of broader community safety, there should be comfort on behalf of all stakeholders in sharing power to enable a collaborative approach to community safety with HRM.



Community Engagement and Community-Centric Approach

There was a heavy focus on creating a continuous feedback loop with the community to improve accountability and transparency in the future policing model. Stakeholders noted that this would allow for consistent, meaningful community engagement. Frustration was expressed by some stakeholders, who stated that their voices and the voices of many communities within HRM are not heard, or reflected in policing practices.

The individual needs of diverse communities should be recognized and incorporated into how the police interact and provide services within HRM. Stakeholders noted that without embedded community engagement and a community centric approach many communities will continue to feel that policing is done to them rather than in partnership with them aimed at collective wellbeing.

Community engagement has been a key consideration and named as a priority requirement consistently. It has been highlighted in recommendations and by stakeholders contributing to various past reports including *Framework for Anti-Black Racism Strategy and Action Plan Development (2021)*, *Defunding the Police: Defining the Way Forward in HRM (2019)* and *Halifax Street Checks Report (2019)*.



Solution-Oriented approach rooted in Wellbeing

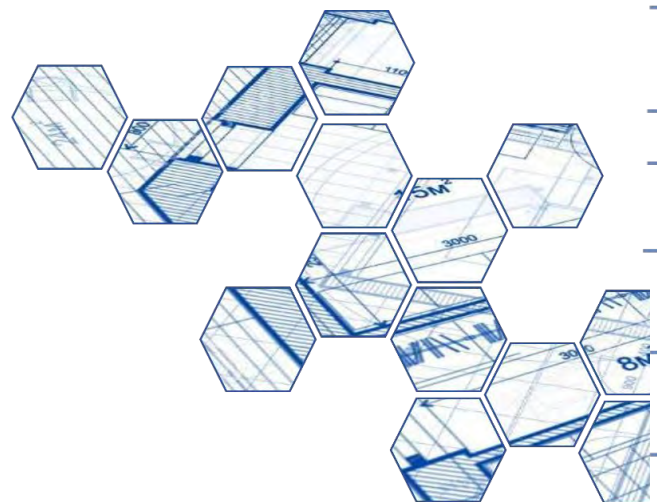
Community members stressed that one of the goals of the future policing should be to find solutions that contribute to community wellbeing. The policing model should enable problem solving and delivering services that are aimed at addressing the root causes of crime and disorder.

There was alignment between numerous stakeholders on having a substantial focus on preventative, upstream measures. It was expressed that stakeholders believe this is a critical requirement to reduce the risk and occurrence of criminal activity and social disorder in addition to providing long term positive impacts on community safety and wellbeing.

The concept of restorative justice was commonly cited as having a place in the future policing model so long as it is utilized where appropriate and with due care and consideration is given to how this service is provided. Restorative justice was highlighted due to its positive impact, since jurisdictions that utilize this practice have a reduced recidivism and higher victim and offender satisfaction with outcomes.

Some stakeholders highlighted that there is a need for infrastructure that empowers individuals to create safe spaces for themselves, without involving others to 'save' them. One example that was highlighted was the need of youth sometimes could be as simple as short-term shelter in the form of a repurposed bus shelter, where they can spend the night and have access to power and internet. This was noted as an example where police might intervene in the current model and increase the risk by providing a response where it is not needed.

The future policing model should create space for other types of supports and services to provide the right services without intervention from police and enable other alternative pathways. The future policing model should complement and enable alternative approaches to community safety where risk of social disorder and crime do not require police intervention.



Priorities - What We Heard

When designing the future state of the policing model in HRM, it is important that it is anchored in a unified vision, clear purpose and thoughtful objectives.

When asked about the key strategic objectives and priorities for a future provincial police service, stakeholders highlighted a need for transformational change. Reimagining the services provided by police, collaboration, community engagement, trust, and accountability were recognized as priorities for the future model, many of which are highlighted in the values highlighted in Section 4.

Stakeholders agreed that the future policing model would require systemic changes to realize the priorities highlighted, and to begin alignment with the values identified by stakeholders. Many expressed that there is a need for proactive prevention and problem solving to protect the community and maintain community safety as a key priority.

Stakeholders clearly articulated that community members' voices need to be heard and integrated into policing practices, policies and decisions so that their best interests are kept at the heart of policing.

Many emphasized that policing must be viewed as a component of the community safety ecosystem alongside other human services organizations and with the community at its heart.

Community members expressed that there is a need to transform policing practices and operations in order to be seen as allies to community members. Defunding the Police - Defining the Way Forward for HRM (2019) engaged community members who communicated similar ideas, in addition to suggesting that the use of militarized equipment should be minimized and certain groups of officers, such as community response officers, should be disarmed. Key themes that emerged when discussing the 'Vision' for the future model are highlighted in the following section.



Ecosystem of Public Safety

The concept of a Ecosystem of Public Safety is a recognition that all facets of society have a role to play in ensuring the safety, security, and quality of life in communities. This includes the police and other government agencies, non-governmental organizations, community groups, the private sector, and residents. This framework facilitates the development and sustainability of collaborative partnerships to maximize effort and the utilization of resources.

Key features of an effectively operating Ecosystem of Public Safety are a shared vision, being community-focused, addressing the needs of at-risk and vulnerable persons and persons in communities of diversity, acknowledging the culture, history, and expectations of communities, having a problem-solving approach, the importance of integrating agency data, the integration of databases, information sharing, a receptivity to adopting best practices, and ensuring that policies and programs are evidence-based.

Critical Workforce Traits



The goal of defining Critical Workforce Traits was to establish what the ideal police officer is like, to figure out what characteristics stakeholders prioritize when thinking about police officers, and the workforce as a whole. The questions asked to probe in this area were:

- 1. What are the key workforce traits of the future model?
- 2. What values should the workforce demonstrate?
- 3. How should the workforce interact with the community?

Based on a broad variety of answers given by stakeholders, some of key themes emerged which are stated below.



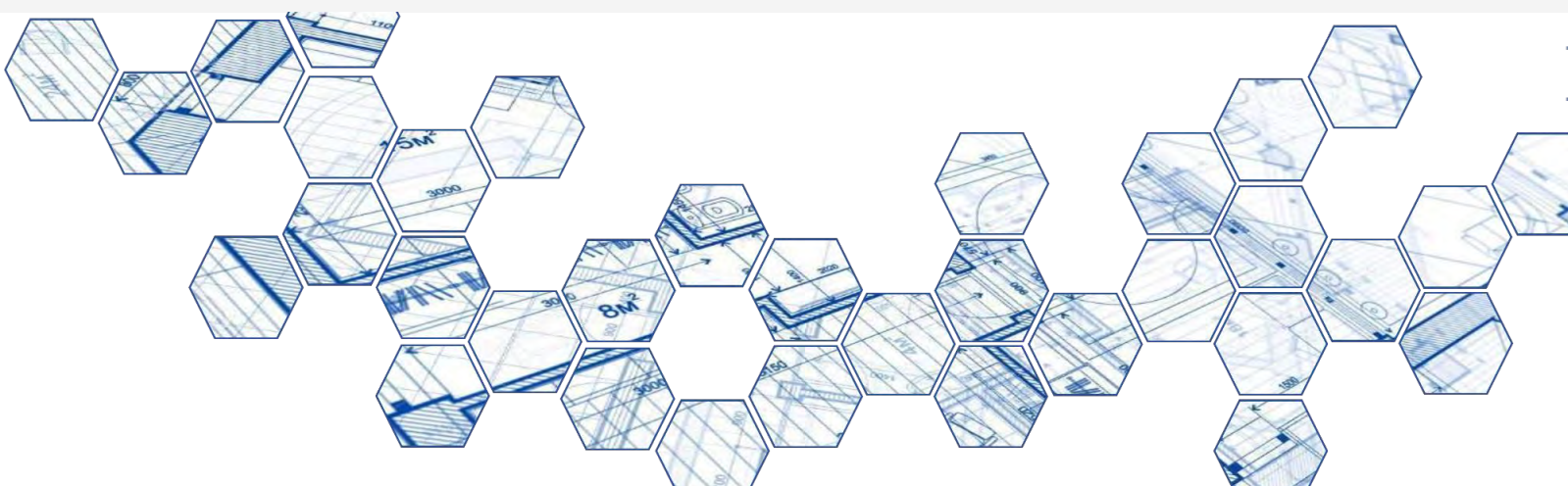
Diversity and Representation in the Workforce



Capable, Values-driven Workforce



Reimagining Services Provided by Police





Diversity and Representation in the Workforce

Stakeholders expressed that the police model must include a workforce that is built on diversity and inclusion. Diversity, inclusiveness and representation of local communities will create a natural connection and understanding of the communities. This is seen as an essential enabler to building trust and strong relationships that are critical to providing collaborative community oriented services. Some expressed that deploying police officers that grew up or live in the communities they serve humanizes them through familiarity and creates a greater understanding of the community they serve.

It was stated that the workforce should be representative of the diverse communities, peoples and groups within HRM from front line service providers and police officers all the way through to the most strategic leadership roles. Diversity and representation of varying lived experiences will enable policies, procedures and practices that are based on a deeper understanding and connection with the communities and people in HRM. Stakeholders indicated that if governance bodies are representative of the community it will inherently drive greater accountability to the community. Participants who contributed to the Halifax Street Checks Report (2019) stated: “There needs to be diversity in leadership - not just one or two people in high profile roles, but an environment where people of colour have a real seat at the table and feel free to speak truth, even if it makes others uncomfortable. There also needs to be more reporting and accountability. The street check stats came out because of a news report, and the police have never given a great justification for why the numbers are the way they are, or why they even need street checks. Public transparency and clear follow-through are necessary for building trust”.



Building a Values-driven Workforce with the Right Capabilities

Many stakeholders highlighted that there should be a focus on the values embedded within the police culture. They argued that there are certain human skills that police officers need to have in order to foster trust and understanding with the community. Some of these included approachability, humility, empathy, compassion and collaboration. The workforce should also ensure the right technical and operational skills are supported by values and a value system that is developed.

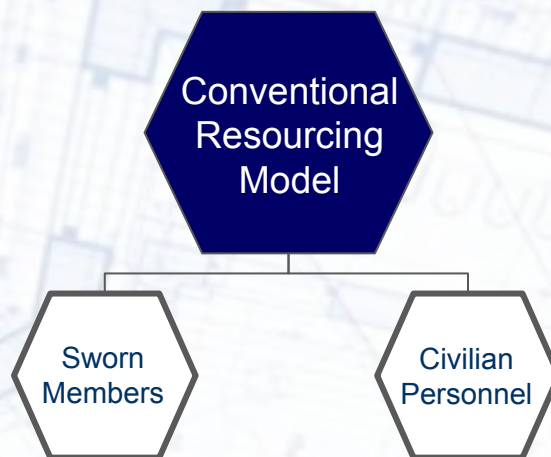
Another consistent theme in discussions about workforce considerations was the need for the workforce and practices to be trauma informed, empathetic and approachable. Stakeholders noted the importance of incorporating lived experience and diverse perspectives to ensure that there is a better understanding of trauma and how that trauma relates to the services that need to be provided and needs of individuals and the community.



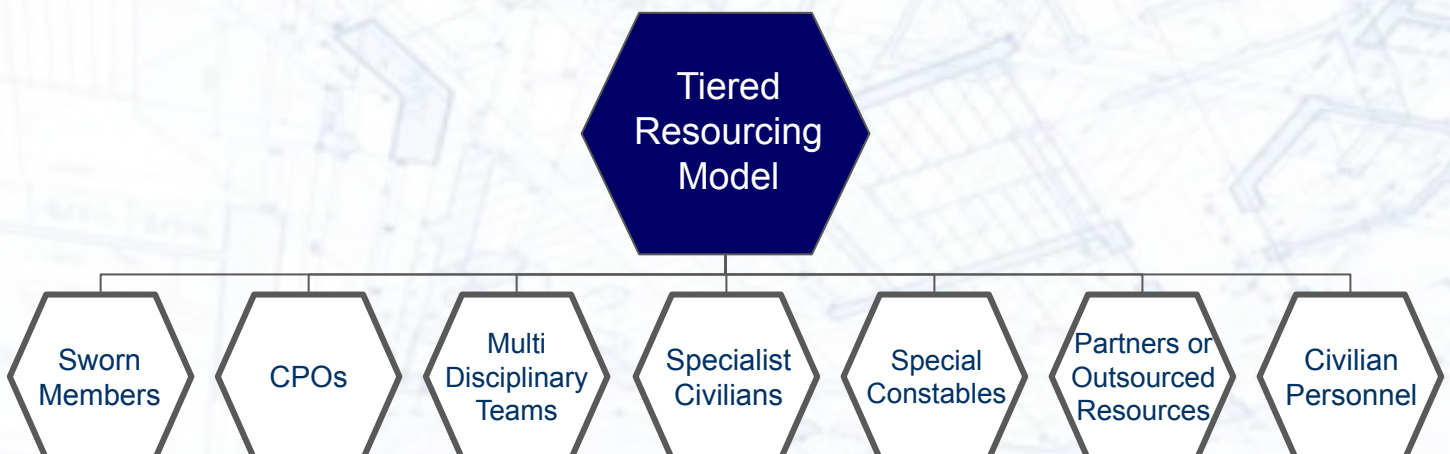
Reimagining Services Provided by Police

Stakeholders emphasized that there is a need to re-visit the services provided by police to ensure that they are effectively trained and equipped to provide some of those services. They also highlighted that there may not be a need for a sworn police officer to attend to certain service calls, such as noise complaints, mental health calls, traffic incidents and calls related to homeless individuals that are not in the context of violence. Some stakeholders recommended that a tiered model within policing could improve efficiency. 'Tiered' refers to a model of policing where members providing front line services have different levels of authority, training and expertise that are deployed to respond to different types of calls for service. The Defunding the Police: Defining the Way Forward for HRM report recommends examining "opportunities for: disarming certain groups of officers, such as community response officers; and minimizing the use of firearms by police generally."

Example of Traditional Resourcing Model



Example of Tiered Resourcing Model



Critical Workforce Traits - What We Heard

The workforce of the future model of policing will be a key determinant in how capable the future model is in effectively serving the peoples and communities within HRM. Incorporating a diverse, capable, and representative workforce was highlighted as a strategic priority. In order to deliver on this priority, different approaches to workforce planning and management was highlighted as an enabler.

Workforce management includes end-to-end processes for recruiting, hiring, onboarding, training, and retaining employees as well as providing them with supportive structures to achieve organizational objectives. Workforce planning is important at every level within the organization from leadership to new hires. HRM can also benefit from exploring leading practices being implemented by other policing organizations, given the degree of change the sector is currently experiencing. The workforce strategy should align with the Halifax Community Safety Strategy and the values defined for the future model.

The future policing model should be organized to enable sworn and civilian members to serve communities in a way that supports the health, wellness and dignity of the workforce. It was noted that in order for the members of the police service to be effective in serving the community the wellness and health of the membership must be prioritized. The impact of post traumatic stress and other impacts on health and wellness associated with public safety and first response need to be addressed.

Stakeholders expressed that organization should strive to recruit officers, and civilians who have the potential to develop the competencies required to deliver community safety services in a collaborative and holistic manner. It was stated that we need to explore new ways to recruit to be more community-centric, diversify the workforce and change the culture within police services.

The Envisioning Sessions with stakeholder groups included discussions of how the service should be staffed, the training requirement, desired cultural traits, and competencies. The sessions did not consider issues surrounding the unionization of employees as a key consideration of Envisioning with community groups but was noted as a key consideration in engagement with the National Police Federation (NPF).

There was a considerable focus on diversity and representation by stakeholders. This was in context of ensuring that the workforce represents the community it serves by having people from a diverse set of backgrounds, ethnicities, sexual orientations and genders. However, community members went a step further and described there should also be diversity of thought through different professional and educational backgrounds within the workforce and its leadership.

Stakeholders asserted that the perception of fairness in service delivery is a pillar for building trust. Services need to be consistent and procedurally fair regardless of who they are being delivered to. Many also emphasized the importance of soft skills in police officers like empathy, compassion, approachability and humility to facilitate developing mutual respect and understanding between police and community. Much of this discussion was aligned with and complemented the Anti-Black Racism Strategy and Action Plan (2021). Fairness, trust and understanding are seen as the foundation to building partnerships and meaningful relationships with all communities in HRM.

Governance



This section probed stakeholders to discuss the structures and functions of governance. The goal was to understand what the community perceives accountability to be in the context of policing, by considering what an accountable police service would look like. The questions asked to probe in this area were:

- How would you know the future policing model is accountable to the community?
- What do you want to see included in the future governance structure?

Based on a broad variety of answers given by stakeholders, some of key themes emerged which are stated below.

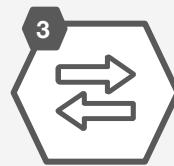
Governance - Key Themes



1
Incorporating Diverse Perspectives in to the Governance Structure



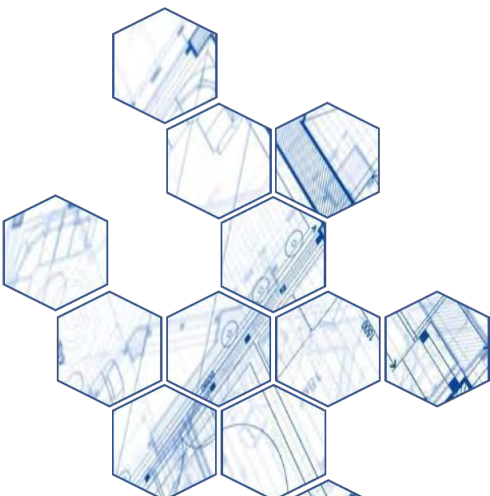
2
Complaints Management



3
Improved Transparency and Clarity



4
Seeing Tangible Action as a part of Accountability





Incorporating Diverse Perspectives in to the Governance Structure

A consistent and recurring theme throughout the Envisioning Sessions was the need to incorporate diverse perspectives into the governance structure of the future policing model. Stakeholders noted that different voices are needed and a broader range of backgrounds, expertise, and lived experiences should be incorporated into the governance model. Additionally, the community should be more engaged and part of the governance model to ensure accountability to the community.

Stakeholders consistently brought up the need to ‘cross pollinate’ the strategic level of governance within the future policing model. It was noted that not-for-profit organizations often bring in members of the boards of other agencies to their own boards to bring a different perspective and build in an integrated approach to governance. Stakeholders expressed that the current accountability structures have not been effective and the key to transforming accountability, transparency and governance was to build in diverse perspectives including civilian, not-for-profit, government and community member participation.



Complaints Management

Participants of the Envisioning Sessions emphasized their frustration with the current complaints process. They stated that currently, there is a lot of ambiguity around how complaints are lodged, tracked and how decisions are adjudicated and complaints made. They expressed the need for clarity and consistency in the complaints process with visibility into the status of the complaint and transparency and accountability within the police services into how complaints are dealt with. Stakeholders also noted that the inconsistency in complaint intakes, processes for complaint adjudication and a lack of clarity into how complaints are investigated contributes to a perceived lack of accountability and transparency.

They also expressed a need for predictable timelines around complaints. Similar ideas were shared in the Halifax Street Checks Report (2019), where community members went a step further to recommend transparency into bodycam footage as a way to supplement complaints and the decision-making process.



Improved Transparency and Clarity

Numerous stakeholders expressed the need for a civilian oversight body that the future policing model will report to, who will hold them accountable. Stakeholders noted that there is a lack of transparency in how decisions are made including the budgeting, data and analysis used to inform decisions, and other operational decisions. It was noted that when the Chief of Police goes behind camera in discussions with the Board of Police Commissioners or HRM Council that is seen as intentionally reducing transparency.

Stakeholders noted that the current governance structure in the dual policing model creates a lack of clarity into the roles and responsibilities of the different groups involved. It was noted that there is a lack of understanding of the role of HRM Council, the Board of Police Commissioners, the Department of Justice, the Chief of HRP, the Commanding Officer of H-Division and others. Stakeholders were unclear on how all the different bodies involved interact and relate to each other both in strategic governance, operational decisions, accountability to the community, complaints adjudication and day to day operations.

Community members contributing to the Halifax Nova Scotia Street Checks Report (2019) stated that there is also a need for transparency into police statistics, so over policing and minority targeting can be detected. It was expressed that the public has a right to this information and having such insights can make the police more accountable.



Seeing Tangible Action as a part of Accountability

Stakeholders also expressed a need for seeing tangible actions, leading to results that can be measured in an effort to improve accountability. They expressed that in order to truly see the success of the future policing model, they need to be accountable to certain metrics against which their performance can be measured. Accountability isn't just about engaging and listening but rather responding to evidence-based feedback, by adapting as needed and taking action to change accordingly.

Seeing tangible action in response was highlighted as the foundation of accountability in the future policing model. Stakeholders described that accountability comes from taking responsibility and changing in response to complaints, mistakes, or in trying to continuously improve outcomes in the public - none of these is possible without tangible change and transparency with the community and other stakeholders involved.



Governance- What We Heard



A strong governance model is the foundation for a policing model and community safety services that is accountable, fair, and transparent in decisions, actions and communication. The stakeholder Envisioning sessions explored the topics of governance, oversight, accountability and regulatory framework in the context of a future model of community safety. A common theme throughout these discussions was the need to build a governance model that provides integrated accountability and transparency between the two police services.

Community members expressed their frustration regarding the lack of clarity when it comes to governance structures and ambiguity around the role of key stakeholders including the Board of Police Commissioners, the Chief of Police, the Commanding Officer of the RCMP, the Department of Justice and HRM Council. They described that currently, there is no clear line of decision-making, or transparency into how complaints are handled. Emphasis was also placed on having community involvement and accountability to the community bolstered by embedding it structurally in the policing model.

Community members highlighted the need for diverse, representative lived experiences and skillsets within governance as essential to building trust and credibility with the community.

Many stated that they want to see the community at the table and connected to the governing body, so their voices are heard and represented in decision making. Stakeholders highlighted that this does not mean having a token community member, but rather ensuring that they are engaged in dialogue and able to contribute in meaningful ways.

Partnerships and Collaboration



To understand where police can leverage different partnerships and the expertise of other service providers, we asked stakeholders to identify opportunities for collaboration and partnerships. The questions asked to probe in this area were:

- What opportunities exist for formal and informal partnerships?
- How should the future policing model enable partnerships with the broader community safety ecosystem?

Based on a broad variety of answers given by stakeholders, some of key themes emerged which are stated below.

Partnerships and Collaboration - Key Themes



Information Sharing Across Agencies



Integrated Service Responses across the Community Safety Ecosystem



Community Safety Generalist or Navigator Role



Partnering with Other Groups



Engagement Focused Community Policing

Entrenching community engagement, building genuine relationships, and ensuring policing presence in the lives of communities as partners and not just enforcers of the law was one of the most recurring themes. The innovation in this concept is in the change of the status quo by setting goals and metrics for officers towards community engagement, such as attending events, visiting institutions and residents, and spending time walking the streets and engaging with people as opposed to mainly remaining inside the vehicles. This needs to be undertaken while effectively balancing call for services and officer safety alongside the importance of community engagement. It was felt that these small changes to the current deployment model of policing could go a long way to build trust with community members.



Information Sharing Across Agencies

Stakeholders emphasized that police stand in a unique place, where they have the ability to use the data they gather to inform community safety and wellbeing and to advocate for and advance public health and safety. They went further to say it would be a disservice to have all that data, and to not utilize it to find trends, patterns and to manage cases more effectively to help drive outcomes that improve community safety and wellness. This can enable data-driven decision to more effectively use resources, deliver positive outcomes for the community and use information and coordinate services that are tailored to address root causes of disorder and address the needs of individuals.

Responsible use of data and information was cited as a key enabler and the lack of trust would be a significant hurdle to overcome in information sharing, case management and data collection. This can enable tailoring policing practices to individual situations, while also ensuring individuals are connected to resources most appropriate for them. The Police Resource Review (2020) made recommendations (Recommendations #23 - #27) around developing a viable and effective shared services IT plan. If these recommendations are implemented, it will provide the infrastructure required to share information securely and efficiently between HRP and RCMP.

In addition, it was maintained that the future policing model should prioritize continuous learning and agility, to incorporate effective policing practices through evidence-based approaches. HRM's policing model should be able to learn from other jurisdictions, feedback and new information and respond in an efficient manner. If the right information sharing mechanisms are in place, the broader community safety ecosystem can use a data driven approach to evolve, adapt and improve outcomes. The police services need to have the ability to adapt and change rapidly in response to new information and data.

Continuous improvement and adaptability was highlighted as an essential characteristic of the future policing model.

The idea of case management and hubbing was also brought up in discussions around information sharing. Stakeholders recommended taking a holistic approach to each case and using shared information where appropriate to determine the best path forward for the individuals involved in the context of improving outcomes. This was also brought up in the context of 'hub tables', where partners like police, mental health clinicians, social workers and other relevant parties can share information on a case-by-case basis to make informed decisions about the best course of action.

It was also noted that sharing information and the willingness to share information must be supported by the need to protect individuals. There is a mistrust in sharing information with police which must be overcome. It was also noted that there are legislation and privacy laws that protect private information that must be considered.



Integrated service responses across the community safety ecosystem

Stakeholders stated that there is an opportunity for players within the community safety ecosystem to collaborate in service delivery. An example discussed was greater utilization and expansion of the mobile mental health crisis teams that reduces the need for police to participate in response except in situations of escalation. They recognized that in a situation like this, mental health workers are probably better trained to de-escalate a situation better than police - however, the mental health workers' safety also should be a priority. It was noted that the infrastructure to support 24/7 mental health response outside of the MMHCT and that there would be limited availability of health workers willing to respond 24/7. Stakeholders expressed that the optimal model includes police and collaboration to better meet community needs.

Stakeholders noted that community safety needs have evolved and the role of policing within needs to evolved as well, by ensuring that services are delivered by those best-equipped to do so. The scope and demands on police have grown over time and the calls for service have changed to become more complex over time without significant changes to the resourcing or training approach within police services to respond.

Defunding the Police: Defining the Way Forward for HRM (2019) echoes similar ideas by stating that "The job description of 'Police' is too wide and in no way can a person be an effective worker when too many specialties are needed to perform a job safely and effectively." Instead, it stresses the importance of redefining the role of police in society and considering a health-centric and Africentric lens, and considering Indigenous Models of policing.



Community Safety Generalist or Navigator Role

There were also recommendations around a 'Community Safety Generalist' role, that would essentially be a liaison between community members and different organisations to connect individuals based on their situation, to the most appropriate services that serve their best interest. It was noted that it's difficult for police to have the capacity and resources to connect people in the community with resources that meet their needs and to invest the time in understanding how to navigate the systems and processes involved.

Stakeholders suggested that having a community navigator or community safety generalist could be a good option to fill that gap in existing systems and to enable effective partnerships and information sharing. This model has been implemented on a smaller scale in other policing models successfully including within the Edmonton Police Service HELP Unit. This role would be a critical enabler in a collaborative model for community safety and could help to reduce or eliminate some of the barriers to connecting individuals with resources that might reduce the risk of disorder or criminality.



Partnering with Other Groups

Stakeholders called out specific organisations that could be valuable partners to the future policing model. The organizations stated are not an exhaustive list that should be considered or play a role in the future policing model, however, they are indicative of the broad range of diverse organizations that exist and play a role in the community today. Some of these organisations include:

1. The African Diaspora Association of the Maritimes
2. Provincial Black Youth Fellowship
3. Mi'kmaq Friendship Centre
4. SUNAR - Substance User Network of the Atlantic Region
5. The Association of Black Social Workers
6. Tajikeimik - Mi'kmaw Health and Wellness
7. Northend Community Health Care Centre
8. GameChangers902
9. Hope Blooms
10. Nova Scotia Health
11. Nova Scotia Rainbow Action Project



Partnerships and Collaboration - What We Heard

Stakeholders highlighted that a future policing model should have integration and collaboration with other agencies a central characteristic of the future policing model. Multiple stakeholder groups emphasized the need for collaboration and partnerships across agencies for better information sharing and relevant expertise depending on the nature of the service call, to ensure that citizen wellbeing is the highest priority.

Stakeholders identified that partnerships means an equal balance of power and shared responsibility in alignment with common objectives and outcomes. It was noted that formal and informal partnerships both have a role to play in the future policing model. Governance and formal mechanisms are required for formal partnerships and to support integration. Formal mechanisms may include MOUs, service level agreements and funding arrangements for shared services that support more effective or efficient services.

Engagement and genuine collaboration is seen as the key enabler for partnerships that are not formalized with MOUs or other agreements with community members and other stakeholders. Informal partnerships must be managed, maintained and aligned with achieving mutually aligned public safety objectives.

Many expressed that such partnerships will enable strong inter-agency relationships while filling the gap in services or skillsets that may exist currently. A collaborative approach to delivering services has the potential to reduce the workload of police in non-emergency services while still meeting the needs and best interests of the individuals and communities served.

Community members stressed that police are not equipped to handle all types of service calls (e.g. mental health calls where there is not the threat of harm to self or others), and therefore leveraging other agencies with deeper expertise and training can provide a more appropriate response. The Defunding the Police, Defining the Way Forward for HRM (2019) report has one of its four pillars rooted in “detasking” police and “retasking” more appropriate community service providers. Envisioning participants were aligned with these ideas, which they expressed by calling out and commending the concepts contained in the report.

In addition, The Public Safety Strategy (2018-2022) emphasizes that safety must “involve the broader public, private and civil sectors, and include meaningful involvement of those most affected”. Some examples of partnerships that currently exist within HRM include the:

- Mental Health Mobile Crisis Team (MHMCT), which is a partnership between HRP and mental health clinicians
- Criminal Investigation Division (CID), where HRP and RCMP investigators work together on a wide category of cases
- Communications Centre, which is the integrated dispatch service within HRM to which both HRP and RCMP respond, depending on the jurisdiction

Partnerships and Collaboration - What We Heard

Stakeholders highlighted that partnerships need to be focused on the individual being served. When there is value in working with different organizations to come to the right solution for community members, partnerships should be utilized and encouraged. It was noted that partnerships shouldn't be focused on contracts and policies but on delivering and enabling services to achieve better outcomes where objectives are aligned between police and other service providers. While more complex and strategic partnerships should be governed by formal agreements informal partnerships should not be deterred by a lack thereof.

Stakeholders identified a number of potential partnership opportunities across health services, mental health services, youth organizations, community groups, religious or church related groups, policing services and justice organizations, Indigenous Communities and Groups, LGBTQ2S+ organizations, Legal Aid services and within government that should all be incorporated into the future model of community safety.



Collaboration



**Engagement with
Communities**



**Community Focused Public
Safety Outcomes**

Services and Capabilities



Stakeholders emphasized the need to rethink the services being provided by police. To understand which services the police should provide, and what capabilities they should have in order to do so, the following questions were asked:

- 1 What capabilities does the future model of policing need to be successful?
- 2 What should the future policing model be able to do to support effective services or improve the way the model functions?

Based on a broad variety of answers given by stakeholders, some of key themes emerged which are stated below.

Services and Capabilities - Key Themes



1 Data-driven Practices in Policing



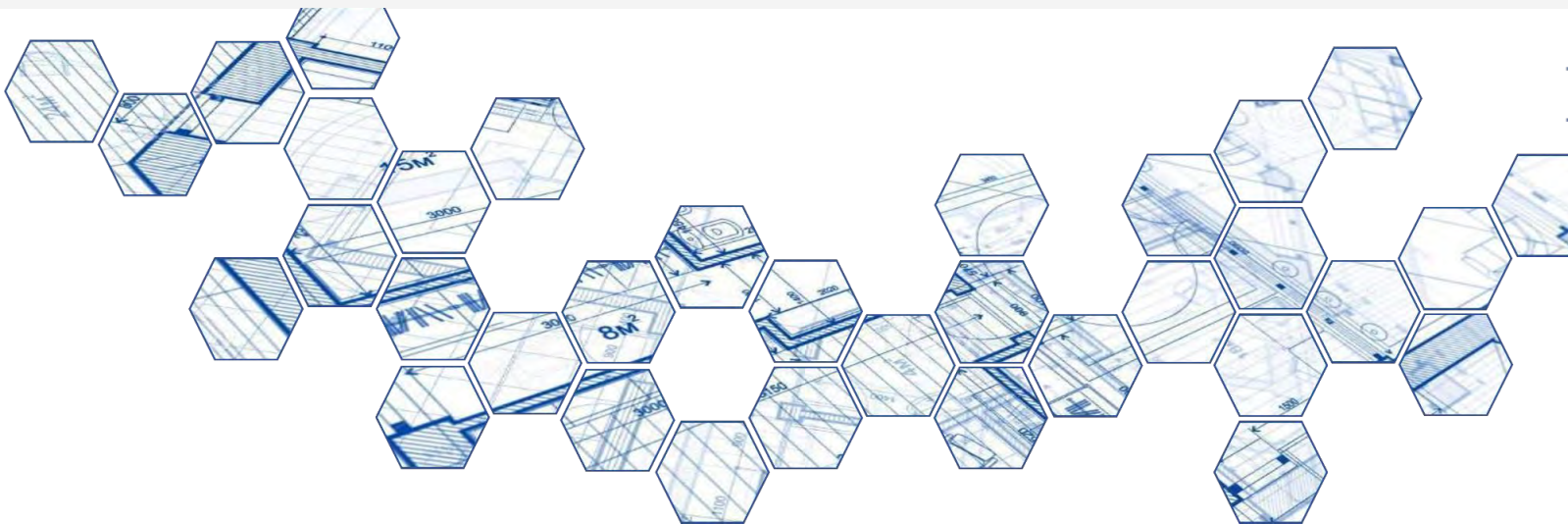
2 Evidence-based Policing



3 Deploying Appropriate Skillsets and Resources



4 Continuous Improvement





Data-driven Practices in Policing

Stakeholders stressed the importance of data in allocating resources and determining the most effective and efficient path forward in service delivery. Data driven decisions can mitigate risks in policing, allowing police officers to make evidence based decisions. Specific examples included utilizing data sharing amongst organizations within the community safety ecosystem to create mechanisms for holistic case management.

Some stakeholders also described that opportunities for waste reduction can be recognized, by analyzing data on how long police officers spend in traffic incidents, hospitals and other areas where their expertise is not best utilized. Stakeholders recognized that there is an opportunity to leverage data and analytics to improve resource allocation, process management, governance and accountability, as well as community engagement.



Evidence-based Policing

Stakeholders emphasized that the future policing model should learn from evidence, data and successes of policing practices in other jurisdictions and apply lessons learnt to HRM. The future policing model should be able to 'learn' from the successes and struggles that have been faced in addressing similar challenges and in achieving desired community safety outcomes. The policing model in HRM needs to enable scanning, researching and identifying relevant practices globally and seek to tailor and implement evidence-led practices from other jurisdictions in pursuit of better outcomes. Evidence-based action and investment is a priority in the Public Safety Strategy (2018-2022) as well, which prioritizes investments and actions 'grounded in evidence' to realize value for efforts.

Many stated that evidence-based policing can be incorporated into training, and prepare police officers to do community-focused and community specific training in a variety of environments. Others spoke of embedding innovative practices throughout the future operating model and distinguishing the future policing model as a learning organization committed to evidence-based, continuous improvement in all aspects of its work.



Deploying Appropriate Skillsets and Resources

Stakeholders noted that not all members of the police need to be armed officers, rather it may be beneficial to have unarmed officers responding to lower risk calls for services or incidents that don't require the authority granted to sworn members of the police service. The context of this was reducing harm where possible, in cases of mental health response or intoxication, the situation can be further aggravated if an armed officer responds on scene.

It was noted that the goal of the policing model should be to enable the 'right skillset to be deployed' which could include multi-disciplinary teams or individuals that are not sworn members of the police service but have the required training and expertise to deliver effective services tailored to the particular nature of the call for service. Stakeholders acknowledged that there is a need to revisit the catalogue of services currently being provided by police and identifying which services they should may be more effectively delivered by other service providers. The Defunding the Police: Defining the Way Forward (2019) report also gives examples of responses where civilian or unarmed officers should be leveraged, such as traffic enforcement and mental health services.

There was also discussion around having civilian roles in leadership to allow for diversity in professional backgrounds. Opening police leadership positions to the broader public encourages procuring the right expertise and skill set for the position, from a range of backgrounds. This is in line with the HRM Policing Resource Review (2020), which recommends considering nine HRP sworn positions to be considered for civilianization.



Continuous Improvement

The future policing model should incorporate and establish a structure, policies, and procedures that promote quality and continuous improvement in its operations and fairness, transparency, and care in its dealings with its members and with the communities it serves. Stakeholders highlighted the need to build and embed culture of continuous improvement from leadership down through to front line services but acknowledged establishing a culture of continuous improvement is a significant undertaking. The future policing model should allow for exploring ongoing strategies to improve outcomes, strengthen relationships and deliver services in a more efficient and effective manner through a dedication to continuous improvement.

Stakeholders noted that the future policing model has the opportunity to embed innovative practices throughout its operating model and distinguish itself through learning and commitment to evidence-based, continuous improvement in all aspects of operations and services provided. Innovation can be defined as alternative ways of operating from current practices and can be applied to strategic management, operations (including service delivery and deployment models), processes, governance and accountability structures, data and information systems and use of technologies.



Services and Capabilities - What We Heard



The capabilities that were highlighted in the Envisioning Sessions were focused around continuous improvement and building a learning policing model that is capable of changing and adapting over time based on information. Community stakeholders and representatives of HRP, RCMP, and their related unions all cited the ability to better use data to adapt, improve services and inform decision making and operations as a key capability for the policing model in the future.

Stakeholders expressed concerns around the approaches utilized in the dual policing model, describing that the efficiency and coordination may have gotten worse over time, as opposed to getting better. It was noted that a key element to building a learning and adaptable policing model is ensuring that effective mechanisms are in place to ensure new approaches and methods are implemented in practice 'on the ground' consistently throughout the policing model. Stakeholders also noted that measuring the impact of training is important but training first must be aligned and responsive to the needs and aligned with achieving better public safety outcomes.

Similar ideas about training are also expressed in Defunding the Police - Defining the Way Forward for HRM, which urges evaluating the effectiveness of current training in place in the context of short-term and long-term retention of knowledge and skills. By understanding the needs of the community and building relevant training aligned with the broader need for improved approaches and public safety outcomes the policing model should be more effective in delivering services.

Building formal capabilities surrounding collaborative case management approaches was seen as an essential element of the future model. Stakeholders noted that the ability to bring holistic approaches is not a capability that is effectively used in the current policing model. Utilizing a situation table or hub table type approach to providing solutions and addressing root causes of crime, disorder and social challenges that create community safety risk or harm was highlighted as a specific service example. However, it was noted that not all stakeholders would feel safe or have trust in a collaborative approach that involves police services in the current model.

Community members also recommended that police officers must have the interpersonal skills, empathy, and understanding required to be responsive to community and individuals' needs. Officers need to recognize and be trained to understand, empathize and adapt to different situations. The broader policing model needs to incorporate a similar ability to adapt and change to be responsive to feedback from the community, new data and information, and evidence-based policing practices in order to be continuously improving and learning to better service HRM.

Key Success Factors



Stakeholders were asked to use 1 word to identify what they thought some key success factors for the future policing model were. This was regardless of the structure of the policing model, the services provided, or who was providing those services. These key success factors are seen as critical enablers for the future policing model and are 'non-negotiable' characteristics





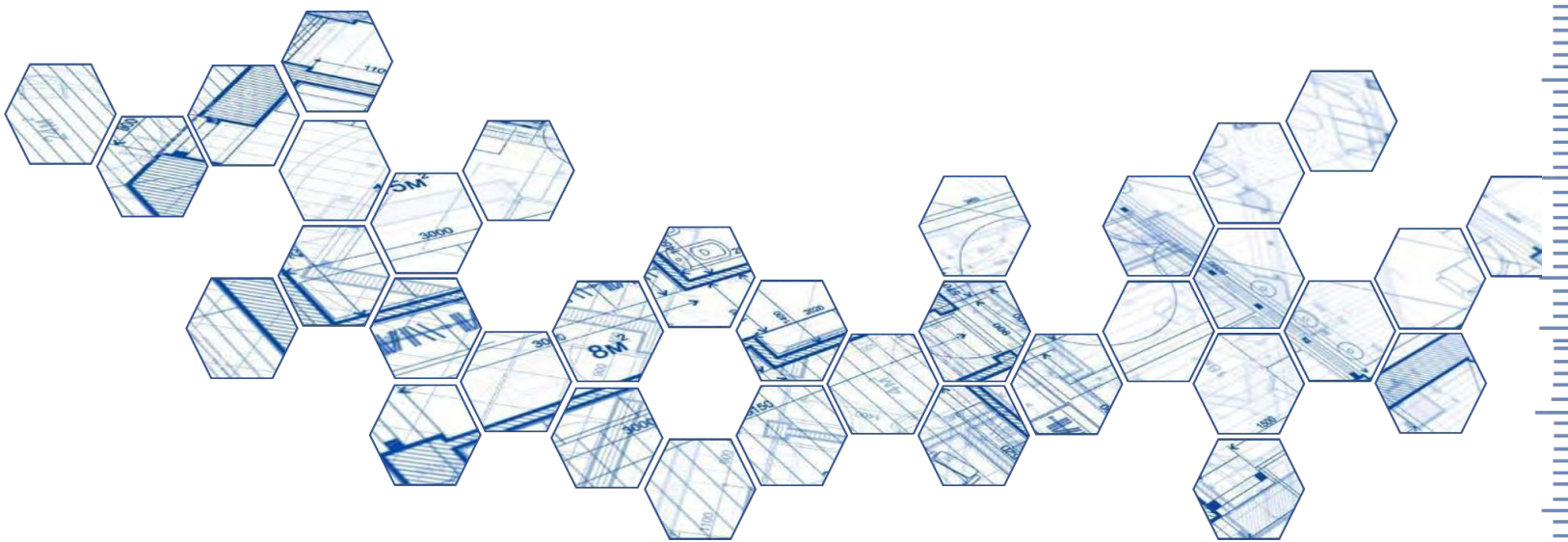
Next Steps



Next Steps

The next phase of the project will focus on defining the future policing model options for HRM that will best meet the needs of the communities. Taken together, the inputs collected from the Jurisdictional Scan, stakeholder engagement through Envisioning Sessions and written engagement, Blueprint Report insights, and the Current State Report analysis activities will form the foundation for a 'Fit for Halifax' policing model. The values, guiding principles, and considerations and priorities that have been explained in this Blueprint Report, will form the foundations of the future policing model, in terms of governance, operational capacities, workforce traits and more.

Following the completion of this report and the Current State Report which was developed concurrently the project will initiate Phase 3: Design the future Model. Phase 3 is focused on defining the recommended future model of policing and developing recommendations for transformation in alignment with the Values, Guiding Principles and Priorities described in this document. A comparative analysis of the recommended future model and current model of policing will be undertaken at the conclusion of the future state design.



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Halifax Regional Municipality

Policing Model Transformation Study

*Policing Model Performance Balanced Scorecard
Framework*

October 2022



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1. Executive Summary

Measuring policing model effectiveness is complex

However, managing performance is an essential element of building trust and credibility. Measuring performance in a policing model requires a multi-dimensional approach.

Executive Summary

Municipalities and jurisdictions around the globe are rethinking how to measure the effectiveness of community safety efforts in achieving desired public safety outcomes. In order to assess the success of the future policing model, a method of completing an objective data driven assessment that encompasses the various elements in the community safety ecosystem should be developed.

Given the potential cost and effort involved in transforming the current integrated policing model, this document seeks to establish an evaluation framework to guide the municipality's understanding of outcomes and impacts of the proposed changes in the recommended future model of policing. The Balanced Scorecard presents a multi-dimensional assessment framework with relevant metrics that can be used to measure the impact and outcomes of the future policing model. Utilizing a data driven Balanced Scorecard can be an essential tool for improving build trust, credibility and accountability with the public and key stakeholder groups following transformation.

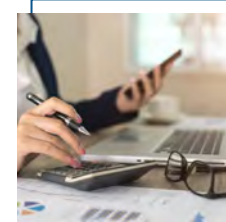
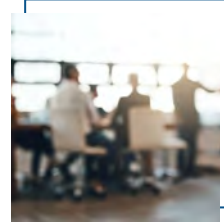
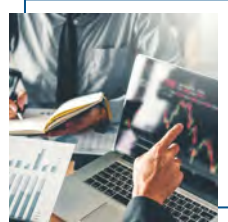
These metrics will be aligned with the organizational strategy, vision and core values established as a part of the transition study and will include metrics related to assisting decision-makers and the transition through both transition and after implementation. These metrics and evaluation criteria will be aligned with tracking:



At its heart, the balanced scorecard reflects the movement away from simply reporting on the volume of crime, to the need to balance multiple measures of police activity and performance that reflect the complex array of the responsibilities of law enforcement.

Executive Summary

The balanced scorecard is a performance management tool that can be used to provide a more fulsome and holistic assessment of the impact of future policing model on community safety. Using a balanced scorecard, the performance measures can be aligned with key community stakeholders, public opinion, and internal police processes. We have identified four interrelated elements that can be measured using the balanced scorecard presented:



Community Outcomes

How effective is the community safety ecosystem in realizing positive public safety outcomes?

Related Scorecard Categories:

- Broad Community Safety Metrics
- Community Safety Function Performance

Effectiveness of the Police Services

How efficient are the police services in realizing delivering services and supporting positive public safety outcomes?

Related Scorecard Categories:

- Police Performance Metrics
- Workforce Measures

Oversight & Governance Effectiveness

How effective is the governance model in providing oversight in alignment with achieving public safety outcomes?

Related Scorecard Categories:

- Governance Measures
- Oversight Measures

Financial Stewardship

Are financial resources being used effectively? Is the policing model delivering value for money?

Related Scorecard Categories:

- Financial metrics and performance

2. Aligning vision, outcomes, metrics and strategy

The importance of performance measurement is clear - if you can't measure it you can't manage it.

However, in order for the that measurement to be meaningful, you need to understand what you are trying to achieve.

Measuring outcomes and performance in policing and public safety is complex

Performance metrics are used throughout the public and private sectors to provide measures to assess performance against any number of objectives. The difficulty with metrics is aligning what is being measured to the desired objectives. This is especially true for law enforcement agencies due to the complexity of the services being provided and the wide range of potential outcomes for interactions with the public.

The multi-dimensional nature of police work naturally calls for a multi-dimensional approach to police performance measurement. Providing a multi-dimensional assessment of police work which provide a solid foundation for defining performance metrics for individuals, units and the organization to drive continuous improvement and accountability of outcomes.

Some commonly highlighted dimensions for consideration are:



Reduction in crime and victimization



Use of authority or force fairly



Offenders called to account



Effective use of financial resources



Civility in public spaces



Police leadership



Reduced fear or improved sense of security

The balanced scorecard presented is designed to incorporate these dimensions into how HRM can measure the impact of the future model of policing that has been recommended.

Alignment of philosophy, outcomes, strategy and metrics is critical

Metrics provide transparency into the performance of the police services not only for the municipality, but also for the community. Understanding and measuring public safety outcomes, police effectiveness, financial stewardship and broader community safety measures can help to build trust and credibility in the public. In both the private and public sectors, performance measurement is considered a necessary component of good management.

As the philosophy of policing moves from a traditional enforcement led approach to a community-oriented approach, performance measures need to be adjusted to reflect the change in philosophy. Unlike the typical police performance measures of arrest and crime rates found in traditional police philosophies, community-oriented policing performance measures are more general and tend to measure the extent to which police affect the quality of life in the communities they serve as well as the problems they solve.

Both direct and indirect measures need to be accounted for when attempting to measure police performance. Every measure has strengths and weaknesses that are important to understand prior to opening a larger discussion on which ones to adopt.

By providing a range of measures that encompass traditional performance, public safety outcomes, financial stewardship and direct and indirect outcomes there can be significant benefits including:

- Access to objective insights into performance against strategy and priorities
- Data that can help to understand if programs, initiatives or practices are having the intended impact
- Improved transparency, credibility and trust in public safety agencies
- Enables outcomes-based analysis into the behaviours, actions and decision-making processes
- Improved insight into where breakdowns, gaps, or silos are hindering the achievement of public safety outcomes

The key to realizing these benefits is alignment of metrics with intended outcomes, desired behaviours, and strategy.

3. Overview of the Balanced Scorecard

Public safety is highly complex and multi-dimensional

**Managing performance in a complex and
multi-dimensional service requires
multi-dimensional measures**

A multi-dimensional balanced scorecard will allow for a holistic view of effectiveness of the policing model in HRM

The balanced scorecard is a performance management tool that can be used to provide a more fulsome and holistic assessment of the impact of future policing model on community safety. Using a balanced scorecard, the performance measures can be aligned with the vision for policing, desired community outcomes, and strategy. We have identified four dimensions that are required to provide a multi-dimensional balanced scorecard to measure the effectiveness of the policing model in HRM:

4 Dimensions of the Balanced Scorecard



Community Outcomes

How effective is the community safety ecosystem in realizing positive public safety outcomes?



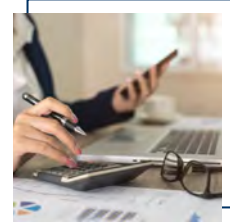
Effectiveness of the Police Services

How efficient are the police services in realizing delivering services and supporting positive public safety outcomes?



Oversight & Governance Effectiveness

How effective is the governance model in providing oversight in alignment with achieving public safety outcomes?

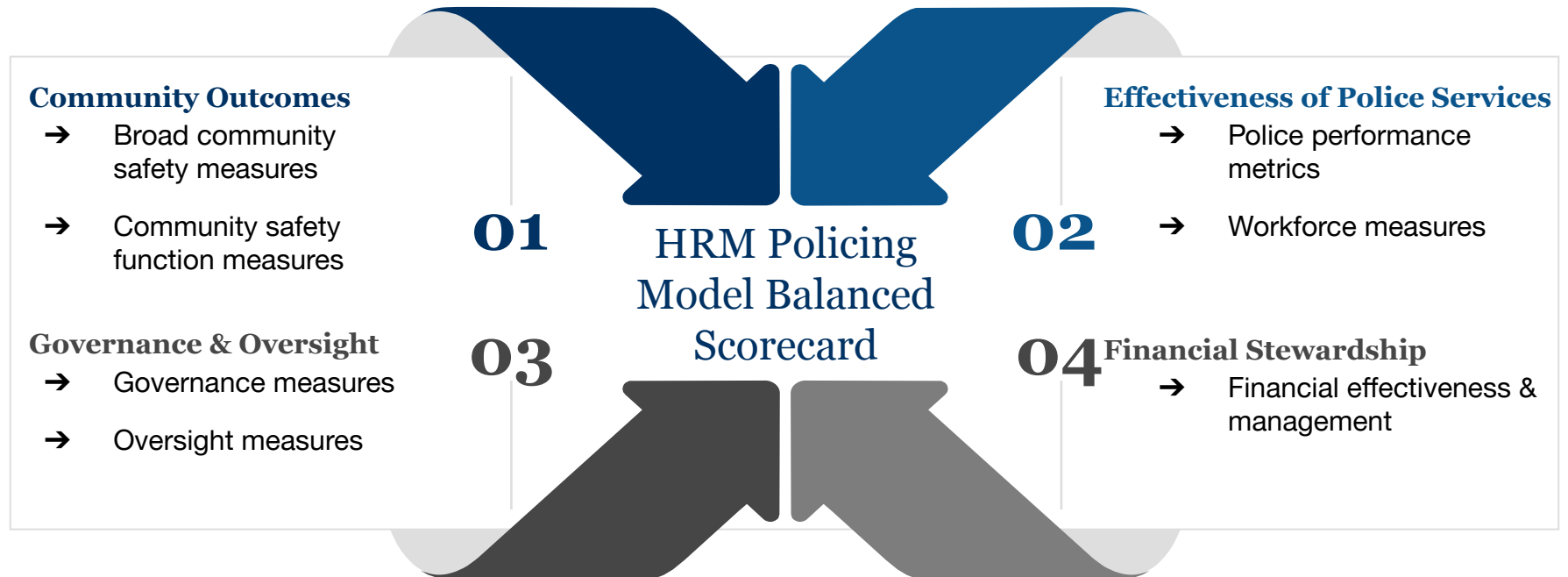


Financial Stewardship

Are financial resources being used effectively? Is the policing model delivering value for money?

Each dimension of the scorecard has different categories of measures within it

The different dimensions of the balanced scorecard are required to cover the complexity and breadth of public safety services. These dimensions are further considered by including different categories of measures that are aligned to the vision, outcomes and strategy of the model that has been recommended. The 4 dimensions and their related sub-categories are presented below:



Each category of measures provides a different perspective of understanding of the effectiveness and performance of the policing model in HRM

A brief description of what each category of measures is intended to measure within each dimension illustrates how different perspectives of metrics offer different insights into the policing model

Community Outcomes



Broader Safety Measures: Broader safety measures are aimed at understanding how public safety in HRM is changing over time



Community Safety Function: The community safety function is a key component of the recommended integrated community safety model and measuring its impact will be important for improving outcomes.

Effectiveness of Police Services



Policing Performance: Policing performance metrics measure efficiency and effectiveness of the police service, based on priority areas defined for the police.



Workforce Wellness: This is to measure the internal health of the organization, to get indirect insights on their focus on workforce and wellness of members.

Governance & Oversight



Governance: This category of metrics will be used to measure if police governance practices are effective and that the governance model is functioning well



Oversight: Oversight metrics are used to assess whether police services are being held accountable and to encourage police towards fair dealings in action, communication and decision making with the community.

Financial Stewardship



Financial Effectiveness & Management: This measures whether police are protecting their long and short term assets through a commitment to moral, ethical and prudent financial decision-making.

4. Measuring Community Outcomes

Measuring outcomes in a meaningful manner is essential to understanding the impact of the inputs, actions and decisions over time

The outcomes are what matters.

Measuring Broader Safety Measures provides an overview of the perception of safety in the community, level of crime and severity of crime in HRM

There are a number of traditional policing metrics that are used in the majority of jurisdictions to gauge crime levels within a region. While some of these metrics are easy to report, such as Crime Severity Index and Victimization Rates, others can be a more qualitative, and are therefore more difficult to measure. Things like perception of public safety and levels of fear in the public are usually measured through surveys. However, given that large scale surveys are expensive to administer, it is important to craft these surveys in a way that is objective and free from bias to improve accuracy of results.



Broader Safety Measures

Crime Severity Index	Measures changes in the level of severity of crime from year to year
Violent and Non-violent crime severity index	Measures changes in violent and non-violent crimes years over year
Victimization rates	Victimization rates overtime by different community groups, crime types and severity I
Proportion of high-low severity/disorder/ health calls for service	Based on proportion of these types of calls in comparison to total number of calls
Perception of public safety (through survey)	Calculated based on citizen survey responses reporting perception of public safety
Level of fear in public (through survey)	Calculated based on citizen survey responses reporting level of fear
Level of concerns about drugs/crime in the neighborhood (through survey)	Calculated based on citizen survey responses reporting level of concern of drugs/crime

Metrics allocated to the Community Safety Function are integral to assess the success of the new introduction in HRM

Given that the Community Safety Function will be a new addition to HRM, tracking its success and progress is imperative to understanding the value and impact it has. Metrics such as number and % of 911 calls diverted provide insights into the load taken off of police services, whereas % of referrals made to other service providers shows how vulnerable populations were navigated to the care that meets their needs.



Community Safety Function Metrics

% of referrals made from Community Safety Team to other service providers (homeless shelters etc)	Calculated based on % of clients referred to other agencies out of the total clients served
Number and % of 911 calls diverted	Calculated based on the total number and % of overall calls diverted from police
Number of follow-ups after call responses	Based on proportion of clients that that received follow up calls within 48 hours after a service call
% of clients reengaged with follow-up care	Based on % of clients who were referred that actually received follow up care
Number of Police hours saved	Average hours per FTE spent on service delivery by Community Safety team
Number of repeat offenders	Calculated based on offenders who had intervention from the CST within a one year period who have been charged and have a prior criminal records
Total calls served	Calculated based on changes in types and the number of calls for service that were responded to compared to 5 year average
Average time per call	Calculated based on total time spent on calls divided by total number of calls

5• Measuring Police Performance

Measuring performance at the policing organizational is a strategic imperative for policing organizations.

The public and individuals in positions of authority who make decisions about the police, including the allocation of resources and personnel decisions, must have accurate and relevant information that can be used to assess police performance.

Measuring the performance of the police services is essential even within a multi-dimensional scorecard

Assessing police performance is not about how many arrests they make, rather around their responsiveness, agility and demonstration of community-centric values. That is why the metrics described below are a blend of things like response times, measures of individuals were charged vs. diverted and the overall citizen satisfaction with police.



Policing Performance

Response times on priority level 1 and 2 calls

Based on time taken to arrive at the call location for priority 1 and 2 calls

Clearance Rates of violent crimes compared to 5 year average

Based on dividing the number of violent crimes that are "cleared" by the total number of crimes recorded measured against a 5 year average

Clearance Rates of non-violent crimes compared to 5 year average

Based on dividing the number of violent crimes that are "cleared" by the total number of crimes recorded measured against a 5 year average

Number of community engagement sessions in a year hosted by police compared to 5 year average

Based on total number of community engagement activities compared to 5 year average

Number of community events attendance in a year by police compared to 5 year average

Based on total number of community events attended by at least 2 police officers off-duty compared to a 5 year average

Citizen satisfaction (through survey)

Based on citizen satisfaction rates reported through survey

A police service cannot be effective and efficient, without prioritizing the wellness of their officers and building a healthy culture, which is why measuring workforce wellness is key

Measuring workforce wellness provides insights into how employees and officers feel about the job and the organization. It provides the metrics needed to measure whether employees feel valued, fulfilled and equipped to perform their jobs. Efficiency and effectiveness cannot be achieved without a healthy workforce, so these metrics show us if the service is being run with the right internal values and care.



Workforce Wellness

Attrition rates	Divide the average number of departures in a given period over the average number of employees in that period and then multiplied by 100
Promotion and retention across workforce dimensions	Tracking the promotion and retention of diverse groups within the workforce
Vacancy Rate (full-time permanent)	No. of vacant (unfilled positions not including leaves) positions divided by total number of positions multiplied by 100
Career well-being measures	Measuring employee satisfaction in what they are being asked to do
Psychological Safety Measurement of employees	Based on survey results of psychological assessment administered by trained professionals
% of officers on long-term or short-term leave (personal, mental health)	No. of officers on long/short-term leave divided by total employees multiplied by 100
Workforce diversity metrics	Relative representation of diverse community groups within the workforce
Employee engagement across workforce dimensions	Employee engagement scores collected via survey over time
Overtime & Sick Days	Measuring workforce wellbeing and balance through monitoring overtime and sick days

6. Measuring Governance & Oversight

Measuring operational effectiveness is commonly understood and practiced.

One of the most challenging areas to establish meaningful metrics and measures is in the boardroom which is problematic because effective governance is essential for successfully delivering on strategy.

Governance metrics quantify the performance of the police service in the context of leadership, direction, operations and risk management

The Board of Police Commissioners and police leadership are ultimately responsible for delivering community safety outcomes that are in alignment with community demands. In order to determine how effectively the BoPC and police leadership are delivering on their mandate, effective measures must be in place that provide insight into progress against strategy, operational outcomes and good governance behaviours.



Governance

Broad range of skills, competencies, and representation matrix met in board appointment	Compliance with representation of full range of diverse skills, experience and competencies in alignment with target skills matrix
Performance against annual strategic priority targets (eg. public safety outcomes)	Targets met divided by total targets multiplied by 100
Operational performance over 5 year average - people, operational and innovation strategy	Operational performance targets met compared to plan annually and long term
Budget variance	Variation of actual financial results when compared to budget
Number of risks mitigated or risks identified	Add risks mitigated and risks identified based on risk register
Regular review of policies	% of policies reviewed on time according to policy refresh schedules
Cadence of and Compliance of Committees and Subcommittees	Frequency and compliance of committee and subcommittee meetings and presentations

Police oversight is a critical component of establishing their accountability and credibility to the community, while also encouraging officers to do the right thing

Monitoring the effectiveness of oversight in leading to positive public safety outcomes is essential to building trust and credibility in the community. The behaviours of members can provide some insight into the effectiveness of leadership in oversight. Additionally, measuring public perceptions of oversight in addition to more quantitative measures can provide meaningful insights into whether oversight is effective.



Oversight

Substantiated citizen complaints % increase or decrease over a 5 year average	Changes in proportion of citizen complaints over time
Number of instances of lethal force compared to 5 year average	Changes in proportion in use of lethal force used over time
Number of external police reviews (regarding alleged police misconduct) in proportion to number of sworn officer	No. of external police reviews over number of sworn officers multiplied by 100
Perception of procedural fairness in police interactions	Resident perception of fair treatment in police interactions
Public trust	Trust scores collected to measure public trust in police services over time
Perception of Responsiveness	Public perception of responsiveness to citizen needs, diversity etc.

7. Financial Stewardship

Financial metrics reveal information about performance that can't be easily seen in standard data

One critical component of financial performance measurement is connecting financial performance with operations and outcomes.

Financial Stewardship is a fundamental component of a well-operating police service - residents want to know that public funds are used effectively.

Being ethical, effective and efficient in financial decisions and responsibly allocating finances is key to gaining the community's trust and establishing credibility. This is especially relevant in today's landscape where there is widespread calls to defunding the police. It is important to measure that financial resources are providing value for money and that costs are being effectively managed.



Financial stewardship

Cost of public safety (police + community safety function) as a percentage of municipal budget	Sum of police budget and community safety function budget over total municipal budget multiplied by 100
Budget variance	Variance of actual financial results versus budget
Total cost of policing per capita	Measure of how much the cost of policing per person in HRM changes over time
Cost per call for service	Calculated cost per call for service
Proportion of costs by service or unit	% of costs driven by services or by units including citizen facing or administrative functions
Compliance with financial reporting requirements and auditor recommendations	Compliance with financial reporting dates, standards and percentage of auditor recommendations implemented annually

8. Broader Considerations

Community safety & wellness is the sum of a vast number of different factors

Combining information collected on all these factors provides a clearer picture of safety and wellness including those not directly or closely related to policing

Broader community safety and wellbeing solutions incorporate data sources from a wide variety of open source and collected data from disparate sources

Taking a broader approach to utilizing metrics, data and shared information is a critical step toward empowering community leaders with the evidence to take radical steps to improve citizen outcomes. Thoughtfully developed, evidence based information portals or dashboards can act as the catalyst for systematic reform to guide policy, decision makers and communities.

The creation of a broader community safety and wellbeing indicators solution should centralize non-identifiable public data from multiple human service sources and makes it interpretable through a user-friendly application. Data sources should be aligned to social determinants of health which are closely correlated with public safety needs, health and social disorder. Some sources of data that can be considered for such a solution include:

- ✓ Statistics Canada
- ✓ Nova Scotia Bureau of Vital Statistics
- ✓ Nova Scotia Department of Education and Childhood Development
- ✓ HRM Office of Diversity and Inclusion
- ✓ Halifax Transit
- ✓ Nova Scotia Child, Youth and Family Supports
- ✓ Nova Scotia Health Authority
- ✓ Nova Scotia Department of Economic Development
- ✓ HRM Parks, Recreation & Communities
- ✓ HRM Parks, Recreation & Communities

Combining data from the policing model and public safety organizations with other types of data related to social determinants of health can reveal a broader picture to inform community wellness.

Different types of metrics, data or information can be brought together to develop insights to inform policy makers, programs design and resource allocation. National government and international organizations also track various individual-level objective measures which, when aggregated, can inform the status and changes over time for various components of community well-being.

Broader statistics can be combined with data from the policing model and the metrics or outcomes proposed in the refreshed Public Safety Strategy. These types of statistics provide additional context and insights into the broader factors that impact community safety and wellbeing.

- > Education levels
- > Life expectancy
- > Health care access
- > Literacy rates for youth and adults
- > Political participation
- > Race, ethnicity, and cultural context
- > Chronic disease and wellness indicators
- > Subjective scores of individual wellbeing
- > Desirability of communities to live in
- > Income inequality
- > Unemployment
- > Strength of Social Relationships
- > Socioeconomic information (community/individual)
- > Social vulnerability index



HRM Policing Model Transformation Study

Transformation Roadmap



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Executive Summary

Transformation from a dual model to an integrated model will be complex. Focusing on outcomes is essential.

Transformation of the current dual policing model to an integrated operating model of policing in HRM will be complex. Leadership alignment and a shared vision of community focused outcomes will be critical to driving transformation of the policing model.

This transformation roadmap has been developed to balance:

- Maintaining momentum and pace throughout transformation
- Effectively managing transformation to deliver sustainable benefits and improved outcomes
- Mitigating risk of service disruption to HRM throughout transformation

Leading Transformation

In order to successfully complete a complex transformation of this nature, HRM will need to build the structure to oversee, monitor and lead transformation from a strategic perspective supported by resources to manage and action day to day transformation activities.

Transformation will require input from key stakeholders including: HRM Administration, RCMP, HRP, Department of Justice, and the BoPC. Each of these stakeholders and community members should be able to provide input throughout transformation and as a part of transformation governance.

The Transformation Roadmap is based on 3 major overlapping phases.

Transformation to an integrated operating model will require distinct but overlapping phases with unique milestones:

Phase 1: Decision support & mobilization - Preparing additional analysis or briefing materials for decision makers to support mobilizing transformation

Milestone: Transformation to an integrated model is initiated

Phase 2: Engagement driven detailed design and build - Engaging with key stakeholders to co-create the detailed operating model design of the integrated operating model and service delivery model

Milestone: Integrated operating model design is completed

Phase 3: Phased Capability Transformation - Implementation of the integrated operating model using a capability by capability iterative implementation approach

Milestone: Transformation of the policing model is complete

Governance and leadership over the transformation are essential. Successful transformation programs require clear decision making and strong management to drive progress and manage risk.

Transformation is expected to take 24-36 months to complete, although some parts of the transformation can be completed within 12-18 months.

Executive Summary

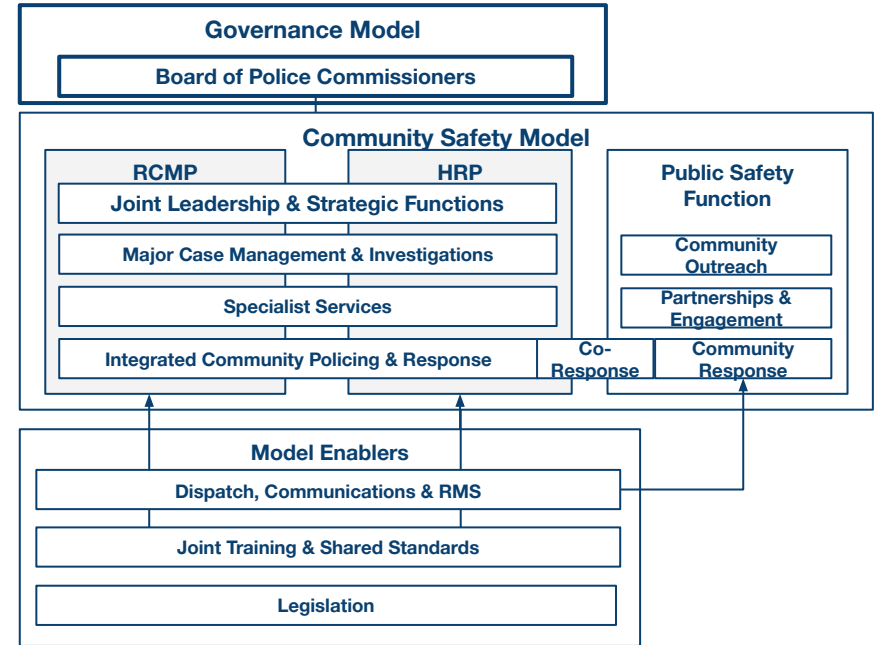
Focusing on the outcomes of transformation is essential.

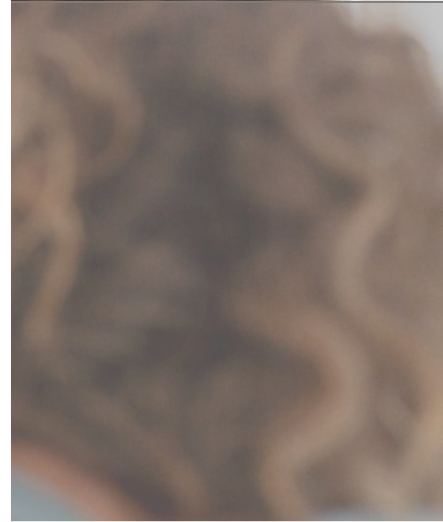
The Policing Model Recommendations Report from the phase 3 outlined a conceptual model for HRM's policing model and public safety ecosystem. The recommendations focused on addressing a number of key goals:

- ✓ Improving the quality and effectiveness of police services
- ✓ Improving the consistency of standards and service delivery in the municipality
- ✓ Integrating policing more effectively with the broader community safety and wellbeing ecosystem
- ✓ Increasing responsiveness to community needs and long term adaptability of public safety services

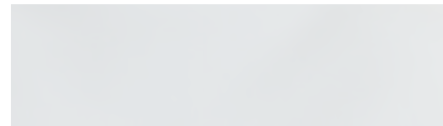
The purpose of the Transformation Roadmap presented in this document is to establish the building blocks for a program with milestones, key activities and considerations to effectively transform the policing model. The transformation roadmap should serve as the foundation for a more detailed plan to be developed after the design of the integrated operating and service delivery model is completed.

The Transformation Roadmap outlines an outcomes focused approach to designing and building an integrated operating model for police services in HRM.





Transformation Strategy



Setting the foundation by establishing transformation guiding principles as the basis for a clear, consistent direction throughout the transformation program

Transformation guiding principles provide the ‘North Star’ to ensure consistency in direction throughout the program

The dynamic environment in Nova Scotia and HRM and the number of possible approaches that could be utilized requires guiding principles to anchor the decision-making process and transformation plan. The guiding principles provide a reference point that can be utilized in determining which activities and initiatives are prioritized, the order in which they occur, and the overall approach taken.

The Transformation Roadmap provides an overview of the initiatives required to transform to an integrated operating model. This roadmap can, and should, evolve as detailed transformation planning continues and as decisions are made throughout the transformation program, however, the Transformation Guiding Principles should be utilized and referenced throughout this program to provide an anchor point of reference.

As HRM prepares for implementation, these principles should be developed to inform the detailed transformation planning that is required. An example of transformation principles is presented to right which can be used to balance the risks and benefits of moving to the future state. These principles have been used in the development of the proposed roadmap presented here.

True North Guiding Principle

Public Safety is the Priority

Safety in HRM is paramount - the transformation program must prioritize minimizing disruption to front line to community members.

Sample Operational Transformation Principles

Collaboration

Creating a transformation environment and plan that builds opportunities to collaborate, develops new working relationships, and work through transformation together (HRM, HRP, RCMP, Department of Justice) will allow for better outcomes

Clear Decision Making

Leadership must be clear for all elements of the transition and be accountable in delivering transformation from start to finish

HRM should own the Detailed Transformation Plan

The Transition Plan will evolve and key decisions must be made by the HRM about the transformation program with input from key stakeholders including the BoPC, DoJ, HRP and RCMP.

Managing Change & Effectively Building Trust is Essential

Trust in the policing model and the transformation program is imperative. Managing change must be prioritized throughout the transition - for the public, for members of the organization, and partners.

Clear milestones with an agile implementation are crucial to successfully enabling and sustaining the policing model

Setting the Transformation in motion

Complex transformations are generally more successful when iterative approaches are central. However, while different elements of transformation will occur at different times and paces - **transformation needs to be managed as a single transformation program with clear governance and coordination throughout rather than a series of separate initiatives.**

Each piece must connect and align with the broader transformation program even though **transformation of various elements will occur at different times and at varying paces.** Transformation of this complexity will require a phased approach to Design - Build - Operate.

The philosophy of agile approaches to transformation relies on three stages presented below:

Figure 1: Stages of an agile transformation approach



Design Target State

The integrated operating model that has been recommended will require detailed design beyond what has been completed in this Transformation Study before “build” can begin. This detailed design includes definition of integrated community focused policing operations, services and leadership structures, and clear definition of the community safety function services.



Iterative Transformation & Capability Build-up

As the integrated operating model is designed, capabilities should undergo a pilot-scale up-full implementation cycle to reduce risk and iterate as lessons in transformation are learned. It may be practical to begin with the lower risk parts of the operating model including the community safety function to help manage risk throughout.



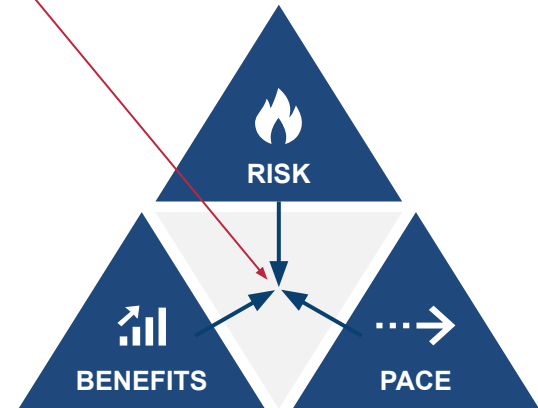
Operate & Optimize As capabilities are fully transformed and the integrated model is implemented the last and most important step is to enable continuous improvement and performance management. The joint continuous improvement and performance management functions will play a critical role in ongoing adaptability.

The approach to developing a transformation strategy should balance risk, momentum and creating sustainable benefits of moving to the future state

The transformation strategy seeks to find balance between a number of elements in determining the recommended overarching transformation approach. These elements relate to the risk of transformation within HRM, the sustainability of benefits for HRM and community members and the pace of transformation recognizing that they are related. For example an increase in transformation pace might increase risk of service disruptions or sacrifice long term sustainable benefits. Finding the right balance between each is a critical considering in transformation planning.







Element	Considerations
Risk to Transformation	<ul style="list-style-type: none"> Risk of disruption to service delivery in the community Lack of internal resources and expertise to facilitate transformation Challenges with collaboration in building an integrated model
Quality & Sustainable Outcomes	<ul style="list-style-type: none"> Integrating policing more effectively with the community safety ecosystem Improved quality and effectiveness of police services, standards, and delivery Efficient use of resources across the public safety ecosystem Community-centric service delivery based on needs and outcome focus
Speed of Transformation	<ul style="list-style-type: none"> Organizational readiness (e.g., legislation, policy, process, people) People and cultural effort (leadership, individual behaviours) Number of Transformation stages required

The optimal pace of transformation balances minimizing risk, maximizing sustainability of transformation outcomes and maintaining strong momentum throughout



There are a number of different approaches to transformation that can be taken. Determining which one is best depends on people, organisation and policy/process.

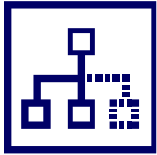
The approach to transformation should also consider people, organisation and processes/service. The detailed transformation plan should tailor how people, organisation and services are transformed. An example framework that can be used to build the detailed plan is provided below.

	Description	Recommendation	Rationale
 People	Based on what is known about the impact of the change for HRP and RCMP members and staff, should the change be implemented by moving select individuals or large groups at a time?	Selected Individuals  Large Groups	Service delivery in different units are complex and unique, it is recommended to Transformation one or a few units/capabilities at a time. This will ensure that each unit is aligned during the transition, while also making sure service levels are not compromised at any given time.
 Organization	Based on HRM, HRP and RCMPs readiness, the complexity and the scale of the change, is implementation of the integrated model done all at once or through phased increments?	Incremental  Big Bang	Incremental transformation is recommended to minimize the risk to the public. Risk is reduced through smaller systematic steps. HRP and RCMP can learn how to deliver services in this new model one capability at a time, and apply lessons learned to upcoming phases.
 Services	Is it essential to keep policing and public safety services effectively running while introducing the new future state?	Parallel Running  Clean Cut-Over	HRP and RCMP will need to using existing processes, policies and roles to limit disruption of services to communities in HRM through transformation. Once new processes and SOPs are mapped out and solidified, the integrated model can take a phased approach to implementation.

Lessons Learned: In addition to following these principles a practice learned from past transformations is the need to map and fill leadership roles top-down to prevent being caught up in scenario planning. This aligns well with an iterative implementation approach focused on milestone targets when establishing the future model.

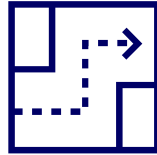
Transformation Management

The transformation will require 4 distinct groups, who play unique roles and work together to drive transformation, design, build and implement the future model of policing



Transformation Steering Committee (TSC)

This group is the overarching governance body and provides the vision and direction for the whole project. The TSC should resolve any escalations, conflicts, resource shortages and make critical decisions to drive the integration forward. The Steering Committee should include: HRM, HRP, RCMP, DoJ, BoPC and Community representatives



Transformation Management Office (TMO)

Oversees the entire transformation project, provides framework, develops detailed planning in collaboration with the build and delivery teams, monitors progress regularly and provides reporting to the Steering Committee. Identifies risk, manages dependencies and drives the delivery teams and all workstreams forward.



Build Team

This group consists of subject matter experts who will provide critical direction and guidance to each of the elements/workstreams and are assumed to be existing HRM resources seconded to support the Transformation. The TMO and build teams may include representatives from the HRM Public Safety Office, the RCMP and additional resources as required.



Delivery Team

This team is responsible for the execution of the activities identified in the transformation plan with the guidance and support of the Build and Core Team. Delivery team resources are assumed to be seconded from HRP, RCMP or HRM to support the transformation. They provide regular progress updates on the activities, escalate issues and risks for timely resolutions.

Overview of the Transformation Steering Committee

Policing and public safety is the shared responsibility of a number of stakeholders in HRM and Nova Scotia. The Department of Justice, HRM Council, the BoPC and the police services all have a role to play in the oversight and delivery of public safety services in HRM. The successful implementation of an integrated policing model requires input, commitment and support from all of these stakeholders and from community members. A Transformation Steering Committee is critical to effectively creating the opportunity for shared oversight and governance throughout transformation and establishes a shared vision and ownership of transformation between the various stakeholders involved

The Steering Committee should:



Provide oversight and governance to ensure accountability throughout the duration of the project



Providing guidance in resolving emerging issues, risks and providing sponsorship support to the TMO



Help coordinating and committing resources to adequately drive the transformation program



Approving milestone completions and making major decisions



Drive and establish an expectation of collaboration between stakeholders throughout transformation

Who could be on the Steering Committee?

It is important to have leadership representation from organizations that will be heavily involved in the transformation, and whose input and buy-in will be necessary to make meaningful progress. Some of these include:

1

Halifax Regional Municipality

2

Halifax Regional Police

3

Royal Canadian Mounted Police

4

Nova Scotia Department of Justice

5

Board of Police Commissioners

6

Transformation Management Office

Overview of the Transformation Management Office (TMO) & teams

The public safety environment for this transformation is dynamic and complex. The ongoing Mass Casualty Commission proceedings, policing standards review, and the complex relationship between the HRP and RCMP increase the risk and scrutiny from the public. A Transformation Management Office provides structure to support decision making, transformation actions, stakeholder engagement and risk management throughout transformation. The TMO should act as a management hub enabling for coordination of resources, interdependencies, stakeholder engagement, communications and transformation program delivery for HRM.

The TMO should act as the overarching transformation management and delivery body that provides oversight and direction for the whole policing model transformation. The TMO should provide a framework, approach, tools and templates to support the teams with their planning and execution of initiatives and support bringing together HRM, RCMP, HRP and other stakeholders to contribute to the development of the integrated operating model. The TMO will work closely with the HRP Chief of Police, RCMP Chief Superintendent and the leadership team ensuring that all of the key operational activities are completed to ensure a smooth transformation to an integrated policing model in HRM.

Transformation Management Office

Leadership: HRM Transformation Lead

Membership: HRM Transformation Lead, HRP/RCMP Transformation Leads, Public Safety Office

- Action guidance from Steering Committee across initiatives
- Management of day to day transformation activities and deliverables
- Recommend milestone completion to Steering Committee
- Key point of escalation for cross-project escalations

Build & Delivery Teams

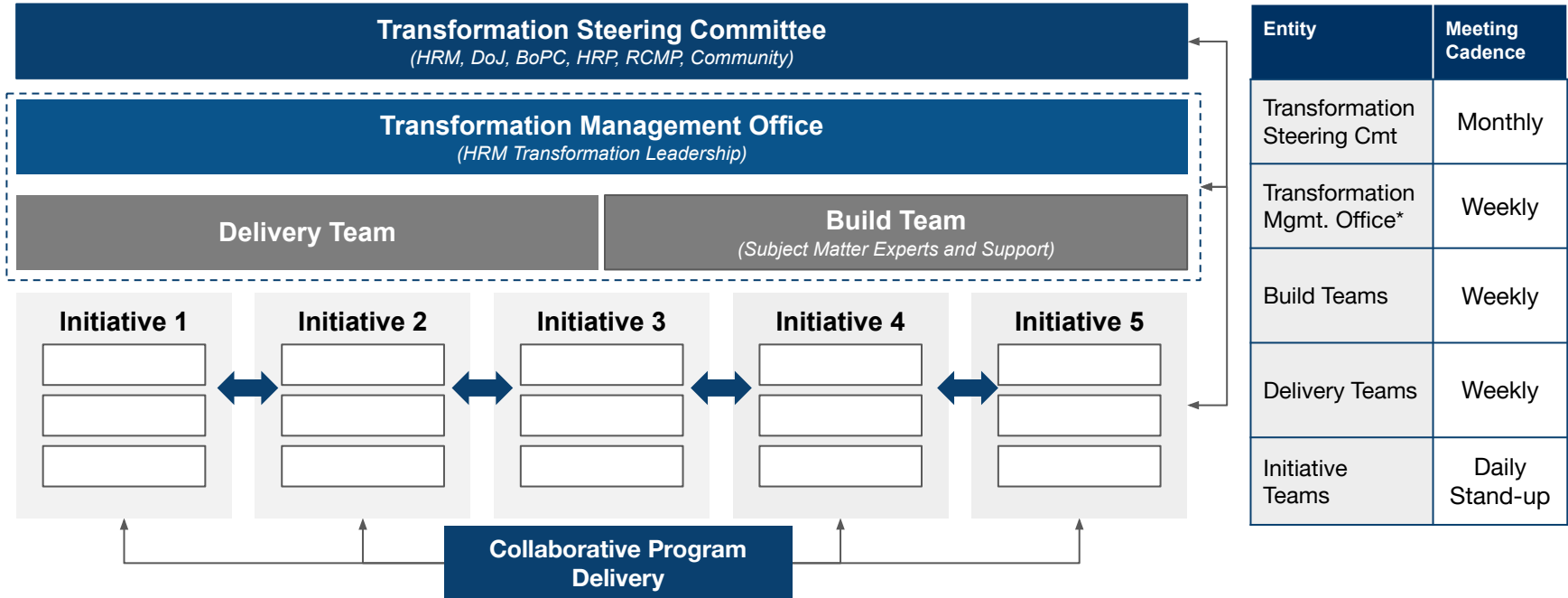
Leadership: Project Lead

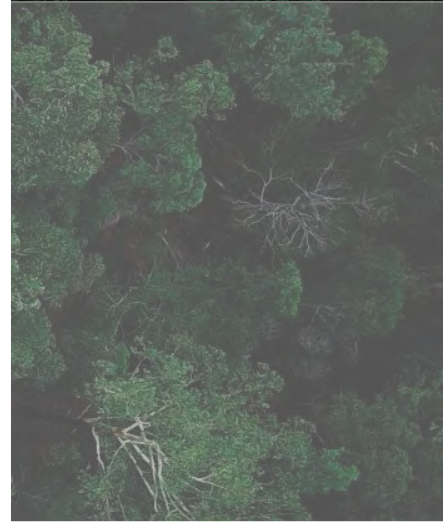
Membership: HRP/RCMP/HRM Transformation Teams

- The Delivery team are dedicated resources to deliver on the program initiative's scope and objectives
- The Build team may be a collection of non-dedicated resources to provide expertise and support to the TSC, TMO or Delivery teams

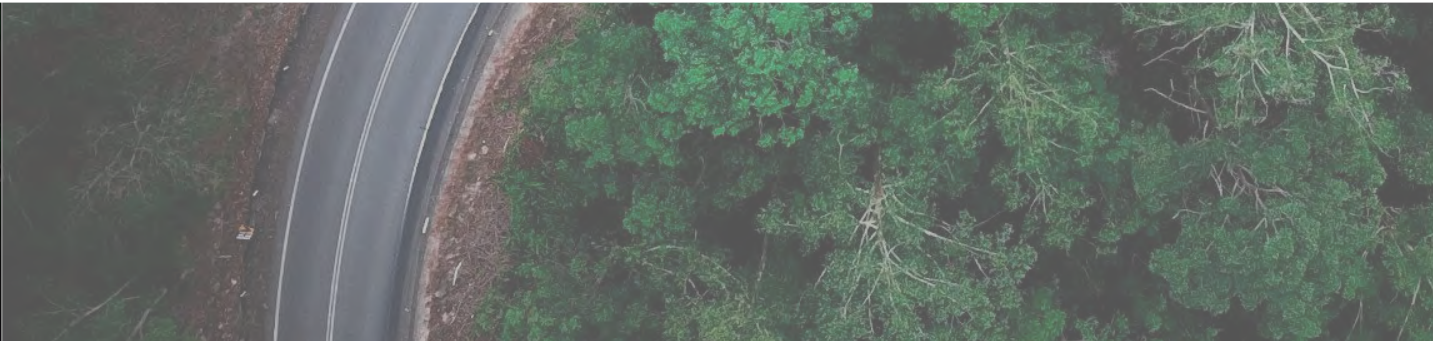
The appropriate structure to support with clearly defined relationships, roles and responsibilities is critical to transformation.

A sample structure for how the Transformation Steering Committee, TMO, build and delivery teams is provided below with a proposed meeting cadence that can be used as a starting point to be refined and validated at the outset of transformation.





Transformation Roadmap

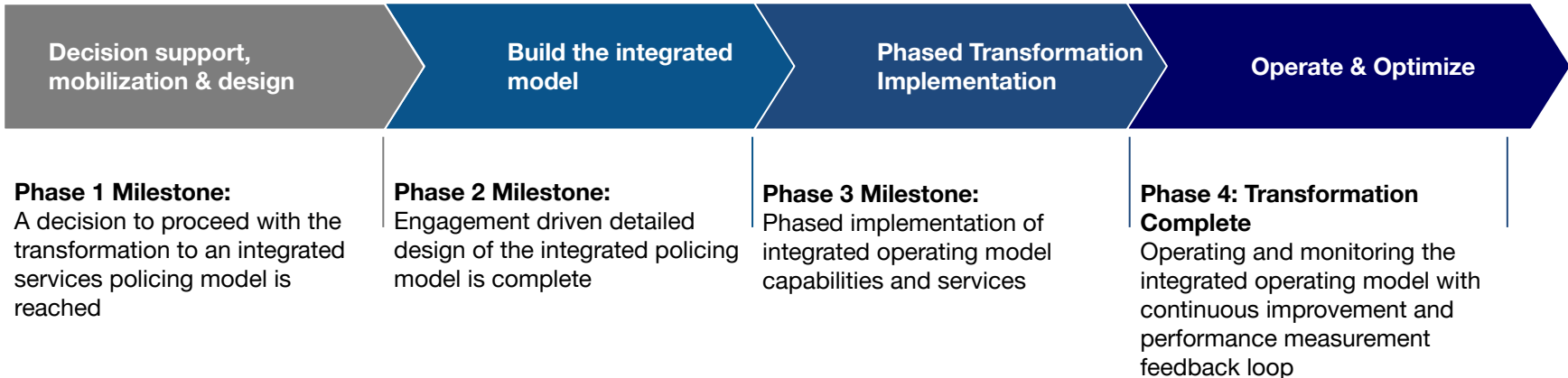


Overview of Phases

Each of the 3 phases are designed to provide a high level view of activities that need to be completed to hit the 3 significant milestones identified. These phases overlap and are iteratively designed to allow for a cycle of design-pilot-improve-operate as different capabilities within the policing model are developed and mature throughout the transformation. Each phase ends with a major milestone described in the graphic below.

In order to transform effectively from the current state of policing in a dual model to a modernized integrated services model, there are a number of key activities that must be completed. The sequence and timing of these key activities should be planned to drive outcomes, manage risk and create a positive experience for members of the police services, key stakeholders and the community involved. An overview of the program required to drive transformation will be presented in the following sections in the form of a Transformation Roadmap.

The Transformation Roadmap will provide a high level overview of the milestones and key initiatives that HRM will need to undertake in order to transform from the current model to the recommended model. This roadmap can be used to facilitate more detailed planning and analysis that will be required to be completed prior to finalizing the transformation of services. **The timelines and costs presented for transformation are preliminary and will need to be validated or revised as more detailed design and planning is completed.**



Overview of Transformation Pillars Toward the Integrated Operating Model

Each phase has a number of initiatives that are recommended to be completed as a part of the transformation program. Initiatives are the key activities that should be undertaken and should be completed at various points in the transformation program. A transformation of this size and complexity will require collaboration from multiple stakeholder groups and teams and key activities are expected to evolve or change as transformation activities progress. The workstreams should be aligned with the operating model elements (workstreams) and transition management structures that are required to stand up a fully operational integrated services model. These elements are presented below:

	Transformation Management Office	An overarching project management team to oversee and manage the transformation, escalate risks and issues and provide critical reporting
	Integrated Governance	Implementation of a streamlined governance structure and a reimagined Board of Police Commissioners with additional resources and capabilities
	Integrated Leadership	Development of the integrated executive leadership, joint management, and new joint strategic functions in the integrated policing model
	Community Safety Function	Creation of the community-led response capacity and alignment of resources with service demand that is complementary to the police services provided
	Integrated Services Operations	Integration of public facing operations between the HRP and RCMP based on shared SoPs, policies and training
	Change Management	Supporting change management and stakeholder engagement throughout Transformation to establish trust, transparency, and credibility with the public in HRM.

Each phase of transformation is aligned with key outcomes

Decision support, detailed design & mobilization	Engagement Driven Detailed Design	Phased Capability Implementation	Operations and Continuous Improvement
<p>Description</p> <p>After completion of the Transformation Study, HRM will likely enter a phase of increased communication, decision making support, stakeholder engagement, or further analysis and detailed study to refine the recommended model and organizational requirements.</p> <p>Stakeholder engagement with community members and other key stakeholders will be a critical aspect of this phase of work to gather additional feedback to refine the recommended model.</p> <p>Additional analysis may be required to provide further details to decision makers on the costs, benefits or model options.</p>	<p>The detailed design phase of work will require the most effort and amount of resources to complete.</p> <p>The Steering Committee, HRP, RCMP and the Transformation Management Office will need to work in close collaboration to manage the many complex initiatives on timeline.</p> <p>The greatest risk of replicating the existing model ‘ways of working’, existing culture, and approach to policing is in this phase of work if commitment to the new vision and transformation is lost in the need to “get things done”</p> <p>In order to develop the new model, a co-creative and collaborative approach to design should be utilized.</p>	<p>The Implementation phase is centred on the gradual ramp up of integrated policing operations. The proposed plan is to begin with a small number capabilities/services in a iterative build up and implementation.</p> <p>After each implementation of integrated services there should be an assessment of any lessons learned, operational challenges, and key success factors that can be factored into future implementation.</p> <p>This methodology of starting slow and small and ramping up over time will be important in building confidence and reducing public safety risks associated with transforming services.</p>	<p>The operations phase of work is focused on monitoring and optimizing the performance of the integrated model.</p> <p>As the new policing model delivers services utilizing new ways of working it will be important to monitor and adapt to improve outcomes.</p> <p>There will be a period of continuous improvement and optimization that will occur while slowly Transforming to stable operations in the integrated policing model.</p> <p>Capabilities should continuously adapt and shift as community needs change - the continuous improvement and performance management function is critical to sustaining transformation.</p>
<p>Major Milestone:</p> <p>Decision to proceed with policing model transformation</p>	<p>Major Milestone:</p> <p>Detailed operating model transformation design complete</p>	<p>Major Milestone:</p> <p>Implementation of policing integrated model operations complete</p>	<p>Major Milestone:</p> <p>Fully implemented integrated policing operations and performance mgmt.</p>

Key activities in each phase of transformation

Key Activities

Decision support, detailed design & mobilization

- Further analysis or study as required to support decision makers
- Develop and conduct preliminary communications and engagement with community stakeholders as required
- Presentations, validation or detailed input sessions with key stakeholders
- Refinement of proposed model and cost model
- Stand-up transformation management office
- Detailed 'build' phase plan developed
- Detailed co-creation stakeholder engagement planning
- Detailed assessment of legislative changes

Key Questions or Considerations

Is the recommended model the 'right' model for HRM or are adjustments required?
Is additional information on alternative models or costs required?

Engagement Driven Detailed Design

- Co-creation stakeholder engagement sessions including HRP, RCMP and community input
- Detailed operating, service and governance model design
- Governance transformation
- Develop detailed transformation implementation plan
- Build community safety function design team and steering committee
- Detailed CSF design and service pilots
- Policy, terms of reference, standard operating procedure, training alignment
- Detailed implementation plan
- Develop detailed change mgmt. plan
- Recruitment and hiring processes

Key Questions or Considerations

How do the different parts of the model actually 'work'?
How should services/resources change to be more responsive and community centric?

Phased Capability Implementation

- Integrated patrols and community policing functions piloted/rolled out
- Integrated investigations and shared case management functions piloted and rolled out
- Integrated specialist services functions piloted and rolled out
- Strategic functions implementation
- Supporting governance capabilities developed

Key Questions or Considerations

How is the integrated operating model actually put into service?
How are lessons learned incorporated into planning as transformation progresses?

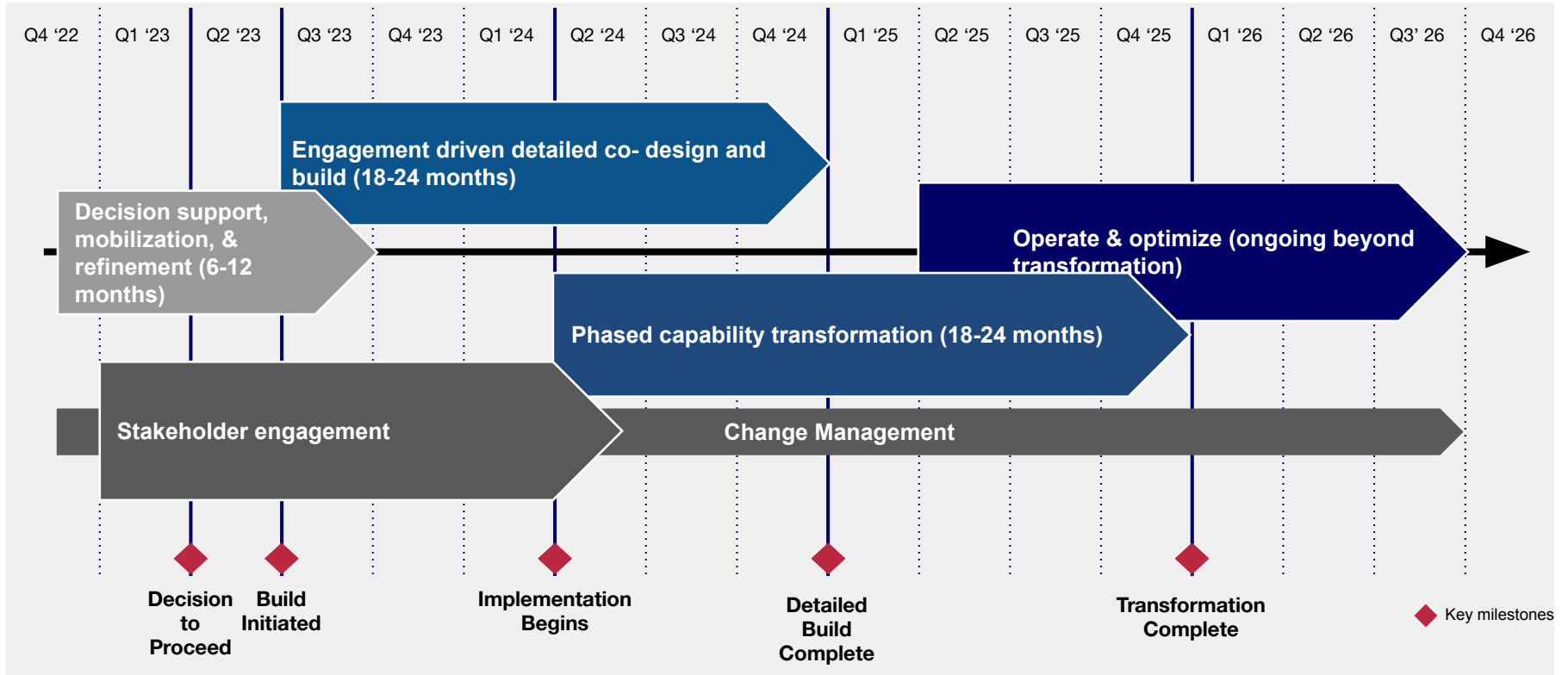
Operations and Continuous Improvement

- Fully implemented and operating continuous improvement and performance management functions
- Operate CSF and monitor outcomes
- Ongoing governance and performance management of BoPC
- Policing standards auditing

Key Questions or Considerations

Are the outcomes that were targeted being realized?
Are continuous improvement and performance management driving improved outcomes?

Overview of Preliminary Transformation Roadmap Phases and Milestones



Key Decision Points in Transformation

There are key decision points throughout the transformation program

In the transformation program, HRM will face significant decisions that will need to be made at different points. Some of these decisions relate to phases of transformation and some relate with key decisions that must be made about whether or how to proceed at various stages.

Key Decision Point 1: Decision to Proceed with an Integrated Operating Model

The recommended model of policing is an integrated operating model with both the HRP and RCMP providing services together with a cohesive operating model. This model relies on both the HRP and RCMP adopting new ways of working.

.It is possible that during Phase 2: Engagement Driven Design that either or both of the HRP and RCMP may not be willing or able to adopt these new ways of working or that the integrated model no longer makes sense with other changes that may arise from the Mass Casualty Commission (MCC) or Provincial Policing Standards Review. A decision will need to be made with whether or not an integrated model of policing is still the best path to transformation for HRM.

If the RCMP are unable to transform their ways of working to integrate with the HRP or if the MCC recommendations or other developments unknown at this time significantly alter the policing environment HRM may need to decide to proceed with an alternative model of policing (single agency, regional etc.).

Key Decision Point 2: Decision to Proceed with Transformation

Immediately following the completion of the HRM Policing Model Transformation Study, HRM will likely enter into a period of review and consideration by HRM Council and other key stakeholders. Further study or analysis may be required to support the decision to proceed with transformation or to provide more information the options to transform the policing model. This decision will set the transformation in motion.

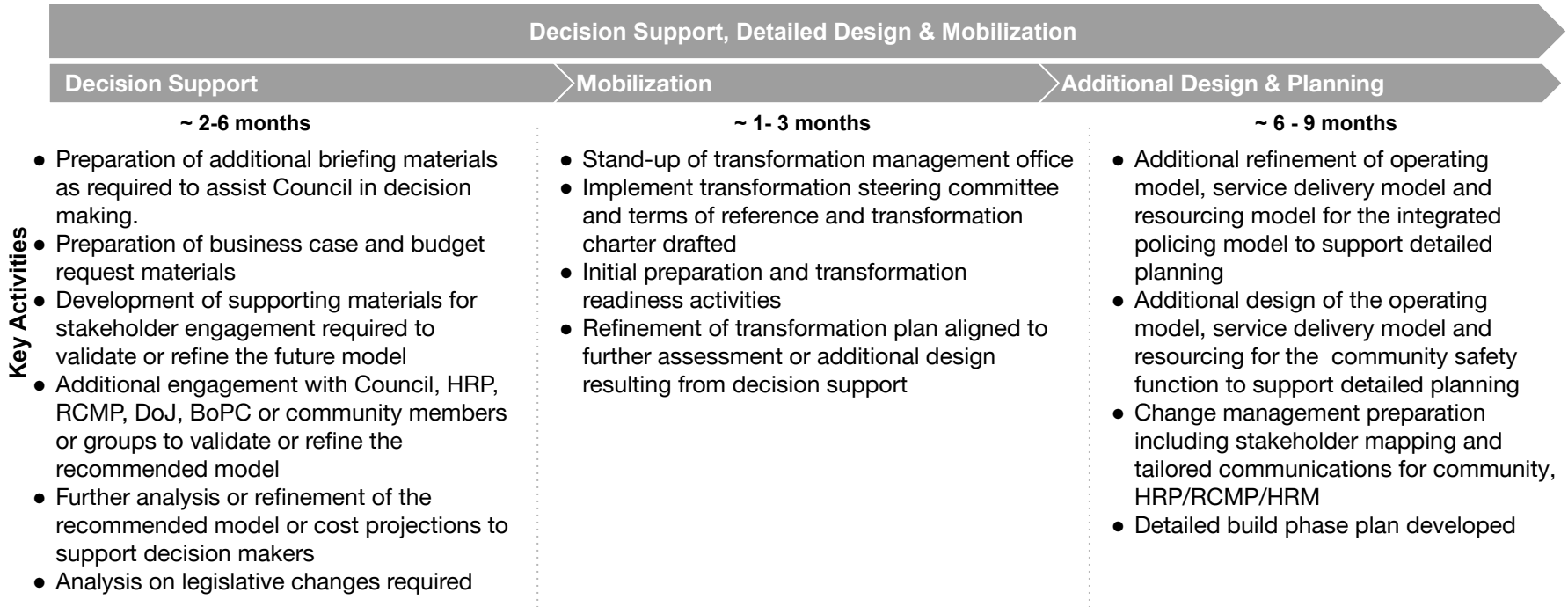
Key Decision Point 3: Integrated Model Go-Live

As different elements of the transformed policing model are designed and ready to be implemented careful consideration should be given to the decision to go-live with public facing public safety services. Capabilities should be implemented only when the service delivery model is fully designed, developed and in place.

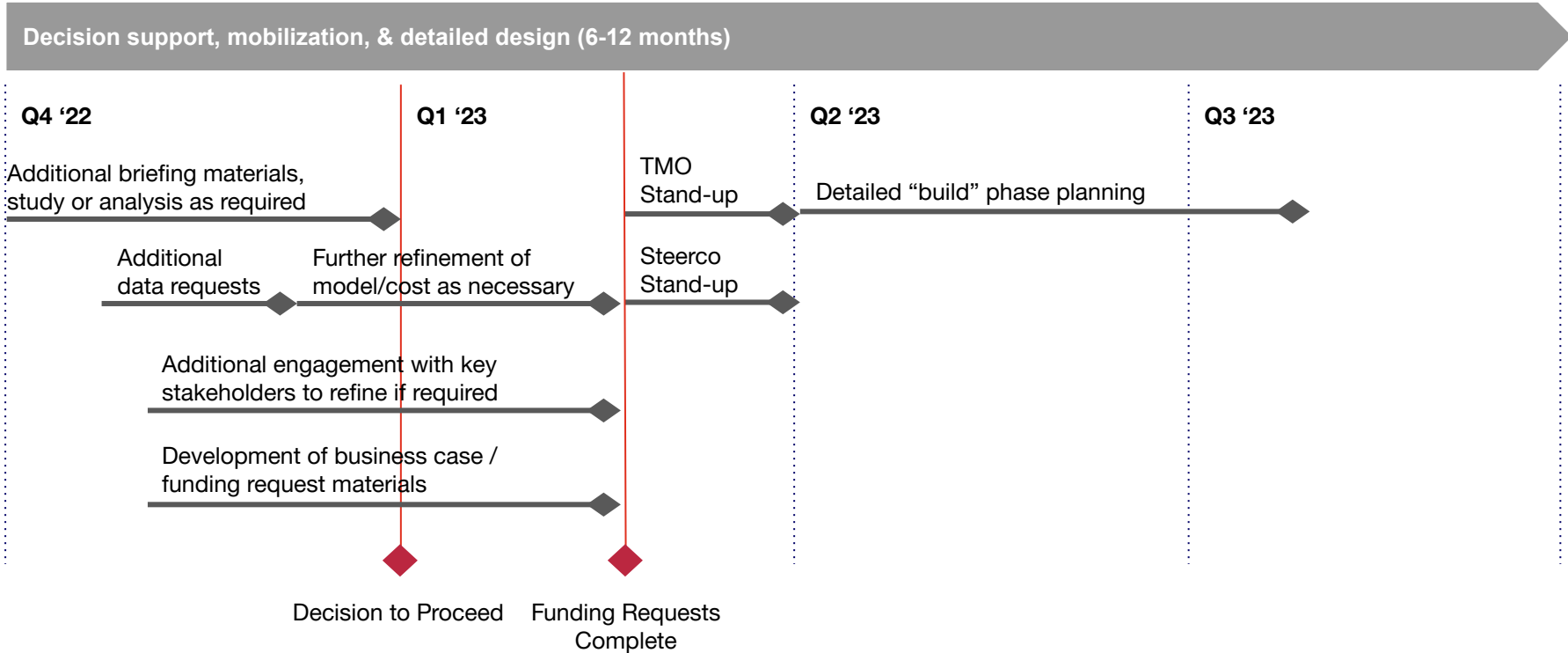
The point of capability go-live for public facing public safety services is high risk and due consideration should be given before proceeding. Public safety should be paramount throughout the transformation program.

Decision Support & Mobilization

Details of Decision Support & Mobilization

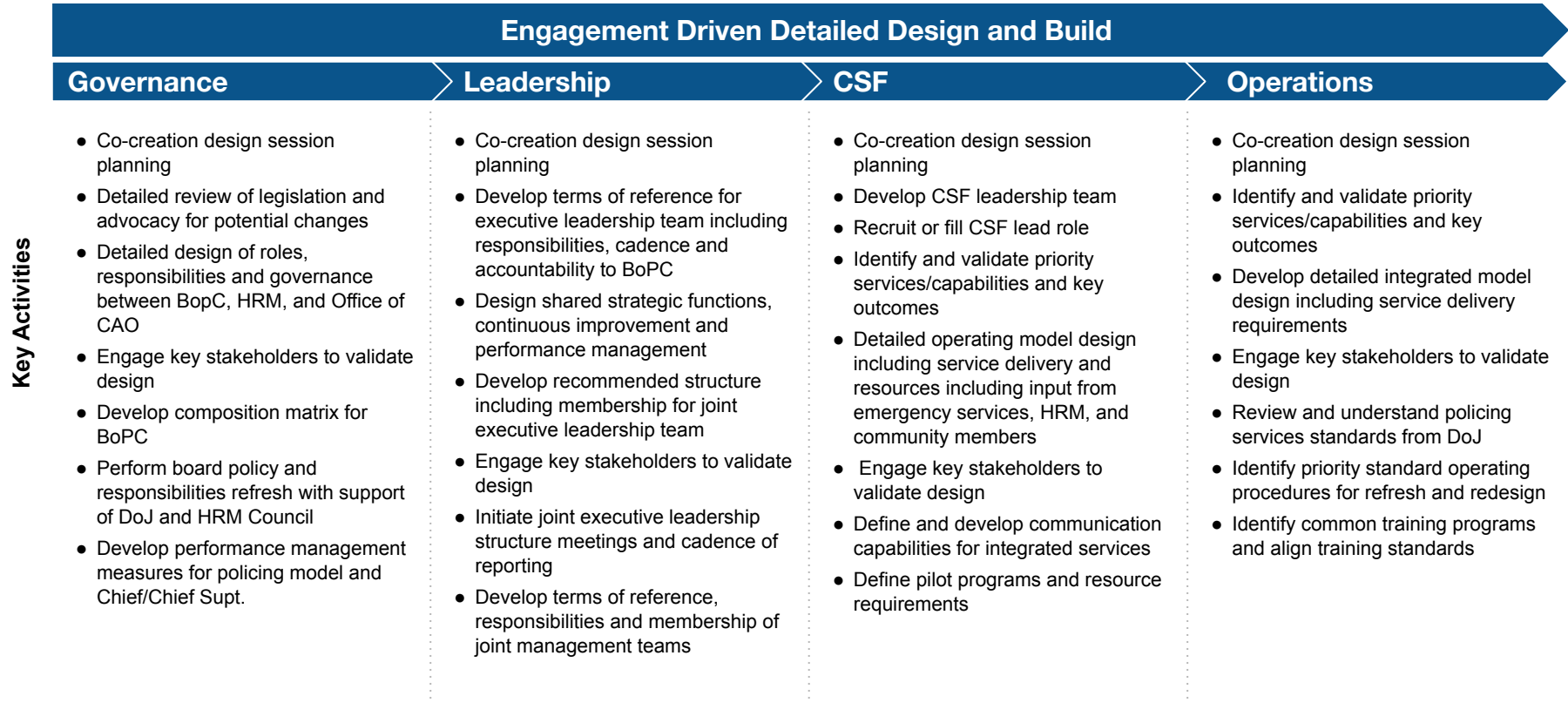


Timelines for Decision Support, Detailed Design & Mobilization

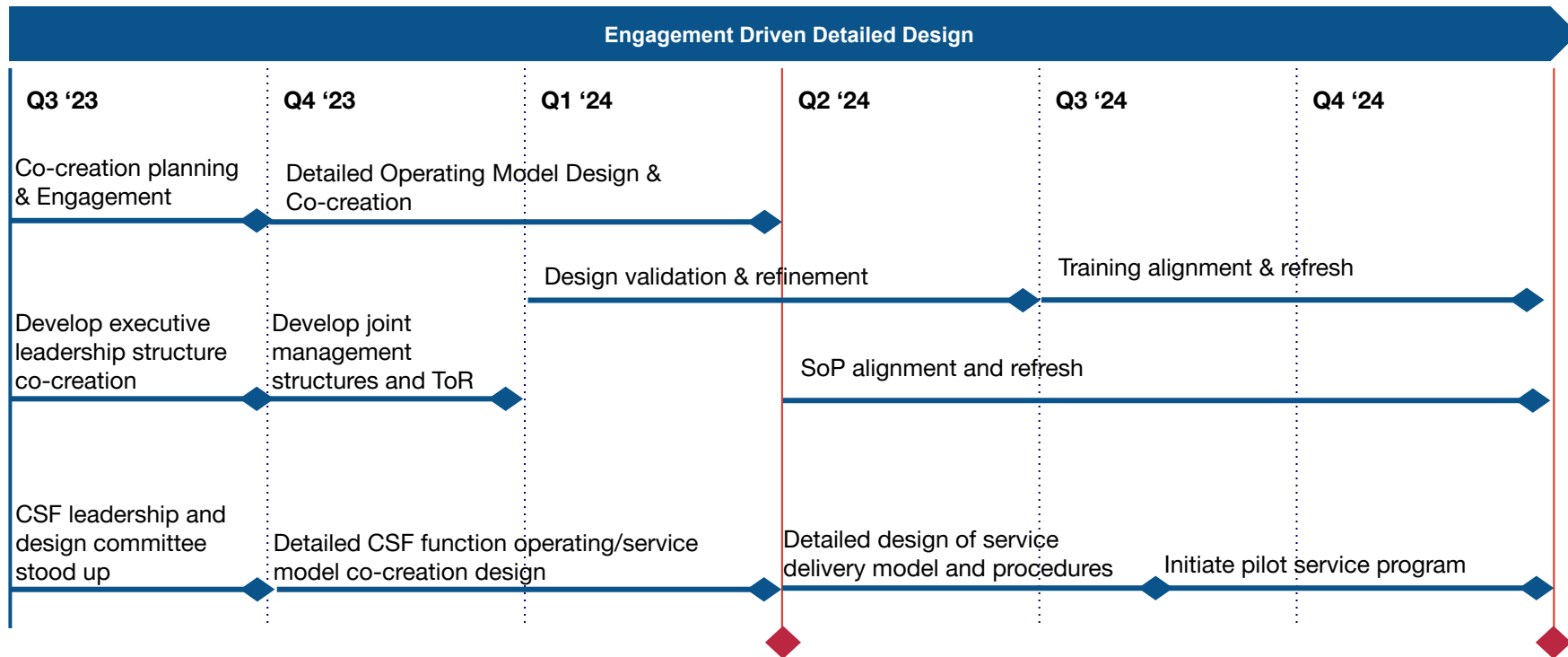


Engagement Driven Detailed Design

Key Activities in Building Integrated Model



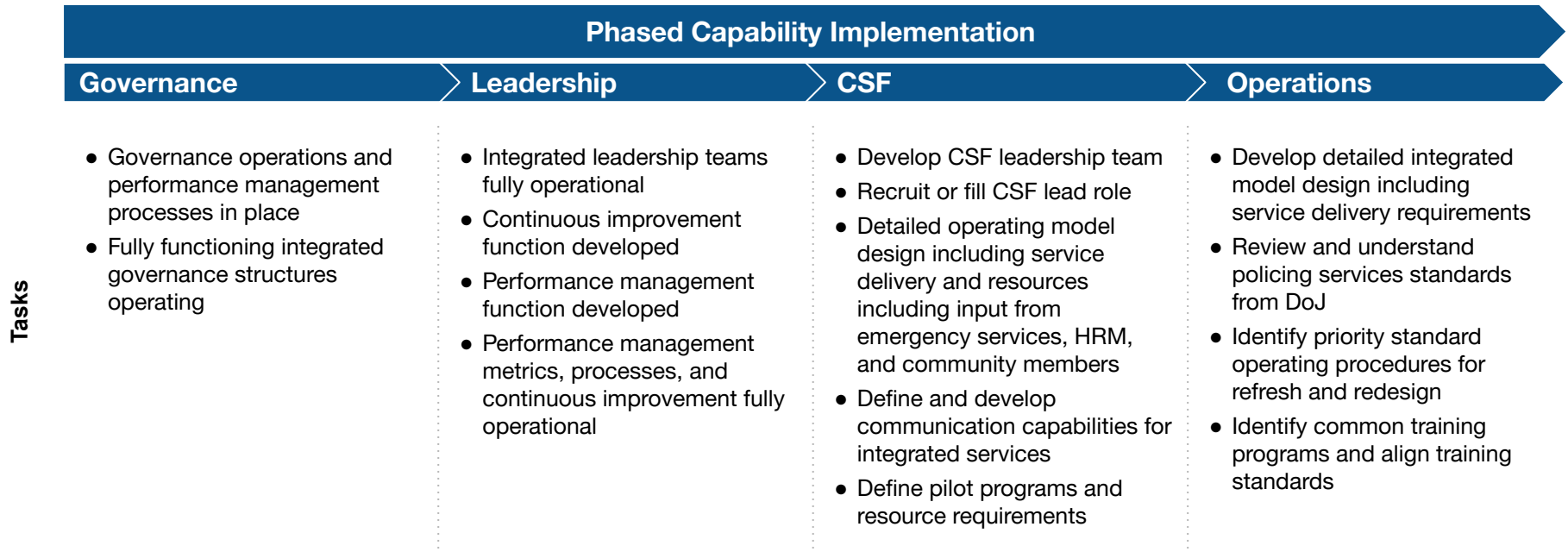
Timelines of Building Integrated Model



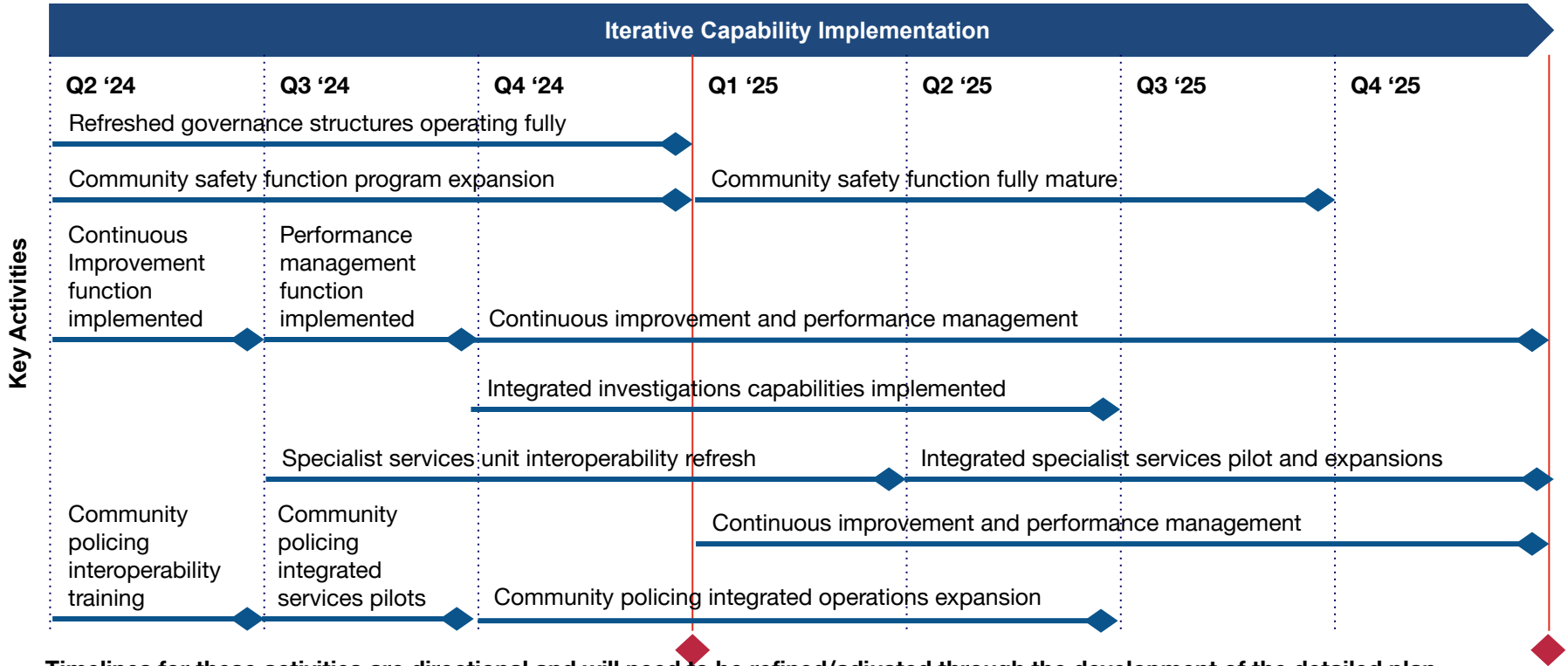
Timelines for these activities are directional and will need to be refined/adjusted through the development of the detailed plan.

Iterative Capability Implementation

Details of Phased Capability Implementation



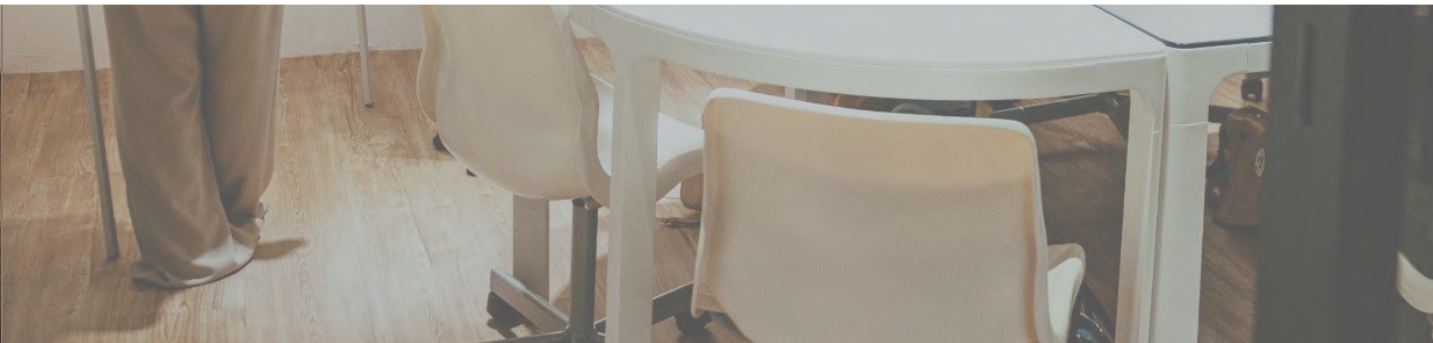
Key Activities in Iterative Capability Implementation



Timelines for these activities are directional and will need to be refined/adjusted through the development of the detailed plan.



Other Transformation Considerations



Areas of Further Study

The Policing Model Transformation Study provides a conceptual policing model that provides the opportunity for consistent standards of services, integration within the community safety ecosystem and more effective use of resources. The Transformation Study documents the “what” in terms of the future policing model concept. However, in order to turn the conceptual model into reality, further detailed design and analysis must be completed to define the “how” will that future model operate in detail to provide improved services. There are a number of areas of further analysis and design that will need to be completed as a part of building and implementing the future model. Some of these areas are described below:

Operating Model	Future Model / Transformation Cost & Planning	Broader Transformation Impact Analysis	Stakeholder Engagement
<p>There needs to further in depth analysis and design of the detailed operating model including:</p> <ul style="list-style-type: none"> ● Defining key stakeholders and communities being served ● Identifying and refining services, resources, and ways of working aligned to stakeholder expectations and demand ● Defining the functions / capabilities required to deliver transformed services ● Defining key integration points, structures and interactions 	<p>Further refinement of the transformation roadmap into a detailed plan and the related cost of future operations and transformation including:</p> <ul style="list-style-type: none"> ● Further refinement of integrated model options and cost implications ● Additional analysis of cost/benefit/risks as required ● A detailed transformation planning including resource requirements 	<p>Further discussions and analysis on broader implications of policing model transformation and external environmental factors including:</p> <ul style="list-style-type: none"> ● Legislative impacts and changes ● Changes to policing standards ● Broader NS policing model impacts ● Union and workforce implications ● Technology/equipment & infrastructure changes or requirements 	<p>Additional input and validation from stakeholder groups in HRM is recommended including:</p> <ul style="list-style-type: none"> ● Engagement with Council, the BoPC and DoJ to validate and refine the future model ● Community or key stakeholder engagement to gather community input or feedback ● Engagement with the Police Services to collect feedback and input for consideration

Preliminary Initial Transformation Risk Identification

Risk	Mitigation
A Implementation isn't delivered in a timely and efficient way due to lack of internal capacity	<ul style="list-style-type: none"> • Develop interim and long-term strategy to fulfill resource requirements to support transformation • Ensure the required expertise and experience in operational transformations, policing modernization and stakeholder engagement are involved throughout transformation.
B The transformation doesn't deliver the outcomes expected from policing modernization	<ul style="list-style-type: none"> • Co-creation and strong oversight combined with continuous improvement should drive improved outcomes and shared ownership for those outcomes while allowing the policing model to evolve over time
C Proposed recommendations do not align with ongoing reviews in the province and work being done by the DoJ in NS	<ul style="list-style-type: none"> • Socialize and validate recommendations with the DoJ in advance to ensure alignment • Make adjustments if needed after policing reviews and findings are public.
D Police Services and leadership don't 'buy-into' the integrated model and ways of working	<ul style="list-style-type: none"> • Utilize a co-creation approach to create a shared vision and shared outcomes from transition while giving a voice to those impacted • Engage impacted stakeholder groups throughout the Transformation • Develop key communication messages that emphasize 'what's in it for them' and demonstrate the benefits of the new model / ways of working

Preliminary Initial Transformation Risk Identification

Risk	Mitigation
E	Disruption in public safety services to the public
F	Lack of internal expertise in legislation in defining the various requirements of any legislation passed
G	Barriers in developing in-service integrated training that is agreed upon by both services, is culturally sensitive and tailored to communities within HRM
H	There could be potential challenges in recruiting staff with the required skill set in the given timeframe for the Community Safety Function
I	Difficulties connecting Community Safety Function with dispatch, radio and other communications

- **Phased incremental approach** to implementation to manage change and minimize risk of disruption
- Establish capabilities, pilot services and then expand capabilities utilizing a lessons learned lookback throughout implementation
- **Using Build Team consisting of SME's in TMO** to ensure the right skills are present (internally or hired) to facilitate major changes
- Allow for community input where appropriate and utilize successful benchmark training programs as a foundation
- Conduct in-depth analysis, stakeholder engagement and **deploy skilled academic experts to develop training curriculum** and ensure buy-in from leadership and others throughout
- **Establish leadership first to build a healthy organization**
- **Utilize targeted messaging, fair wages and marketing tools** to advertise the positions required
- Seek to hire from within HRM first
- **Establish a detailed technical implementation plan** for connecting the CSF within the current infrastructure
- Seek to utilize existing processes, equipment and technology in HRM where possible

Transformation Cost

Transformation Cost Model

As stated earlier in the report the TMO should serve as the primary transformation management and delivery body for the policing model transformation, providing the framework, approach, tools, and templates to key stakeholders, including HRM, RCMP, HRP and others. The main goal of the TMO is to ensure a smooth transformation to an integrated policing model in HRM, ensuring all key operational activities are completed effectively and efficiently.

The transformation costs presented in this section are preliminary in nature and will certainly be impacted by further development of detailed operating model design and transformation planning. The Transformation Cost Model ("cost model") presented was developed to provide an estimate of the total one time transformation costs that will be incurred based on the preliminary timelines presented and design of the conceptual integrated operating model and community safety function presented in the Policing Model Recommendations report.

This model assumes that the transformation will be complete by FY27 (Day 1) and therefore any incremental costs incurred in FY27 are not considered transformation costs. The model is based on the parameters of Scenario 1 from the Future Policing Model Recommendations report, where 5% of HRP and Halifax District RCMP sworn FTE (approx. 26 HRP positions and 10 RCMP positions) are replaced by Peace Officers / Auxiliary Members, with an additional 26 FTE added to the Community Safety Function (CSF). It is recommended that the timelines, resources and cost assumptions used to develop preliminary cost estimates are further refined and adjusted and are directional only.

The model inputs were derived from data sources provided by Halifax Regional Municipality, HRP, and the Halifax District RCMP as well as benchmarks and publicly available data sources. The cost model has been structured to provide a cost range by category and phase, as identified in the Transformation Roadmap. Costs within each phase have been further classified as either operating expenses (OPEX) or capital expenditures (CAPEX). The total transformation cost over the 4-year period is estimated to be ~\$2.4m-\$4.4m, primarily attributable to TMO costs.

Project HRM
Transformation Model - Cost Summary
CAD '000s

Project Stage	Stage 1	Stage 2		Stage 3	Stage 4 (Day 1)	Transformation Total
	Decision Support, Detailed Design & Mobilization	Build Integrated Model		Iterative Capability Implementation	Operate and Monitor	
FY	FY 23	FY 24	FY 25	FY 26	FY 27	FY 23 - FY 26
Transition Office (TMO)	\$470 - \$880	\$470 - \$880	\$470 - \$880	\$240 - \$450	\$0 - \$0	\$1,650 - \$3,090
<i>TMO - Oversight</i>	\$140 - \$260	\$140 - \$260	\$140 - \$260	\$120 - \$220	\$0 - \$0	\$540 - \$1,000
<i>TMO - Delivery</i>	\$330 - \$620	\$330 - \$620	\$330 - \$620	\$120 - \$230	\$0 - \$0	\$1,110 - \$2,090
Human Resources	\$0 - \$0	\$300 - \$560	\$160 - \$290	\$0 - \$0	\$0 - \$0	\$460 - \$850
Equipment	\$0 - \$0	\$130 - \$250	\$90 - \$160	\$0 - \$0	\$0 - \$0	\$220 - \$410
Other Transition Costs	\$0 - \$0	\$20 - \$30	\$20 - \$30	\$0 - \$0	\$0 - \$0	\$40 - \$60
Total Transition Costs	\$470 - \$880	\$920 - \$1,720	\$740 - \$1,380	\$240 - \$450	\$0 - \$0	\$2,370 - \$4,410
OPEX	\$470 - \$880	\$790 - \$1,470	\$650 - \$1,210	\$240 - \$450	\$0 - \$0	\$2,150 - \$4,010
CAPEX	\$0 - \$0	\$130 - \$250	\$90 - \$150	\$0 - \$0	\$0 - \$0	\$220 - \$410

Transformation Cost Model - Assumptions

Underlying Assumptions

- **RCMP costs:** All RCMP costs shown are the subsidized costs that would be expected to be billed to HRM, based on the PPSA 70/30 cost sharing agreement between the RCMP and the Province of Nova Scotia, and assuming that the Province will recover two-thirds of invoiced costs from HRM.
- **Transformation Management Office (TMO):** The model assumes that the TMO will consist entirely of HRM secondees, led by one Public Safety Project Leader and two Senior Policy Advisors, with a Core Transformation team of one Senior Manager, one manager, and two analysts, as well as support from two manager-level supporting SMEs. A key assumption is that the majority of work will be performed by the TMO, or other resources from HRM, as part of their regular duties and that the seconded positions will be backfilled. The TMO will be responsible for both oversight and delivery of key activities during the transformation, with the Public Safety Officer and Senior Policy Advisors primarily providing oversight and the Core Transformation team and SMEs focusing on delivery.
- **Human Resources:** These costs include recruitment and training costs for the additional HRP and Halifax District RCMP Peace Officers / Auxiliary Members as well as the Community Safety Function. The salaries and benefits for these positions were estimated using publicly available salary benchmarks and it was assumed that recruitment and training would take place between FY24 and FY25. The reduction of sworn officers was assumed to occur as a result of retirement/natural attrition and therefore no severance or termination costs have been calculated. However a 2.5 month overlap period between the onboarding of Peace Officers / Auxiliary members and departure of sworn members has been modeled to ensure seamless handover of responsibilities.
- **Equipment:** Equipment costs represent the estimated cost to acquire additional vehicles and laptops for the CSF, as well as uniforms for Peace Officers and Auxiliary Members. These costs were based on current average market prices for laptops and vehicles. It is assumed that Peace Officers and Auxiliary Members will be equipped from existing inventories of police equipment.
- **Other Transformation Costs:** These are branding costs associated with establishing the Community Safety Office, such as new / updated signage for buildings, literature, and stationery.
- **OPEX vs. CAPEX Costs:** Costs within each category have been classified as either operating expenses (OPEX) or capital expenses (CAPEX). In this model, OPEX includes costs related to people and delivery of processes. (e.g. the salaries and benefits related to the TMO are considered to be OPEX). CAPEX includes costs related to the acquisition of assets. For example, laptops or vehicles used by the CSF are considered to be CAPEX. Note that this split is indicative and has not been reviewed against existing HRM finance policies.
- **Real Estate & Technology:** It was assumed that the CSF would be co-located within existing detachments and therefore no additional real estate or technology costs would be incurred over the 4-year period.

Transformation Cost Model - Limitations

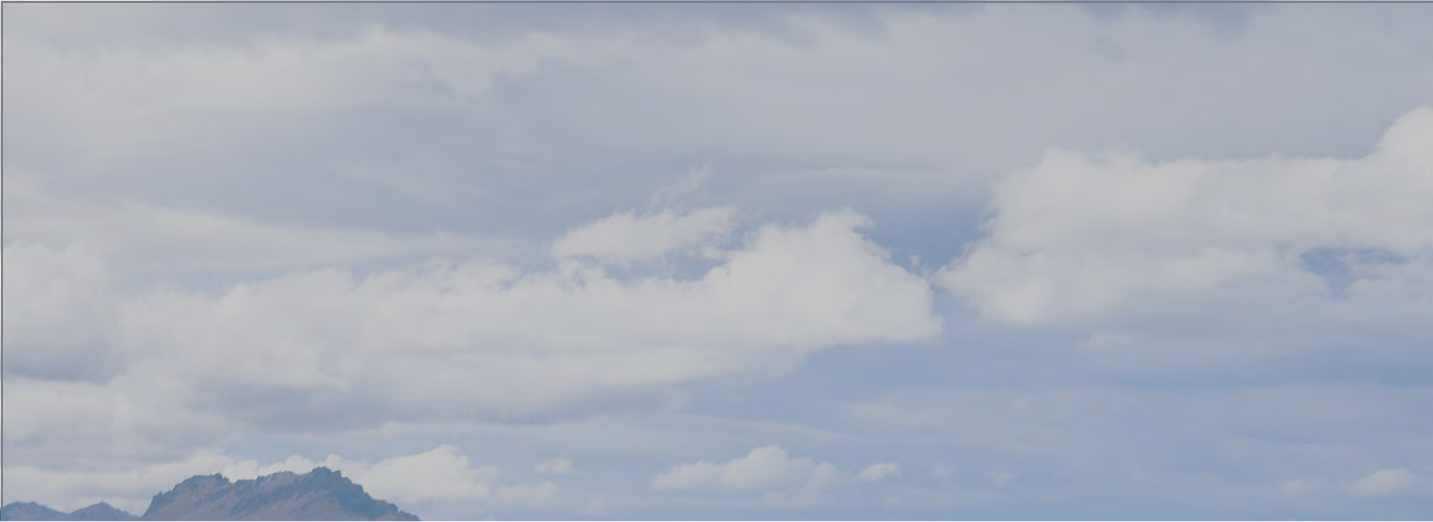
Limitations of the Transformation Cost Model

The transformation cost model reflects the level of detail that is currently available from the data provided. As further assessments are conducted to develop the detailed operating model and its requirements, the cost model should be updated to reflect changing assumptions and additional information that may become available.

The model is driven significantly by benchmark assumptions surrounding the level of effort and number of FTEs required to perform the various transformation program. As a result, there are some limitations to this model which would benefit from further work.

The areas of further detailed analysis and design recommend for further exploration are detailed on page 32 of this document for reference. Key cost drivers of the transformation program cost estimates that should be further refined include but are not limited to:

- **TMO responsibilities:** A key assumption of the cost model is that the majority of work will be performed by the TMO or other resources from HRM as part of their regular duties. As the detailed operating model, and associated tasks, are refined there may be need for external specialist support that will need to be included in the transformation cost.
- **HRP and Halifax District RCMP resource mix:** The underlying assumption of the cost model is that recruitment of Peace Officers / Auxiliary members would occur in equal proportions at both HRP and the Halifax District RCMP (i.e. each organization would replace an equal % of sworn members with Peace Officers / Auxiliary members). As the operating model is refined, this assumption may no longer be valid, and HR costs should be updated to reflect the timing of actual planned changes in resource mix.
- **Equipment:** Equipment costs were based on estimated vehicle and IT equipment costs for the CSF, assuming Peace Officers / Auxiliary Members would be equipped from existing HRP and Halifax District RCMP inventory. A detailed assessment of the total equipment needs, and equipment specifications, is needed to provide a more accurate estimate of procurement costs.



Change Management



Transformation at the speed of trust - people within the police services and the community must be supported through transformation to mitigate risk and build trust

An effective change management strategy **drives positive change with HRM, HRP and RCMP rather than driving change on the HRP and RCMP**. This requires an approach that empowers HRM, community groups, police services and leadership to be part of the change not just a recipient of it. **Transformation is only possible at the speed of trust!**

Stakeholders in HRM have been repeatedly involved in and engaged as a part of public safety studies and reports. Based on these discussions and broader testimonies related to the Mass Casualty Commission taking place in parallel to this study, there is significant tension and damaged trust between the HRP, RCMP and community members. Additionally, the policing model in Nova Scotia is being reshaped by the Mass Casualty Commission, Department of Justice reviews of the policing standards and additional officer programs. The impact of these factors, and others that are unknown today, will impact how transformation progresses and should be incorporated and responded to within the transformation program and the change management strategy that supports it.

The change management approach that is ultimately developed should be focused on 3 key outcomes that are not typical in change management or transformation programs:

1. **Rebuilding trust and repairing relationships:** Relationships between key stakeholders involved in transformation including the DoJ, RCMP, HRP and communities have been negatively impacted by recent events and changing dynamics. Rebuilding trust and relationships between these stakeholders should be a central part of transformation and change management plans
2. **Maintaining transparency:** Transparency is a key enabler to building trust. Information needs to be shared and open across stakeholders both to facilitate effective transformation and to be the foundation for repairing trust and relationships. Everyone should have shared information whenever possible - whether that information is easy to share or difficult. Partnership and transparency are essential.
3. **Values and Vision Driven:** Stakeholders have been clear that how police services are provided must transform. Actions in transformation and communications must be driven by the shared vision and values that underpin a community centric policing transformation program.

Building Blocks for Change Management

Driving and sustaining change relies on establishing some critical building blocks up-front before the transformation is underway. These building blocks are:



Leaders matter: Successful transformations are driven by leadership, who set the tone for new ways of working and behaving. Leadership within the HRM, HRP and RCMP are essential. **The right leaders with a shared vision and a commitment to transformation is a key enabler for the transformation program but also any change management initiatives**



Change management is a two way street: Change management in HRM *must* include the opportunity for community to have a say. The transformation program **must** be responsive and transparent in return. **This is one the biggest areas of current frustration highlighted throughout the stakeholder engagement completed in this study and transformation provides the opportunity to begin to address this challenge in a meaningful way.**



Citizen & community first approach: Clearly articulated community needs should drive transformation. HRM's diverse communities and members should be central to transformation and change management. **Transformation provides the opportunity to start again and build together.**



Values driven communications: Stakeholders have articulated that transformation is necessary. There are clear values rooted in **becoming more responsive, transparent and community centric** that have been identified. These values should drive change management.

Detailed change management planning requires development of a number of change management artifacts that are tailored to the detailed transformation plan.

Change management needs to be intentional, targeted and carefully planned. An effective change management program should be built around three key change artifacts: the change strategy, the stakeholder map and the engagement and communications plan. A description of these three artifacts is provided below.

Change Strategy



Informed by current state diagnostics and change readiness assessments conducted in the mobilization and detailed planning stages of transformation, the change strategy provides a high-level overview of change management methods, key stakeholders and their needs, perceived change risks and mitigation strategies and the readiness measurement approach for assessing readiness.

Stakeholder Map



Informed by current understanding of groups impacted, this mapping describes all stakeholders, and the extent of engagement required depending on their specific needs, degree of impact and scope of changes occurring throughout transformation. This will inform the channels, frequency and messages that are chosen for the communications plan.

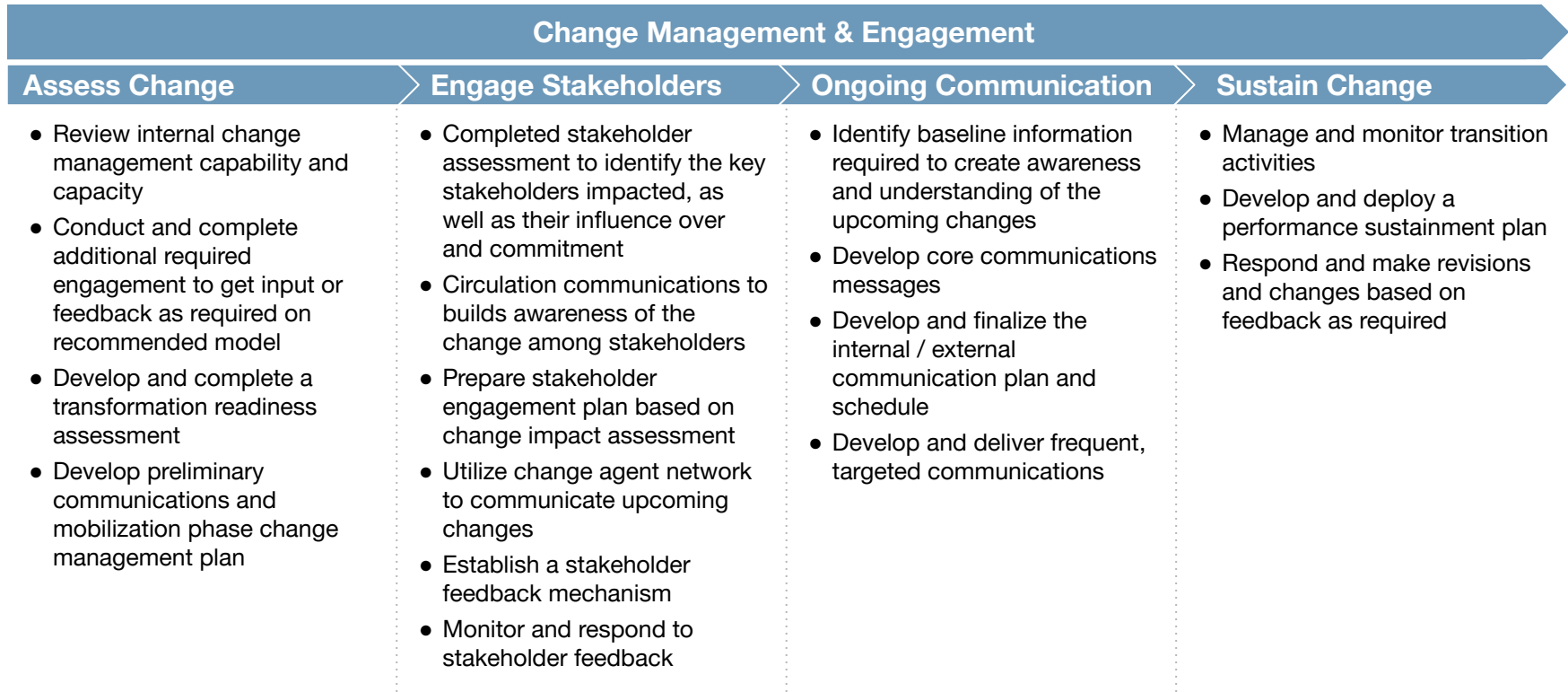
Engagement & Communications Plan



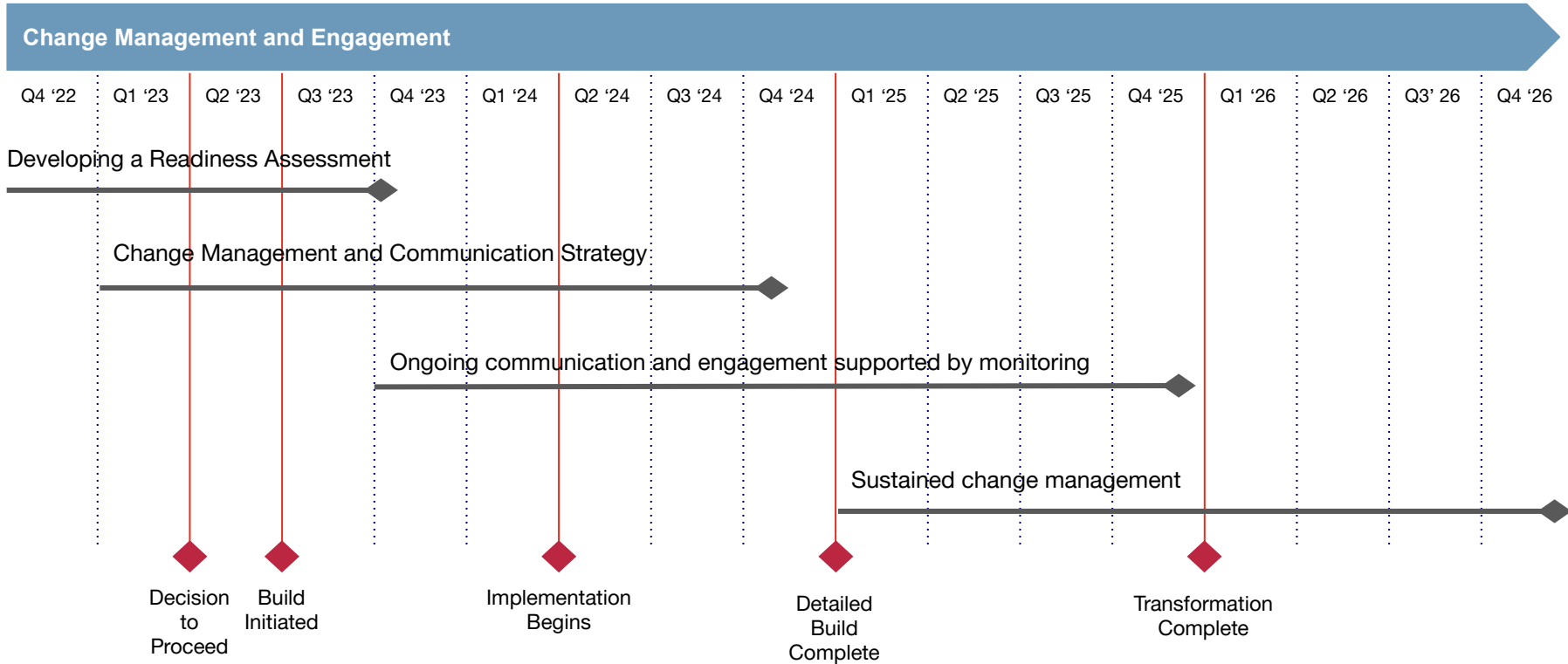
Informed by the recommended methods in the change strategy, stakeholder mapping and feedback provided, the communications plan will include the development and delivery of communication and engagement activities for impacted stakeholders to ensure alignment between stakeholder needs. This document will be updated throughout the transformation.

Change Management Timelines

Key Activities in Change Management



Timelines for Change Management



Appendix

Appendix A:

Additional Information on Responsibilities of
the Transformation Management Office.

Appendix A: Responsibilities of the Transformation Management Office (TMO)

The TMO should act as the overarching transformation management and delivery body that provides oversight and direction for the whole policing model transformation. The TMO should provide a framework, approach, tools and templates to support the teams with their planning and execution of initiatives and support bringing together HRM, RCMP, HRP and other stakeholders to contribute to the development of the integrated operating model. The TMO will work closely with the HRP Chief of Police, RCMP Chief Superintendent and the leadership team ensuring that all of the key operational activities are completed to ensure a smooth transformation to an integrated policing model in HRM.

Key Responsibilities of the TMO:

- **Develop and adapt detailed work plans across all Phases:** The TMO will engage HRP, RCMP, and HRM leaders to develop a workplan, including expected start dates, due dates, responsible owner and identify any dependencies across workstreams. These plans should be reviewed and approved by the Steering Committee and key stakeholders including the BoPC, HRP and RCMP leadership before being finalized.
- **Monitor workstream progress:** TMO will hold weekly meetings to track the progress of activities against the plan and identify any risks or issues to raise with the Steering Committee.
- **Dependency management:** A number of the activities within each workstream are often dependent on activities in other workstreams. These cross functional dependencies need to be identified, tracked and actively monitored to ensure that progress is not impeded across the workstreams due to any delays.
- **Escalate and resolve risks and issues:** All risks need to be carefully monitored, tracked and resolved in a timely manner. Any critical risks or issues to the overall program should be escalated to leadership and key stakeholders for guidance and resolution.
- **Drive key decisions required:** TMO should escalate and drive any decisions required to the leadership team. These decisions will be critical for the teams to progress on their activities and should not be delayed.
- **Resource allocation:** TMO should actively monitor the resourcing needs of the various work streams and ensure that sufficient support is provided as needed.
- **Provide execution support:** The delivery team within the TMO will be responsible for execution of stand up activities especially for back office and legal functions.

Appendix B: Additional Information on Change Management Methodology

Managing change is essential to successful transformation and relies on the contribution of people within the organizations to support and drive change.

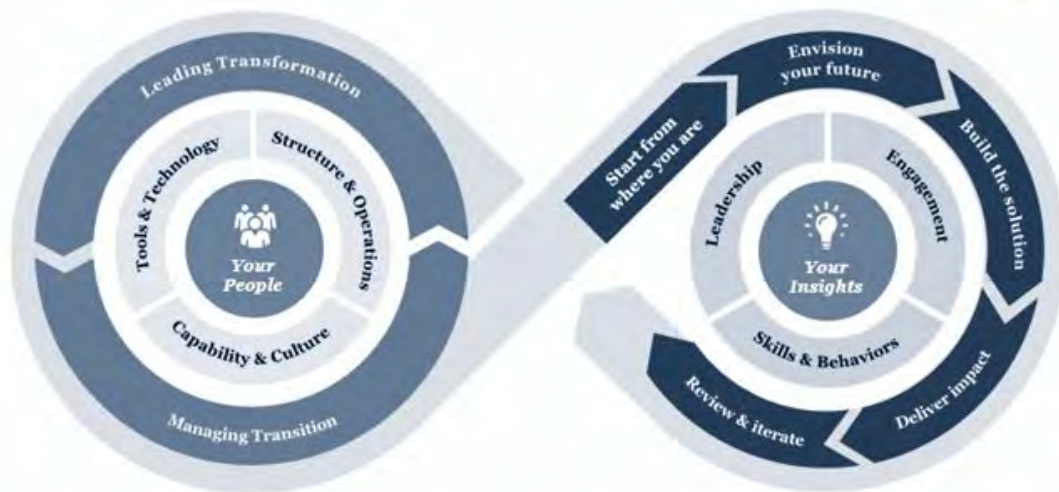
For any type of change, **success is strongly dependent on the contribution and behaviours** of people within the organization. Identifying a change management approach that will effectively enable HRM, policing services and the community includes a **clear understanding of what is driving the change** and **what the scope of the change is** and **considers lessons learned** in similar transformations. Community members should see their inputs reflected in the transformation and communicated throughout the change management plan.

What is driving you to change?

What needs to change?

How will you change?

How will you know you are successful?



Managing change should be based on stakeholder mapping and understanding and tailoring the change management to specific stakeholders

1

Directly impacted members of the HRP & RCMP: those who will be most directly affected by the transformational changes in terms of impact to day to day work. As a result, the bulk of communication and engagement efforts will be focused on preparing and support this group through the change.

2

Extended team members: those who form part of the team that supports transformation delivery. As a result, this group will not require as much formal communication and engagement given their direct involvement in the Program and its changes.

3

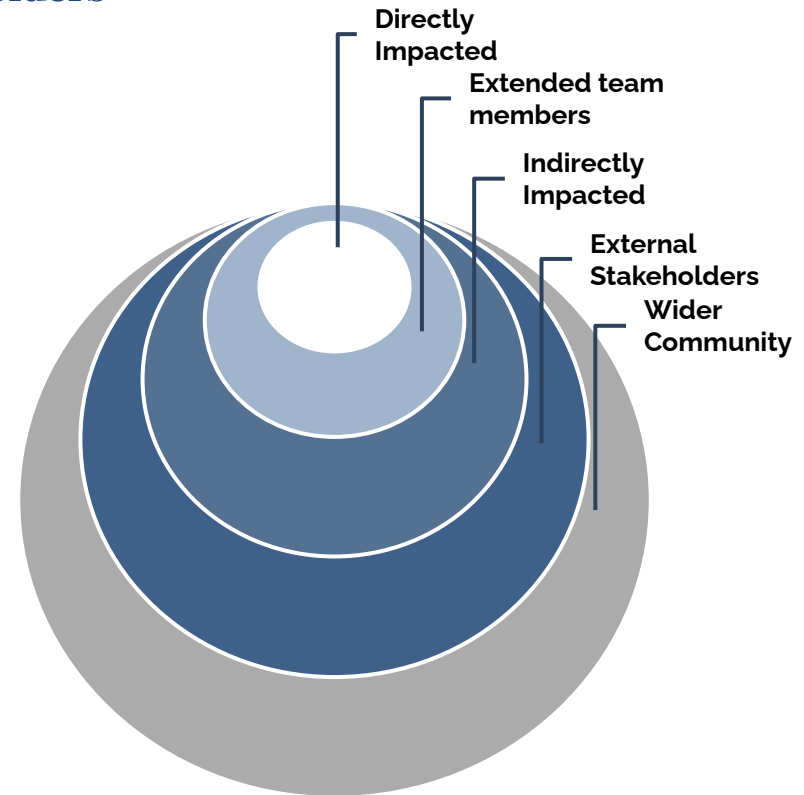
Internal Indirectly Impacted those who will see some changes to the processes and tools they use today. As a result, this group will be kept informed, but communications and engagement efforts will focus on those elements most relevant to them.

4

External Stakeholders : those community members, groups and organizations that interact with or support the policing model or are partners to police services.

5

Wider community: those who receive services and will be impacted by changes to the policing model. This includes the broader community and people in HRM.



Moving at the Speed of Trust

Driving and sustaining change relies on establishing some critical building blocks up-front before the transformation is underway. These building blocks are:

1

Leaders matter: Successful transformations are driven by leadership, who set the tone for new ways of working and behaving

2

Outcome-driven from the start, and ongoing: Establish metrics to track adoption and momentum early in order to identify progress, adoption challenges and resistance to change

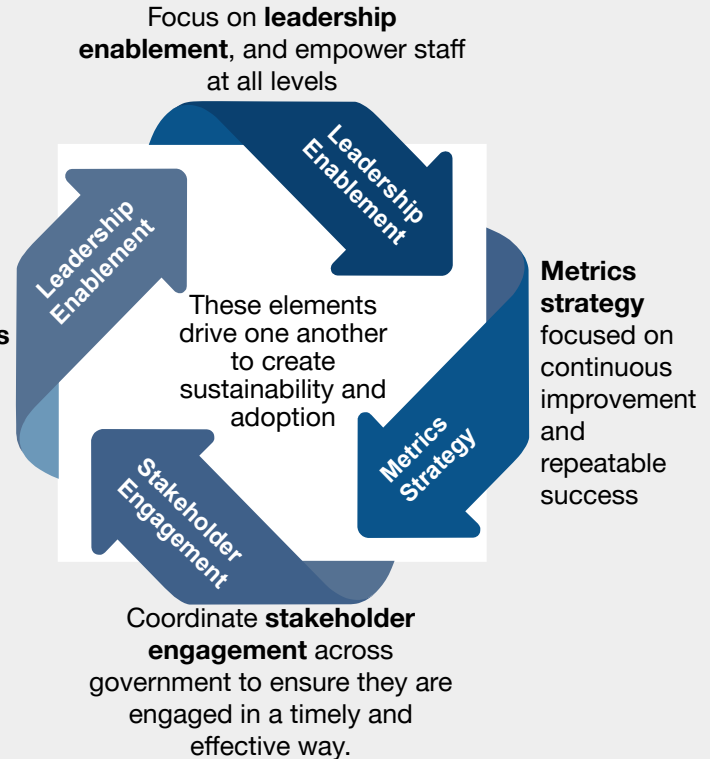
3

Citizen & Community first approach: Clearly articulated community and citizen needs should drive transformation. HRM's design principles should inform the design and guide the eventual implementation of the new model with input from stakeholders

4

Values Driven Communication: Clearly articulating and communicating both the what and the **why** are critical to driving and sustaining transformational change

Big-picture, values-centric **communications strategy** that connects to the vision & values driving change



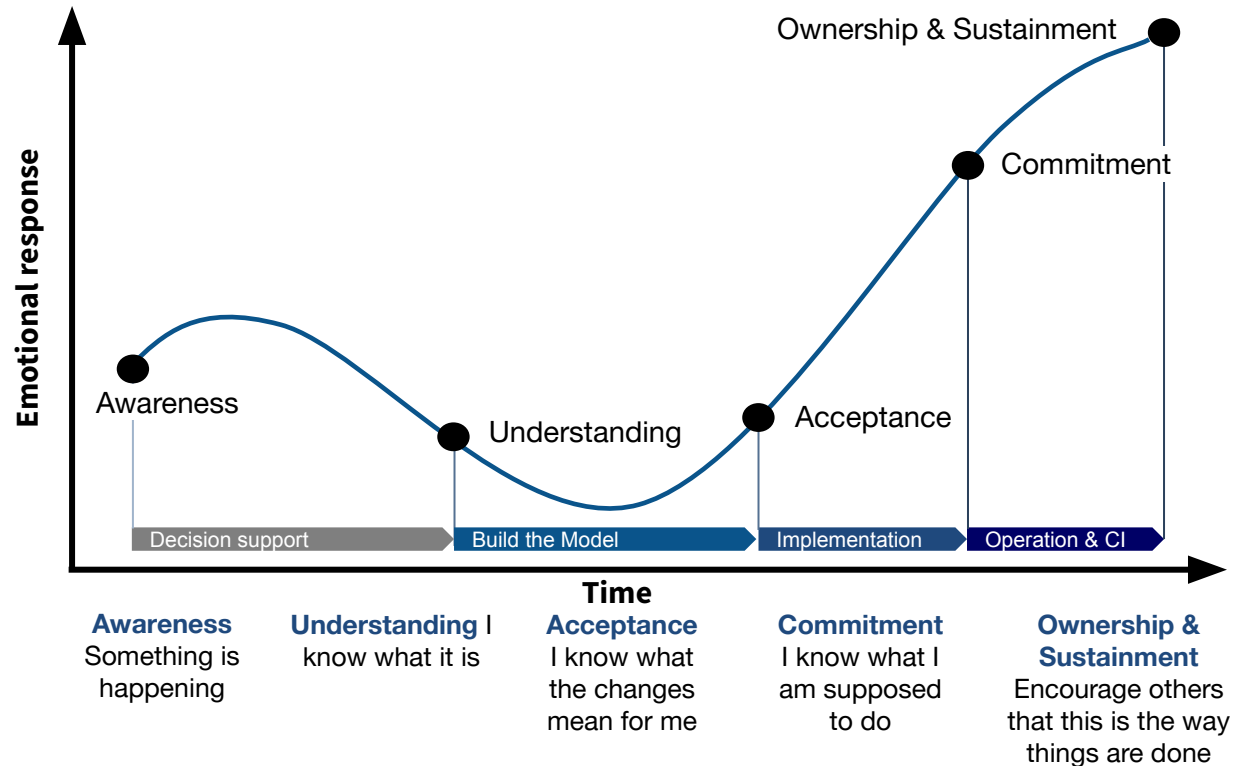
The objectives of change management should adapt to fit stakeholder needs as transformation progresses

Why does change management matter?

The overall objective of the Change Management strategy is to **support stakeholders steadily through their change experience**, from awareness to ownership in alignment with transformation phases as illustrated in the change commitment curve.

The change management interventions will be **tailored to promote a value driven transformation informed and responsive to communities** as HRM moves along this journey, in order to achieve a successful transformation from the current dual policing model.

Stakeholders need to be involved and brought along for the journey throughout transformation. Trust and transparency through transformation are essential to success and sustainability of outcomes.



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In preparing this Report PwC has relied upon information provided by, amongst others, Halifax Regional Municipality, Halifax Regional Police, RCMP, and other listed stakeholders. Except where specifically stated, PwC has not sought to establish the reliability of the sources of information presented to them by reference to independent evidence. Accordingly, actual results may vary from the information provided in this Report, and even if ize, such variances may be significant as a result of unknown variable

Halifax Regional Municipality

Policing Model Transformation Study
Summary Report

December 2022



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The Halifax Regional Municipality Policing Study has a very specific scope and objectives

Overview of the Policing Model Transformation Study

HRM has contracted PwC to conduct a Study that will assess the current dual policing model in the municipality to **put forward recommendations for a future model** that will:

- ✓ Improve the quality and effectiveness of police services, standards, and delivery in the municipality
- ✓ Integrate policing more effectively with the broader community safety and wellbeing ecosystem

Objectives of the Study

The objective of the Study is to provide Council with:

An analysis of the current dual policing model in HRM and the total costs of policing today

A recommendation for the most appropriate future model of policing in HRM aligned with identified values

A roadmap to transform from the current model to the future model

Approach to the Study

- **Phase 1: Envisioning**
Established vision and core values for future policing in HRM
- **Phase 2: Current State Assessment**
Objectively document the current policing model and evaluate it against the vision and principles established
- **Phase 3: Defined Future Model**
Recommend a future integrated policing model aligned to the vision and community needs
- **Phase 4: Transformation Roadmap**
Develop a transformation roadmap, including timelines, key activities, milestones, and costs
- **Phase 5: Evaluation Framework**
Develop an evaluation framework for the implementation and future model

External Factors
Impacting Policing in
HRM



There have been and are currently a number of significant events and developments in policing in Nova Scotia and HRM that are important context that must be considered in conjunction with the findings and recommendations of this study.

Mass Casualty Commission

Many of the document submissions, reports and testimonies provided to the Mass Casualty Commission provide important context related to the overall policing environment in Nova Scotia and to a lesser degree to the environment in HRM.

- **Key stakeholders engaged** in this study from within HRM and the HRM policing model have provided testimony to the Commission
- **The interoperability and connectedness of the policing services** in Halifax has been discussed at great length and **has been emphasized in testimony and document submissions**
- **Public trust** in the policing model, and particularly in the RCMP in Nova Scotia, **has been significantly impacted**
- The **findings of the Mass Casualty Commission are not known** at this time and will likely have a significant impact on Policing in Nova Scotia

Department of Justice Initiatives

In parallel to the completion of this study, the Nova Scotia Department of Justice is reviewing the policing standards that are in place for all police services in the province. All police services, including the RCMP and HRP, must adhere to these standards

- **Every municipality must have the ability to provide adequate police services** according to those standards or have access to those services
- **The change to police standards could significantly impact both HRP and RCMP operations** and has been a consistent concern raised by stakeholders engaged in this study.
- The DoJ is also currently reviewing the Additional Officers Program. The **impact of that review on resourcing in HRM is not clear** at the time.

Complex Relationships in HRM

The dynamic and relationship between the Municipality, the HRP and the RCMP in the context of HRM specifically is complex. These three relationships have changed and evolved over time.

- It has been noted that the strength of the policing model in HRM and the connection between the HRP and RCMP is currently **reliant on personal relationships**.
- Stakeholders have stated that the **relationship between the two services has deteriorated substantially over the past few years**.
- The leadership of **both services have likely contributed to declining trust** and collaboration.
- There are **significant implications to public safety in HRM** if these two services do not improve and invest in their partnership.

The Current Policing Model





The current policing model in HRM is disconnected. HRP and RCMP do not operate in an integrated policing model today.

In an integrated policing model two or more police services would operate together as a single entity. The badge or uniform makes no difference to how services are provided - all services are coordinated, standardized and governed in the same way.

What are the characteristics of an integrated model?

There are a number of characteristics that are expected in highly integrated service models:

- ⊗ Consistent accountability and governance structures
- ⊗ Shared strategy, priorities and outcomes
- ⊗ Formalized integrated leadership structures
- ⊗ Coordinated day to day and specialist operations with full interoperability
- ⊗ Common policies, standard operating procedures and practices
- ⊗ Shared or joint training programs with shared curriculums
- ✔ Joint information, records and communications systems
- ⊗ Common executive level functions such as professional standards bureaus

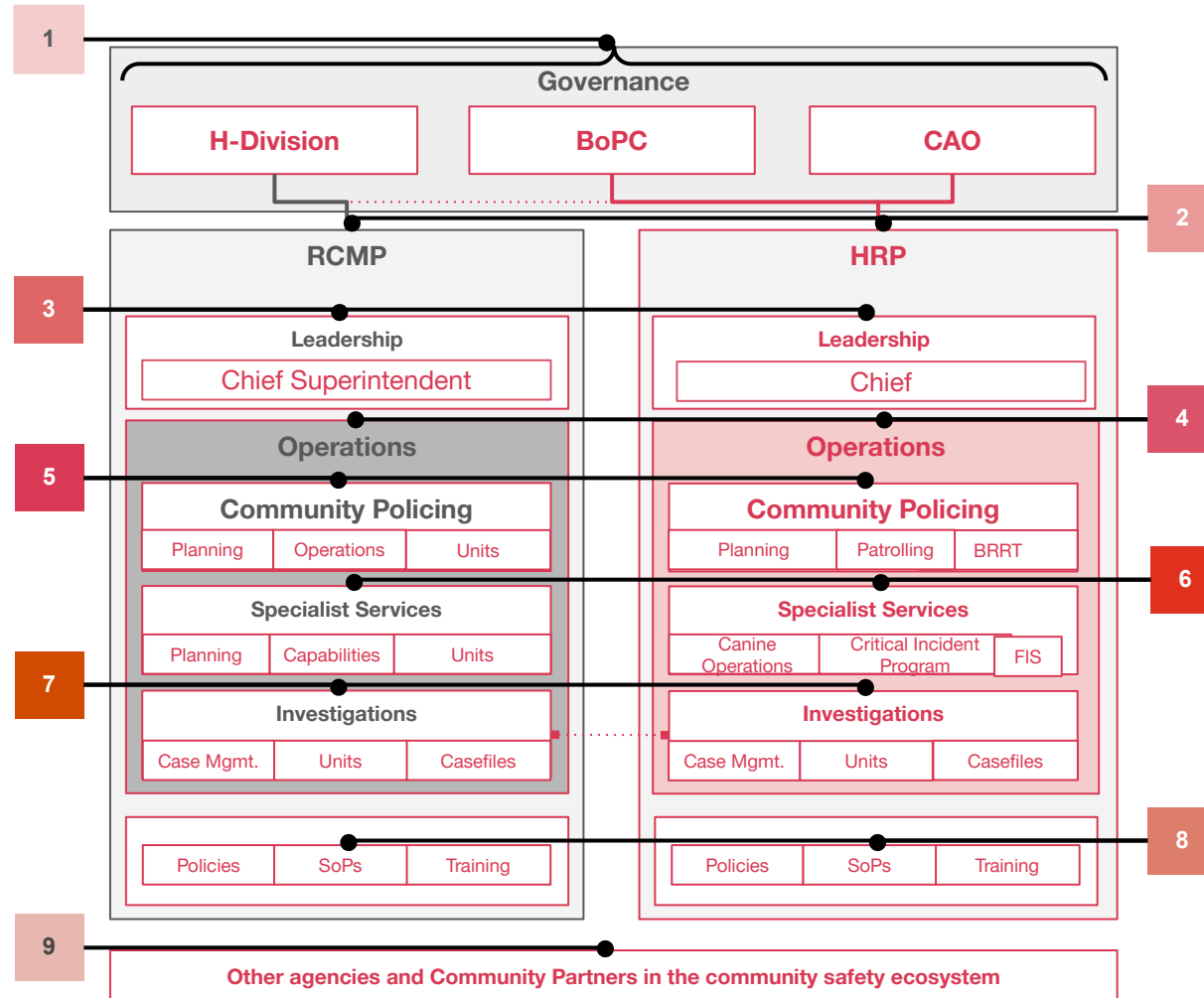
Overarching observations from the current state

HRM currently has a truly dual policing model. The RCMP and HRP have totally distinct operating models that are independent of each other. They have different approaches to people, processes, services, and enablers.

- > The HRP and the RCMP are two distinct and independent police services with **little to no coordination or integration**.
- > They have their own **distinct and independent operating models**
- > **Leadership is disconnected** and does not provide a consistent operational strategy
- > They **do not offer services in the same way or have the same standard operating procedures**
- > The **integration between the two organizations was never strong** but has **deteriorated in recent years**
- > There is **little to no coordination of resources and limited interoperability**



A detailed overview of the policing model shows the degree of disconnection in the current policing model



Description of Current Policing Model

- 1** The two police services are not accountable to the same bodies. HRP is directly accountable to HRM and the Board of Police Commissioners. The RCMP is accountable to H-Division, Public Safety Canada and the Department of Justice.
- 2** The RCMP and HRP each have their own strategic and operational plans that are not connected. Additionally, the two agencies do not interact with HRM in the same capacity in ELT or strategic planning meetings
- 3** There are no formal joint executive leadership structures or joint management of core capabilities such as community policing or specialist services.
- 4** Operations are inconsistent, uncoordinated and siloed between each service with limited interoperability capabilities between the two services as a result of different policies, standard operating procedures and practices.
- 5** Community policing deployment planning is done independently with no coordination of resources. Members of the RCMP and HRP provide cover for each other on an as needed basis. Community members experience inconsistent services between the two agencies.
- 6** Specialist services are duplicated, operate in silos and have limited interoperability. There is limited or no coordination of specialist units and both agencies have vastly different capabilities that are not intentionally complementary to reduce duplication or improve range of services available
- 7** CID's functions and operations have limited integration. Capabilities are not shared across HRP and RCMP CID units effectively. The case management function is not integrated between services.
- 8** There are no common policies, standard operating procedures or practices between the HRP and RCMP. There are different standards of service within each organization. Citizens experience different levels of service depending on location. Interoperability is inhibited by different procedures and limited or no joint training.
- 9** HRP and RCMP both have either different, duplicative or inconsistent community partnerships e.g. programs like CART by the RCMP are siloed in how they were developed and how they are being run. Partnerships are managed with inconsistent practices and standards

Two fragmented operating models delivering services within one municipality creates significant challenges.

The lack of consistency, integration and the separation between the two police operating models creates significant challenges across the community safety ecosystem in HRM. As a result of two different approaches to providing police services, there is significant additional complexity introduced.

This complexity impacts the ability of either of the RCMP or HRP in delivering consistent, responsive and collaborative services as a part of an effective community safety ecosystem.

What is the impact on HRM?

- **All of the effort HRM, the RCMP and HRP are investing in improving the consistency, standards, quality of service, responsiveness** to community needs and taking a collaborative approach to public safety **are being made significantly more difficult in the current model of policing.**
- The **two different and independent operating models is a very significant barrier** to being responsive to and meeting community expectations while delivering sustained public safety outcomes.

There are significant impacts on consistent service delivery and standards, integrations, accountability and performance under two police operating models



Community members experience inconsistent services and service levels depending on who responds to their call for service as a result of variations in standard operating procedures, training and policies



Integrations and partnerships must be duplicated and any collaborative service delivery must be adapted twice to align with the differences in how HRP and RCMP provide services and operate



Actions taken in response to community feedback are not cascaded between organizations - even very effective, positive actions are less impactful because those changes are only made in one organization



The lack of coordination and limited interoperability leads to redundancy and risk in operations. Lack of coordination and interoperability is resulting in inefficient use of resources and limited collaborative services and impacts to public safety outcomes.



Inconsistent governance and accountability structures negatively impact community centric services, efficiency and effectiveness of operations and the quality of public safety outcomes.

Stakeholder Engagement



What have stakeholders said?

The gap between where HRM is today and the vision, values and priorities articulated by stakeholders is vast. It is clear that stakeholders expect significant change in the way police services are provided in HRM moving forward.



Transformational change is needed

- Stakeholders expressed a strong desire for transformational change that does not just tweak around the edges, but rather redefines how the community safety ecosystem interacts in HRM

“There is an opportunity to truly reimagine a holistic model of community safety that is focused on outcomes for the community and individuals”



Services need to be redefined

- Many indicated the need to build capacity and capabilities to respond within the community and to focus the police on core police responsibilities.

“We need to redefine what services are provided, and how, to focus on proactive ‘upstream’ and preventative approaches”



The policing model must include true partnerships with diverse communities

- Community-centric service delivery was a priority for majority stakeholders, who stated that services cannot be tailored to needs unless community input is consistently incorporated.

“Communities within HRM need to have a ‘seat at the table’ to meaningfully contribute as partners in community safety”



A collaborative approach to service delivery

- Many emphasized the need for collaboration within the community safety ecosystem, so that each partner is aligned to a unified vision and outcomes they can strive towards.

The future model should be built on a multidisciplinary approach centred on public safety and wellbeing to provide services targeted at fulfilling shared outcomes



Accountability & transparency are the key to building trust

- Stakeholders noted the current lack of clarity around accountability structures, stating that strengthened and clarified governance is the foundation of trust in police services in HRM.

“I have no idea how the governance structure works or who makes decisions. That’s not accountable. That’s not transparent. It has to change.”



It’s not about who is providing services - it’s how that matters

- Stakeholders were clear - the uniform doesn’t matter. HRP, RCMP or something new is less important than transformation

“If the only thing that changes from this study is the uniforms, it will be a huge failure.”





How are policing
models changing?

There are common trends in public safety and policing modernization in Canada and globally



1 Evaluations of policing models are increasingly common

- Many jurisdictions in Canada and globally are evaluating how police services are delivered in the wake of changing citizen demands, significant incidents and the recognition of systemic challenges in policing



2 Dual & integrated models of policing can be effective

- There are multiple examples of effective dual and integrated policing models in Canada, including in Peel Region (Ontario). Key characteristics are shared visions, joint accountability, and strong governance models.



3 Integration is a significant trend in police modernization

- Integration includes improved interoperability and coordination of resources and integrations with other service providers including EMS and community led response organizations.



4 Policing and public safety are transforming to include alternative approaches and resources

- Different approaches to providing services are increasingly being implemented to be more responsive, proactive and to improve outcomes for vulnerable populations. Increasingly, governments are recognizing that different types of services are required along the spectrum of community safety.



5 The link between community safety strategies, community led response and police is being emphasized

- As communities build community safety strategies, they are increasingly connecting and considering the role that shared strategy, community services and police services play as a part of an ecosystem tied together by shared responsibility for outcomes.



Future Model Options



The presence of two disconnected police operating models in HRM is the root cause of many of the challenges faced today.

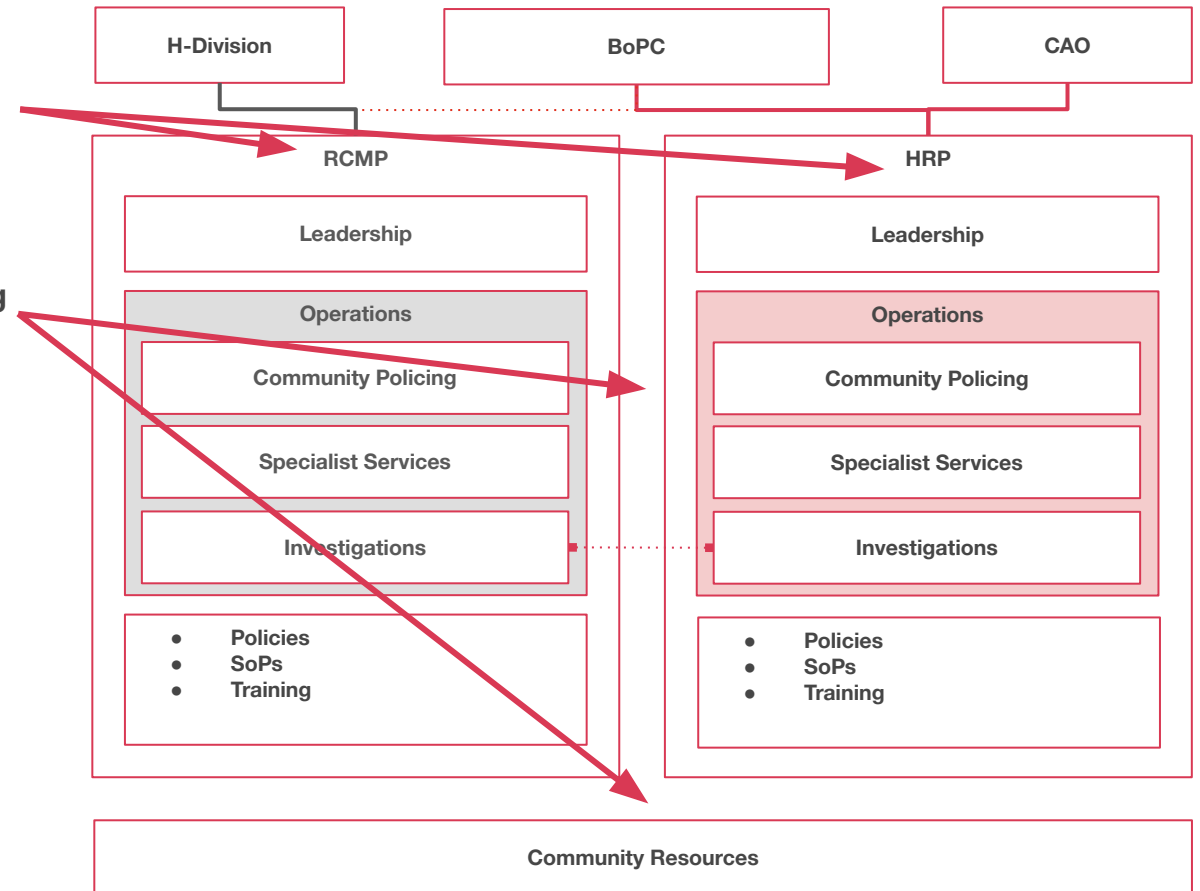


> The cause of many of the challenges faced in HRM's policing model is not that there are two police services in HRM

> The underlying root cause for many of the challenges faced in HRM's policing model is that there are two distinct police operating models.

All of the effort HRM, the RCMP and HRP are investing in improving the consistency, standards, quality of service, responsiveness to community needs and taking a collaborative approach to public safety are being made significantly more difficult in the current model of policing.

The two different and independent operating models is a very significant barrier to being responsive to and meeting community expectations while delivering sustained public safety outcomes.



What does this mean for the future of policing in HRM?

The current dual model of policing is a significant barrier to improving outcomes, consistency and services in HRM. There are key requirements for driving improved outcomes in HRM:

1. **A single cohesive operating model is required to effectively improve services & outcomes**

A single, cohesive operating model is a requirement to sustainably and effectively improving policing and public safety in HRM in the short and long term.

2. **The approach to community safety needs to be transformed to improve outcomes regardless of model**

Significant transformation is required to fully realize the vision of integrated, community centric policing in HRM *regardless of whether HRM implements a single agency or an integrated operating policing model.*

3. **Adopting a single model alone will not drive improvements to services or outcomes**

A Implementing a single operating model is critical but that change alone will not have the desired transformative effect on responsiveness, effectiveness, and integration with the community safety ecosystem.

There are two paths to a single cohesive operating model in HRM.

1. Adopt a Single Agency Model

What is meant by a single agency model?

A single agency model, simply put, would mean that HRM would **cease having two police services**. Only one of the HRP or RCMP would provide services across the entire municipality.

What does a single agency model look like?

A single agency model would include a single organization providing leadership, operations and services to the whole of HRM. This model can be implemented with either of the HRP or RCMP being adopted as the single agency. A single agency model is the traditional policing model structure most commonly used across Canada.

Transition to a single agency model would require significant cost and a highly complex transition process.

2. Implement an Integrated Operating Model

What is meant by an integrated operating model?

An integrated operating model of policing in HRM would include both the HRP and RCMP continuing to provide services but with a completely transformed and integrated approach to providing services in the community. **In essence, the two police services would transform to operate together as a single service.** This would require a significant commitment from both services with willingness to change and be jointly accountable.

What does a single agency model look like?

An integrated operating model would result in **the HRP and RCMP operating as one service providing consistent coordinated and standardized services under a shared vision and joint leadership.**

The two services should operate under the same policies, standard operating procedures and training programs and provide the same standardized services wherever possible.

An integrated model of policing will enable the required transformation of services in less time, with less disruption and risk to the community, and with less investment of resources.

An integrated approach strikes a balance between realizing transformation, integration with the broader community safety ecosystem, complexity, risk and costs.

Single Agency Evaluation		Integrated Model Evaluation	
Alignment with Values	Medium	Alignment with Values	High
Cost to operate	High	Cost to operate	Medium
Cost to implement	High	Cost to implement	Medium
Disruption in HRM	High	Disruption in HRM	Medium
Transformation risk to public	High	Transformation risk to public	Medium
Implementation complexity	High	Implementation complexity	High
Efficiency/Effectiveness of Service	High	Efficiency/Effectiveness of Service	High
Consistency of Services	High	Consistency of Services	High
Effectiveness of Governance	High	Effectiveness of Governance	High
Strength of Community Oversight	Medium	Strengthen of Community Oversight	Medium
Opportunity for Innovation and Integration	High	Opportunity for Innovation and Integration	High
Opportunity for Partnership	High	Opportunity for Partnership	High
Adaptability and Sustainability	High	Adaptability and Sustainability	High



Similar Expected Impact to Services, Consistency & Standards

Both the recommended integrated policing model or a single agency model could result in improvements to service levels, consistency, opportunities for integrations with the community safety ecosystem and efficiency in resource usage



Impact to Annual Operating Costs

Operating costs under an integrated model are expected to be similar to or less than current state operating costs. A single agency model is likely to have higher annual operating costs than both the current model and the recommended model (this assumes the RCMP subsidy does not change materially)



Transition Costs

The costs of transitioning to a single agency model would be higher than the design and implementation of an integrated model. Estimated effort to transition to and transform a single agency model versus transforming from an existing foundation to an integrated model is materially different.



Disruption and Risk in Transformation

Transformation of any magnitude will result in some risk and disruption to the organizations and communities involved. **The transformation to an integrated model will introduce less risk and disruption to HRM, while driving the same (or greater) improvement in public safety outcomes and transformation in a shorter time frame.**

There are other considerations that support the move to an integrated policing model.

Provincial policing standards review:

This review of the policing standards provides an opportunity to accelerate integrated model design. Both the HRP and RCMP will need to complete a review of their services and standards. **In an integrated model, the HRP and RCMP can coordinate resources to minimize duplication of services and capabilities through integration while demonstrating the required capabilities.**

Partnership with the RCMP will continue regardless of model and is required to address borderless crime:

The need for police in HRM to partner and integrate with the RCMP broadly as a part of the provincial policing ecosystem will continue on specialist services, provincial and federal policing.

An integrated model can be more easily designed to eliminate gaps and reduce public safety risk in day to day services, complex emergency operations or investigations of cross boundary crimes, such as drug trafficking and organized crime.

Recruiting officers to replace the RCMP members will be very difficult

HRM would need to recruit an additional 100-180 officers which is likely to be a very significant challenge. There are also likely to be challenges in onboarding/training that number of new members of a police service within a short period of time.

Benchmarks from other jurisdictions highlight the potential cost implications of transitioning to a single agency model in HRM.

Cost benchmarks from other jurisdictions who have conducted transition or transition studies are provided below for consideration. These benchmarks are based on actual or projected transition costs in relevant transition studies involving the RCMP.

Transition Cost per Officer:

- Alberta Provincial Police Transition Study (Projected): **~\$113,768/officer**
- Surrey (Actual Costs to Date): **\$213,087/officer**
- Confidential Canadian Jurisdiction Police Transition Study (Projected): **\$230,538/officer**

Transition Cost as % of Annual Policing Budget

- Alberta Provincial Police Transition Study (Projected): **54%** (Policing Budget of ~\$672M at the start of the transition study and projected transition costs of ~\$366M)
- Surrey (Actual Costs to Date): **86%** (2022 Surrey Police Service Budget of of \$72.5M with Transition Costs of ~\$63M to date)
- Confidential Canadian Jurisdiction Police Transition Study: **155%** (current budget and transition costs are confidential)

Transformation through Integration



Leadership is a precondition for change.

Transforming to an integrated policing model will require significant effort to realize a new vision of community safety in HRM. Leadership needs to align at the outset and demonstrate in action a commitment to a shared purpose and vision. That vision must be clear and shared across HRM, HRP and the RCMP.

Transformation will not be successful without leadership within HRP, RCMP and HRM who have a shared vision for integrated policing in HRM.

Vision, trust, problem solving, relationship building and the ability to meaningfully collaborate in reimagining a better policing model are critical characteristics that are required of leadership to successfully navigate this complex transformation. The skill set required to deliver on this undertaking is not the same skill set that is required to lead a police service on a day to day basis.

The HRP and RCMP leadership team will be responsible for defining the DNA of the future model and driving its culture - especially in the early stages of transformation and operations. The initial stages of transformation will have a long lasting impact in HRM beyond the tenure of the individuals.

Careful consideration should be given to ensuring that the team in place embodies the characteristics, culture and values of professionalism, collaboration and innovation that are essential to building trust and successfully transforming the policing model in HRM.

Challenges with previous relationships and ways of working together should not be allowed to hinder or reduce the impact that policing model transformation can have on public safety outcomes and residents in HRM.



There are four pillars of an integrated operating model

Integrating the policing model in HRM to improve public safety outcomes, standards, consistency and integration within the community safety ecosystem relies on four essential pillars and key enablers to support transformation:



Strengthening governance & increasing the effectiveness of the BoPC

The future policing model strengthens the governance model, clarifies roles, embeds diverse perspectives and creates greater accountability to the communities being served



Connecting leadership & strategy across the policing model

Integrating leadership and strategic functions between HRP and RCMP to drive a consistent approach and shared strategy for community oriented public safety services in HRM



Transforming from a dual policing model to an integrated services model

Transforming the dual policing model to an integrated model by introducing coordinated operations, shared standards and functional centres of excellence for core policing services



Creating community capacity to focus police on 'core policing' functions

Investing in a community safety department and creating capacity for community-led services outside of the policing organizations to allow police services to focus on 'core policing' functions



An integrated policing model requires different elements to fit together in a complementary way.

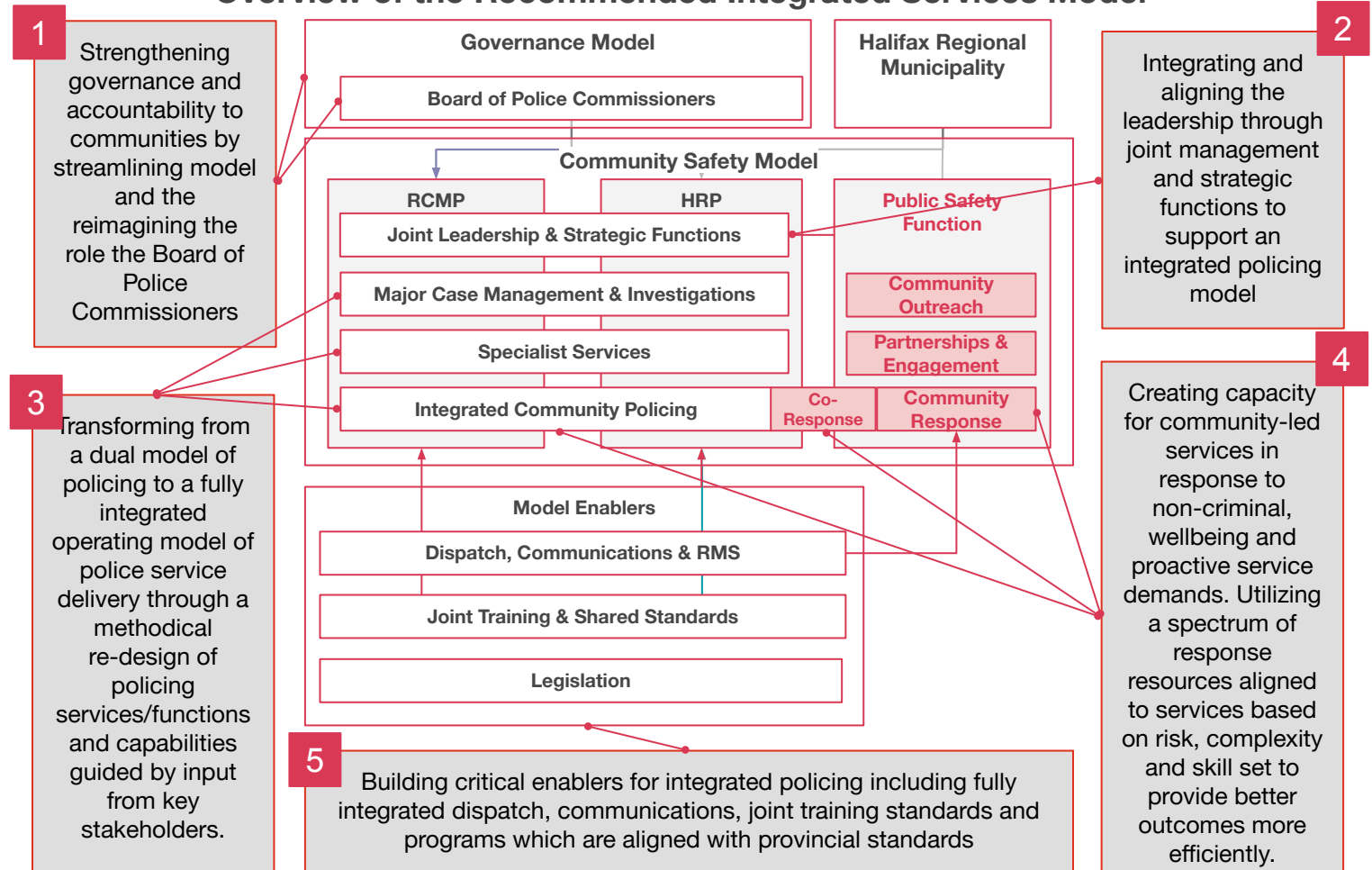


An integrated services policing model is complex - there are different capabilities and layers of services that must be considered as a part of developing a holistically integrated services model that will improve outcomes within HRM.

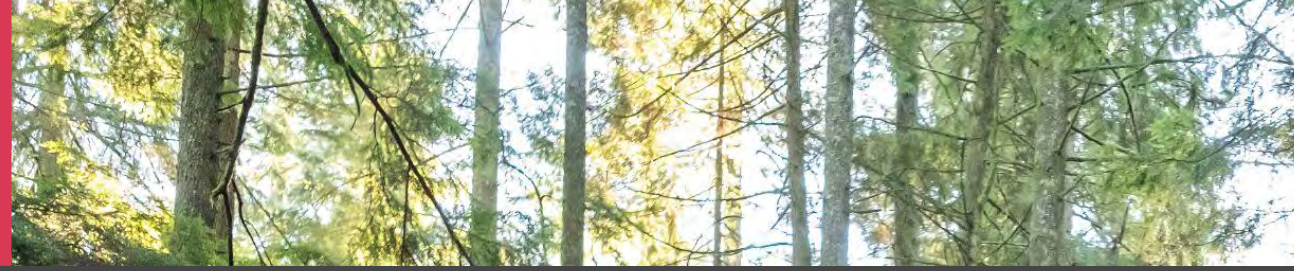
In order to articulate how the different capabilities fit together in an integrated model. The graphic provides an overview of the major elements of the conceptual model in the context of how each element fits into the rest. The major elements presented in the graphic are:

- 1 A strengthened governance structure with a reimagined role for the BoPC
- 2 An integrated leadership structure with shared strategic functions
- 3 A transformation from a dual services model to a fully interoperable and integrated operating model
- 4 Creating community safety response capacity and aligning resources with calls for service
- 5 Building critical enablers to support a fully integrated policing model

Overview of the Recommended Integrated Services Model



An integrated governance model relies on consistent and clarified governance and direction setting to provide cohesive priorities and strategy

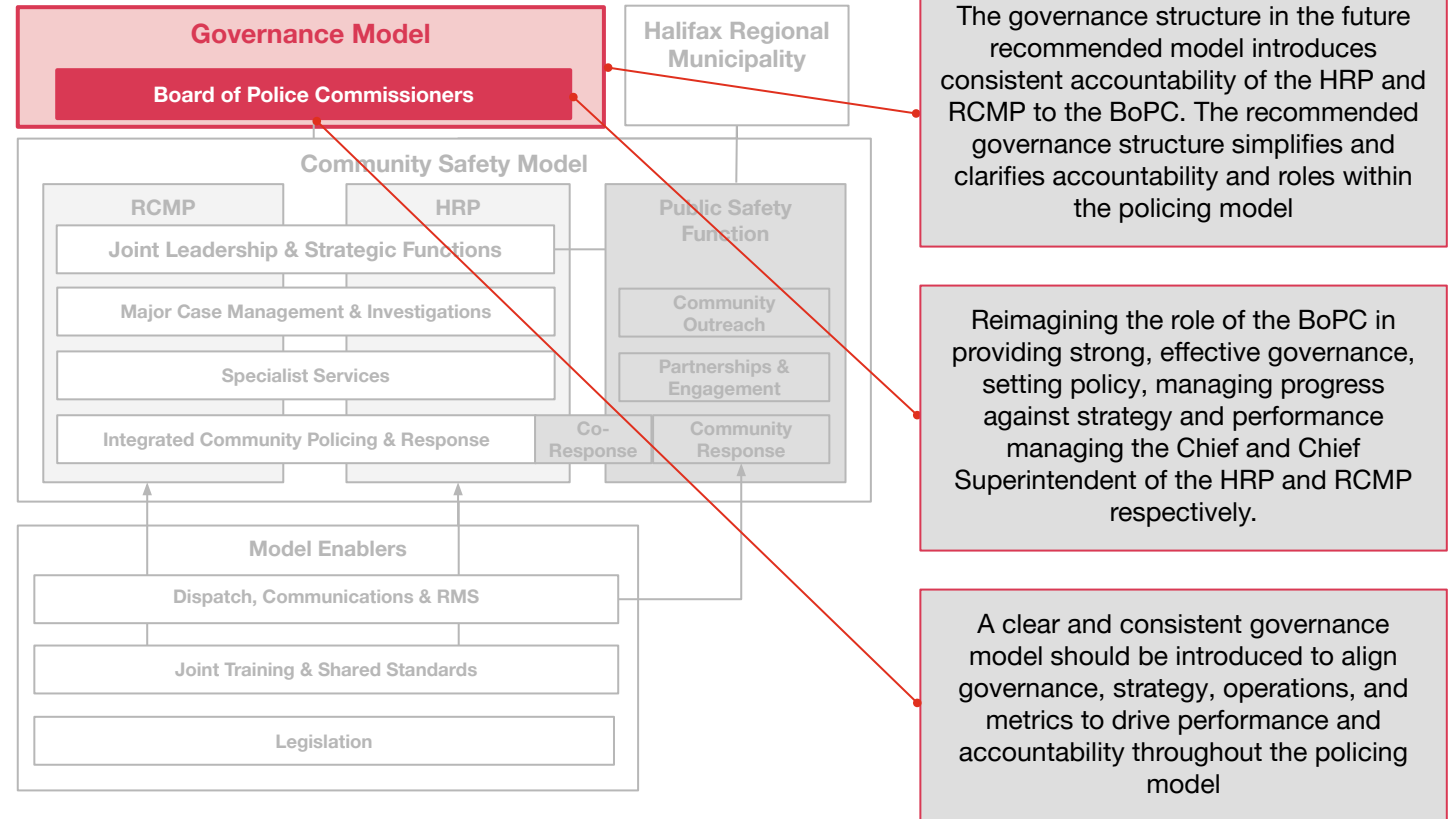


Transformation to an integrated operating model requires a governance model that enables clear accountabilities, roles and responsibilities and strong alignment between strategy and services.

The inconsistency and complexity in the current governance structure will inhibit the development of an integrated model. The governance model itself should be more effectively enabled to provide the strong, independent oversight required to implement an integrated services policing model in HRM.

- 1 Consistent accountability and clarified roles in governance and oversight
- 2 A strengthened, more effective Board of Police Commissioners with increased depth of responsibility for setting direction, policy and managing performance
- 3 A clear consistent and aligned approach to governance that strengthens the connection between governance, strategy, operations and outcomes

Summary of the Integrated Governance Model



The current governance model is complex and weakens accountability and oversight.

The governance framework as it is currently designed lacks clarity and strong accountabilities that would allow for an HRM-wide governance model to support integrated and community-centric policing services.

The current governance structure creates inconsistency in the two police services, significantly impacts transparency and inhibits the delivery of services that are community centric and aligned to HRM public safety needs.



Streamlining and clarifying the governance structure in HRM



Reimagining the responsibilities of the BoPC



Increasing the capacity of the BoPC to deliver on an increased depth of mandate

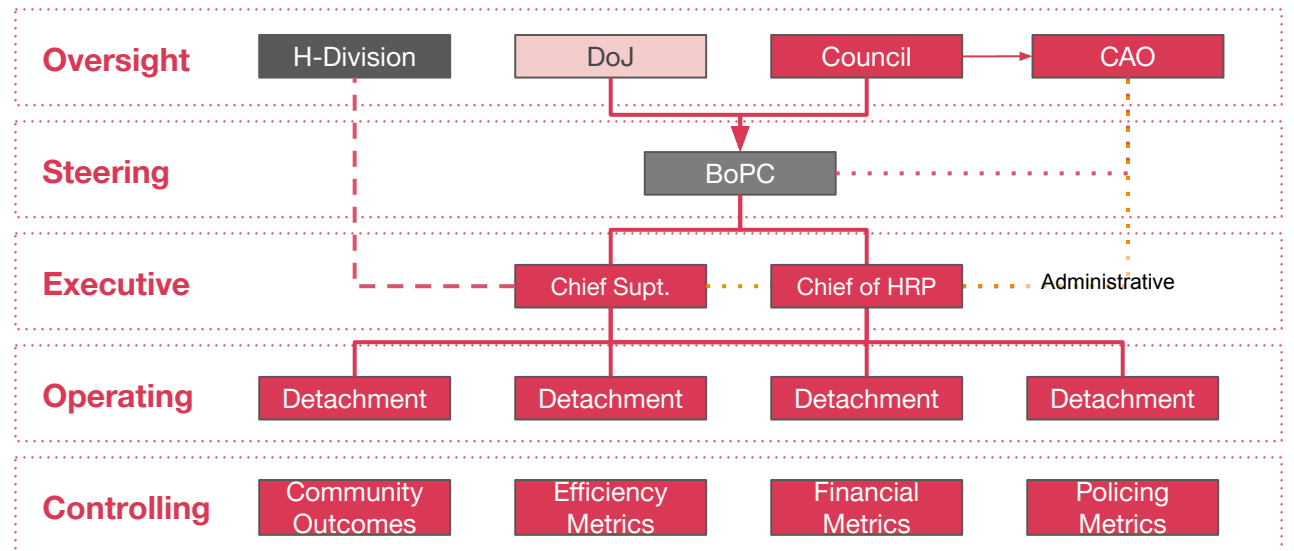


Prioritizing and embedding diverse skills, experiences and perspectives in the BoPC



Connected Levels of Governance Support

Oversight	Monitors the policing model and BoPC to ensure standards are met and maintained and manage performance of the BoPC	Department of Justice Council
Steering	Provides the ultimate steer and strategic decision-making for service delivery and performance management of the leadership	BoPC Sub-committees
Executive & Strategic	Leading operations to deliver the BoPC strategy as defined in policy and direction and translated to operational procedures	Joint Executive Leadership Joint Management Teams
Operating	Internal governance mechanisms to enhance information flow, and govern strategy execution and cascaded direction/guidance	Local Detachment Command Members of the Police Services
Controlling	Linking individual performance to overall system performance to ensure successful strategy execution. Controlling realization and monitoring business performance vs. targets	Performance Management Process (KPIs) Other Processes (Budget variances, Admin)



Implementing Integrated Leadership and Executive Functions will create cohesion between the HRP and RCMP's leadership and strategy

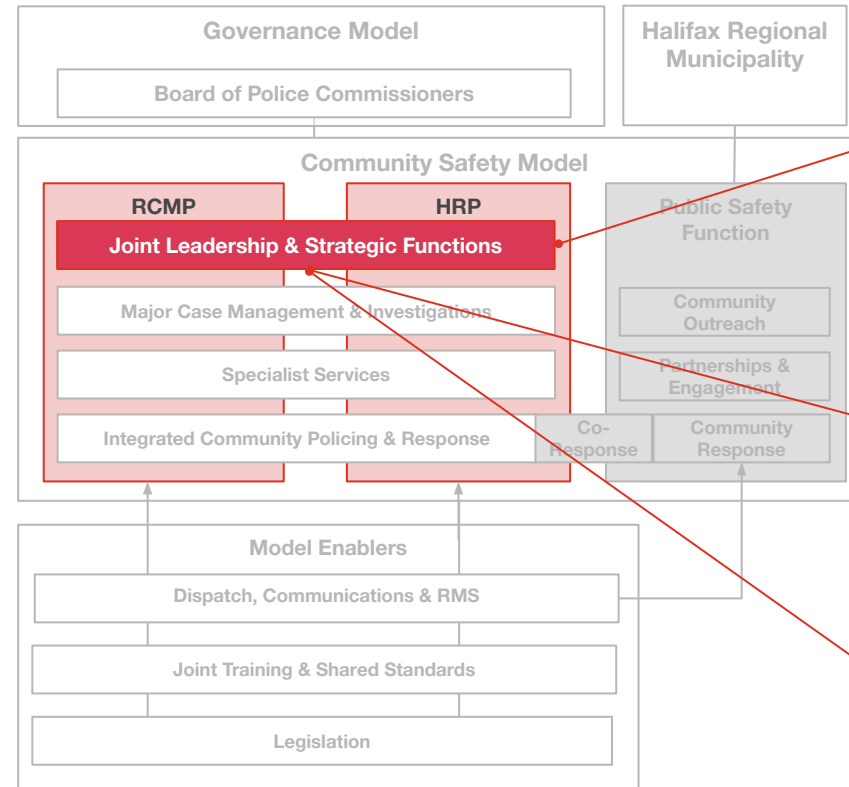
Joint leadership will be the backbone of an integrated model. Strong leadership should provide consistent, aligned strategic direction, shared ownership of outcomes, drive a culture of collaborative within a values driven integrated operating model.

Joint leadership is critical to an integrated operating model. The HRP and RCMP leadership teams must be completely aligned in order to provide consistent standards, coordination of resources and to support the HRP and RMCP in “working as one” entity within HRM.

The future joint leadership and strategic functions includes critical elements such as:

- 1 A joint executive leadership team with the HRP Chief and RCMP Chief Superintendent
- 2 Joint management structures across HRP and RCMP responsible for driving consistent outcomes and services.
- 3 Shared strategic functions to support the joint executive team, drive consistent standards and excellence in performance across the policing model

Summary of the Integrated Leadership Model



The future recommended model introduces a Joint Executive Team, consisting of the HRP Chief of Police and RCMP Chief Superintendent. They will be responsible for taking the strategic direction from the BoPC and translating that into consistent integrated operations

Joint functional management teams consisting of leads from HRP and RCMP responsible for providing consistent management of major services across HRP and RCMP including community policing, specialist services and investigations

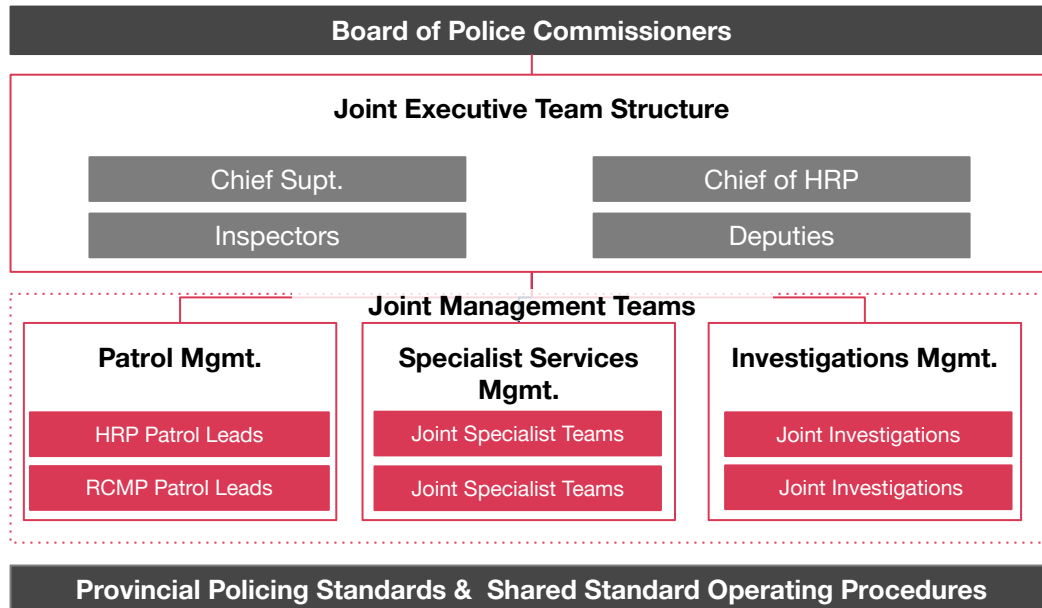
The implementation of shared strategic and executive functions including continuous improvement and performance management functions to drive consistent and municipality wide continuous process improvements

What does integrated leadership look like?

It is extremely difficult to provide consistent and coordinated operations across HRM without first building an integrated leadership structure.

The leadership teams of the HRP and the RCMP are not integrated today. They lead their respective police services separately despite the fact they serve the same people in HRM. The operational strategy and outcomes they are striving to achieve are not aligned today across the RCMP and HRP.

High Level Integrated Leadership Structures



The joint leadership team should be supported by joint management teams that are aligned with different functions within the policing model.

The joint management teams would be responsible for the driving consistent and standardized services across HRM for major functions such as patrols, specialist services and investigations. These joint management teams should include:

- **Community Policing & Patrols** - to establish and deliver consistent and coordinated patrol operations, interoperability and standard procedures across HRP and RCMP operations.
- **Investigations & Complex Crimes** - to manage a joint pool of investigators to ensure that special investigation capabilities are accessible, coordinated and consistent across HRM using a common investigations framework.
- **Specialist Team** - to coordinate specialist services and resources to ensure that interoperability, coordination of capabilities and training will allow for an integrated response to complex or high risk incidents.

These management teams will essentially function as a ‘centre of excellence’ for community policing, specialist services and investigations. The should be responsible for coordinating resources to maximize the capacity and capabilities in both the HRM to improve services, reduce costs and sustain outcomes.



Establishing shared strategic functions between HRP and RCMP is essential for driving improved outcomes and consistent services to communities.

In order to be consistent, responsive and effective in an integrated operating model there needs to be shared strategic functions, including continuous improvement, partnership management and communications.



Continuous Improvement & Performance Management

HRM stakeholders expect that policing includes the ability to continuously improve in response to research, feedback and changes to needs. In order to achieve that objective, HRM must develop and embed a continuous improvement capability across the HRP and RCMP.

This function should:

- Enable rethinking of how policing services are provided based on research and data
- Evaluating the effectiveness of programs using data analytics and presenting evidence based and research led recommendations
- Manage, pilot, implement, and support continuous improvement initiatives as they are put into operational practice.



Strategic Partnerships & Commissioning

Strategically managing partnerships enables the police to commission services from community partners who are able to achieve better outcomes for certain vulnerable groups. This centrally managed partnership function will create opportunities for more meaningful partnerships and will better enable using all the resources more effectively within the community safety ecosystem.

This function should:

- Manage ongoing relationships with strategic and operational partners
- Promote collaboration and provide a main point of contact for partner organizations
- Engaging with community service providers, other government agencies and stakeholders to serve vulnerable populations



External Communications & Stakeholder Engagement

To residents in HRM - the police are the police. What uniform the police wear or what logo is on their badge does not matter. The need for a consistent communications function is obvious - if the HRP and RCMP are communicating differently and using different messages or, even more dangerously, communicating conflicting messages, there can be serious consequences to public confidence and public safety.

This function should:

- Ensure that communication with the public is transparent, consistent, and reflective of the values of the HRM policing model and residents in HRM.
- Acting as a connection point with the community to build trust and credibility.

A Community Safety Function will create the capacity required to enable a community-led response to complement police services.



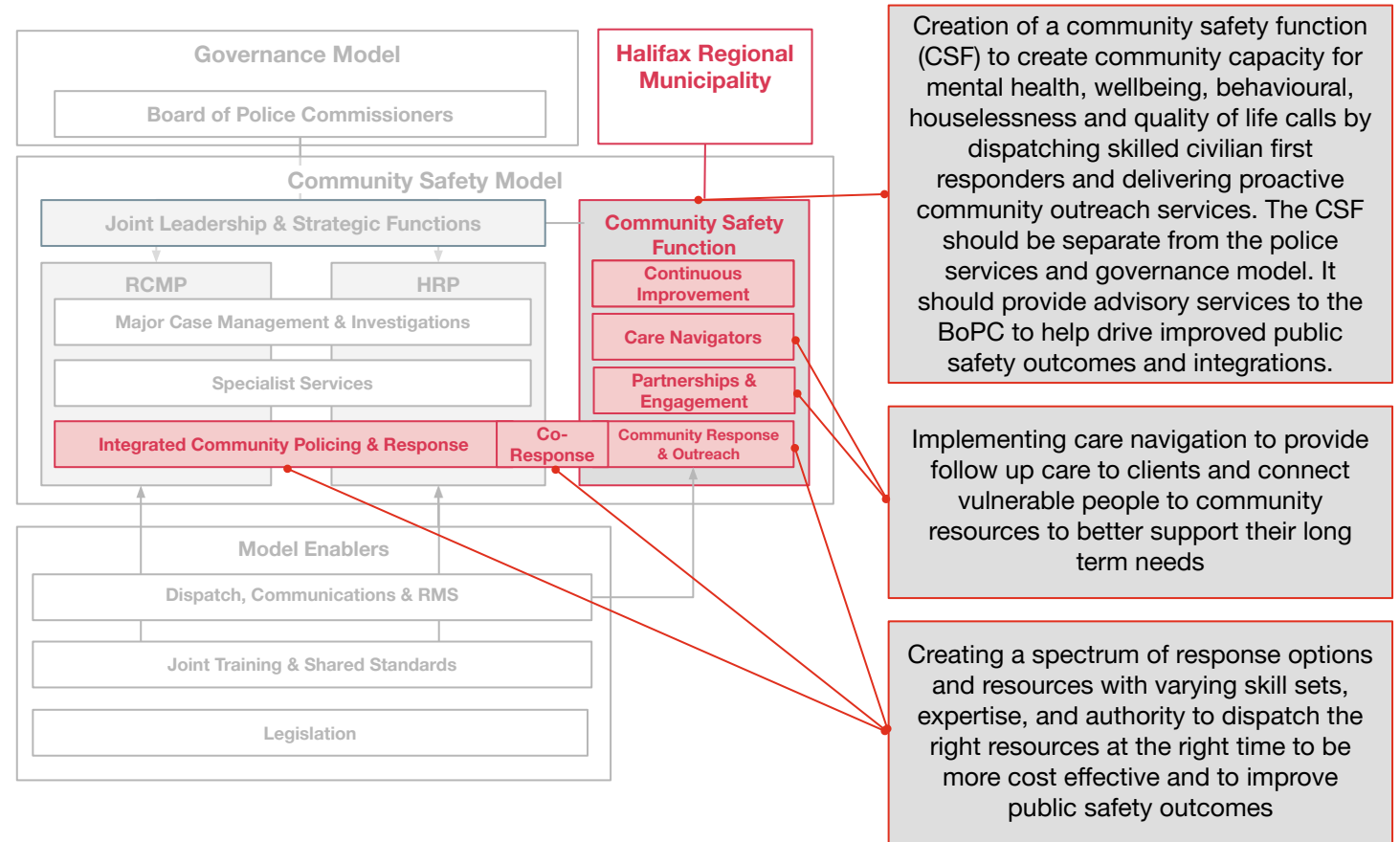
Creating a Community Safety function to create capacity for community-led services in response to non-criminal, low risk calls for service.

This will enable a spectrum of responses aligned to risk, complexity and skill set required to deliver positive outcomes. A Community Safety Function can play a critical role in the strengthening and connecting the public safety ecosystem in HRM.

An integrated model with community-led response includes:

- 1 Building a community safety function to enable community-led response to non-criminal health and wellbeing calls for service and community outreach services to complement the core police services
- 2 Introducing care navigation and community partnership building to sustain long term public wellness and safety outcomes
- 3 Creating a spectrum of response resources including police, un-armed members, and community teams aligned with calls for service

Summary of the Community Safety Function



A Community Safety Function would enhance public safety through community-centered approaches to prevention and intervention as alternatives to policing and legal systems.

This would transform the municipality's approach to community safety, by filling the gaps in the current response model. Services can be better aligned with citizens' needs and introduce a proactive outcome and solutions-oriented capability

One of the most significant challenges in building a holistic approach to community safety is creating capacity to respond to calls for service and to proactively reach out to vulnerable peoples to prevent victimization, disorder and criminal activity.

The question that is always asked when discussing how best to respond to mental health, houselessness, addictions, family crisis and other non criminal but essential public safety services is "if the police aren't delivering those services - who will?"

The community safety function should enable community-led, civilian delivered 24/7 response that provides additional capacity and response capabilities to calls for service that do not require police intervention. This function should be managed and led by HRM.



The community safety function should enable community-led, civilian delivered 24/7 response that provides additional capacity and response capabilities to calls for service that do not require police intervention.

Community Response Teams:



Community Response Teams will complement police services by provided trauma-informed responses to 911 calls for service involving non-violent behavioral, mental health needs and quality of life concerns, including calls involving the needs of people who are unsheltered, by dispatching teams of unarmed, skilled, civilian first responders.

Community Outreach:



Community outreach teams could provide proactive outreach to vulnerable people in HRM. They may be able to provide services to houseless individuals, youth, seniors, and other vulnerable populations proactively to provide support and connect individuals with services before crisis intervention is required.

Care Navigators:



Care navigators will work with people in the community who may need urgent or non-urgent services to provide follow up care to connect them with community based services to reduce the likelihood of future crisis, unnecessary emergency medical or police intervention and provide support in accessing needed services.

Community-led Engagement and Continuous Improvement:

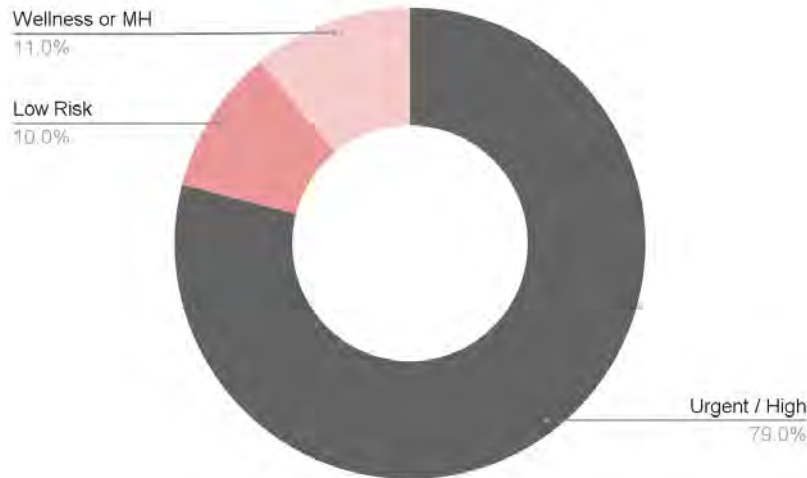


The community safety function should help drive integration and continuous improvement opportunities by identifying and piloting new partnerships or approaches to community safety and make recommendations to the BoPC for new collaborative approaches or services for that can be provided by the police or CSF

Policing models around North America are being transformed with the goal of using integration to fill the need for proactive and wellbeing related services to improve community safety.

In jurisdictions where similar functions have been implemented, research shows that a significant number of calls can be responded to using non-police responses options. For example, CAHOOTS in Oregon (population ~170,000 as of 2020) responded to 17% of calls to police and is estimated to save \$8.5M in public safety spending annually. Albuquerque's Community Safety department has diverted 9,909 calls for service to police between August 2021 and September 2022 (population ~560,000 as of 2020).

Based on preliminary analysis ~20% of calls in HRM may be classified as low risk, mental health, wellness or assistance calls that do not require a police response.



Policing models around North America are being transformed with the goal of using integration to fill the need for proactive and wellbeing related services to improve community safety.

The community safety function will **fill the service gaps that exist today and allow for police to focus on core policing services.** Future response options align the services with resources who have the capacity and expertise to deliver improved outcomes to HRM while enabling proactive and preventative responses that stakeholders in HRM expect.

Current Response Options vs. Service Type

	Criminal	Non Criminal	Wellbeing
Urgent	Police Response	Police Response / MMHCT	MMHCT EMT
Non Urgent	Police Response	Police / Service Gap	Service Gap
Proactive	Police / Service Gap	Service Gap	Service Gap

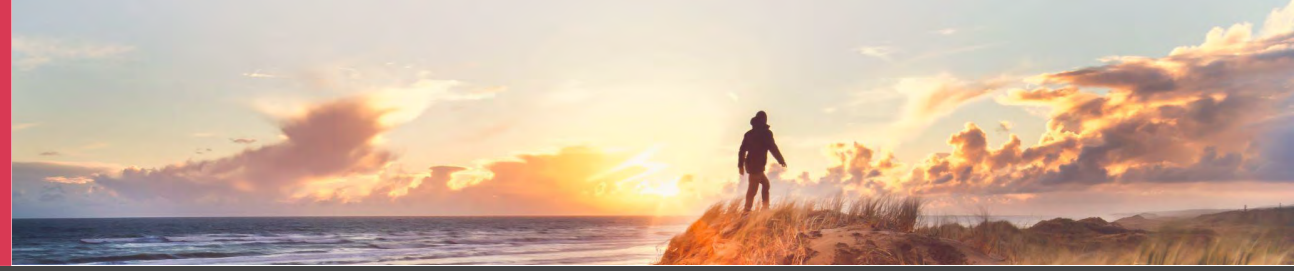
- Response & service aligned
- Response & service partially aligned
- Response & service not aligned / service gap

Future Response Options vs. Service Type

	Criminal	Non Criminal	Wellbeing
Urgent	Police Response	Community Response Team (CRT) / MMHCT	CRT MMHCT EMT
Non Urgent	Police / Unarmed Response	CRT / Outreach Team	Outreach Team / Navigator
Proactive	Police / Unarmed Response	Outreach team	Outreach / Navigator

- Response & service aligned
- Response & service partially aligned
- Response & service not aligned / service gap

Integrated Operations are what brings the integrated model to life in front of the communities within HRM



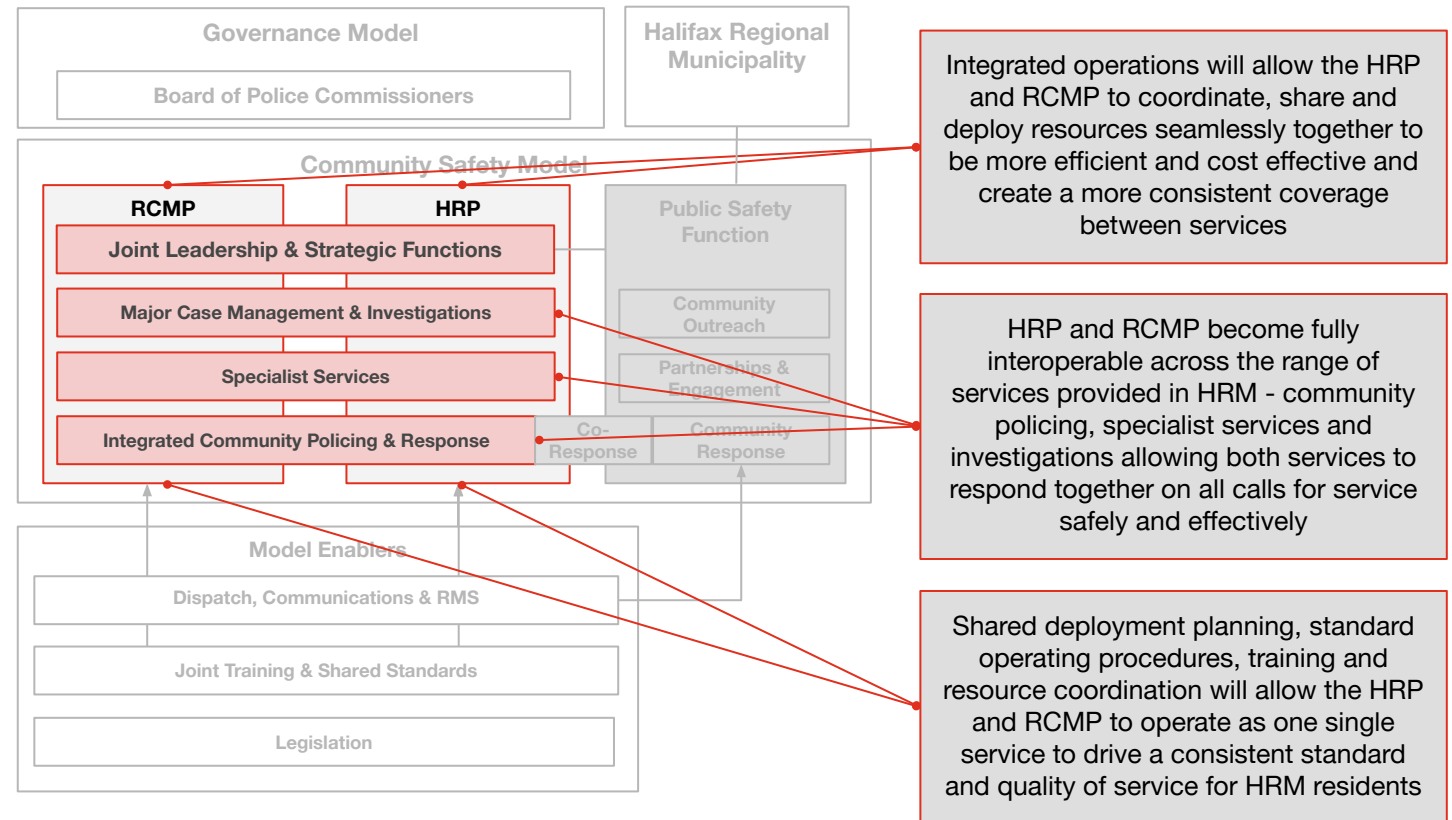
Stakeholders have noted that depending on the area and police service answering a service call, the interaction a resident has with police can look different. With no shared standard operating procedures or coordination between the two services, citizens of HRM receive inconsistent service with varying procedures.

An integrated model will strengthen the effectiveness and standard of service delivery, enable efficient use of resources, provide a consistent standard and experience for residents, providing a single voice for policing and improve outcomes of service delivery.

The future integrated operations puts into place:

- 1 Coordination and integration of resources, capabilities and units, day to day operations and deployment between services seamlessly
- 2 Shared standard operating procedures to drive a consistent standard of service for residents in HRM no matter what police service respond to their call
- 3 A new approach to working together, sharing resources and delivering services both in public facing services and internal services

Summary of Integrated Operations



Integrated operations will allow the two police services to function seamlessly across HRM.

Integrated operations is not a matter of simply combining functions. It requires a much broader transformation that reimagines the policing model top to bottom.

A fully integrated operating model ultimately means that the HRP and RCMP seamlessly operate together to provide consistent and coordinated services to people in HRM. The concept of an integrated operating model is a substantial shift in culture, ways of working, operations and thinking about how services are delivered. **For all intents and purposes - the two services operate as one.**

- ✓ **Community Policing:** HRP and RCMP deploy a single pool of resources in HRM with consistent standards and interoperability
- ✓ **Specialist Services:** Specialist units are fully interoperable and cross trained within shared services. Where some units are not required in both services the other should train with them to ensure they are coordinated.
- ✓ **Investigations:** Investigations are delivered using a single pool of investigators who share all case files utilizing standardized and shared case management methodologies overseen by joint leadership.

Improved consistency, efficiency and coordination within integrated operations is enabled by:

- **Leadership** provides consistent decision making, operational strategy, and resource allocation aligned with strategic direction and priorities
- **Coordinated Operations** enables utilisation of resources from either police service to respond in the most efficient and appropriate way across jurisdictions using the right unit at the right time
- **Interoperability** to ensure the two services operate as one pool of resources, covering for one another as needed, and able to operate together safely and efficiently in every situation
- **Shared standard operating procedures (SOP's)** to set high benchmark standards and ensure consistency in quality of service delivery
- **Resource Efficiency** consideration is given to which units, resources and capabilities each police service has to eliminate redundancy and duplication. Integrated operations allows for the total portfolio of capabilities to be evaluated to optimize services and units

Policing models around North America are being transformed with the goal of using integration to fill the need for proactive and wellbeing related services to improve community safety.

As the detailed operating model is designed and built, some aspects of the recommended model require input or support from key stakeholders to make the required changes or to provide required input. As the future model is built, the impacts to procedures, legislation, training and other elements must be considered. These elements are not directly part of the policing model or operations but directly impact or support operations.



Integrated Dispatch and Communications

HRM has already invested heavily in shared dispatch, communications and RMS within HRM. This investment removes a significant and very costly barrier to integration that makes implementing an integrated services model cost prohibitive in many jurisdictions.

In order to support a fully integrated services model of operations that includes Community Response, the PSAP and dispatch services must be extended to the Community Response teams. Radio communications is an essential component of safely delivering those services and substantially reduces the risk for service providers on Community Response Teams.



Legislation

Legislative change is critical for some of the recommendations to be implemented. In order to restructure the governance model and align accountabilities to the BoPC, statutory amendments will be necessary. Support from the Province and the Department of Justice will be essential in advocating for and making the required changes. Collaboration between the DoJ, HRM and other municipalities is essential to ensuring that these changes are considerate of the policing environment beyond HRM.



Shared Standard Operating Procedures

The HRP and RCMP should seek wherever possible to implement shared standard operating procedures. These standard operating procedures should be aligned with the policies set by the BoPC and should be reflective of the unique needs of the community. Stakeholders in HRM expect that police services are delivered consistently and in a standardized way that is consistent across the municipality. Shared standards are the foundation for consistent services.



Shared Training

In support of shared procedures and interoperability, it is important to implement shared and joint training between the HRP and RCMP. This will also help to drive consistency in services and standards across HRM.

Further consideration should be given to shared curriculums and programs which may allow for cost reductions and reduced duplication of programming. There are likely opportunities to consolidate training programs regionally or provincially.

HRM can take immediate action to improve outcomes

The road to a fully integrated model within HRM is complex. Some of the recommendations presented in this document are outside the full control of Halifax Regional Municipality and require action from other stakeholder including the Nova Scotia Department of Justice and Public Safety Canada. There are a number immediate actions that can be taken by HRM to improve quality, efficiency, responsiveness and public safety outcomes. These include:

1 Improve BoPC effectiveness
Taking immediate action to improve BoPC effectiveness including examination or development of BoPC Policy Manuals

2 Formalizing permanent joint leadership
Formalizing permanent joint leadership and functional management teams with HRP and RCMP leadership to lead and manage community policing, specialist services and investigations

3 Creating a Community Safety Function
Creating a Community Safety Function to support community-led services such as Community Response Teams, Care Navigators, Community Outreach and Community-led Engagement and Continuous Improvement

4 Implementing integrated and coordinated operations
Implementing integrated and coordinated operations between the HRP and RCMP to coordinate, share and deploy resources seamlessly together to be more efficient and cost effective and create a more consistent coverage between services

5 Aligning HRP and RCMP standard operating procedures and protocols
Taking action to align HRP and RCMP standard operating procedures and protocols where possible to improve interoperability and consistency of service standards in community policing, specialist services and investigations allowing both services to respond together on all calls for service safely and effectively

6 Examining current jurisdictional boundaries between the HRP and RCMP
Examining current jurisdictional boundaries between the HRP and RCMP to identify opportunities for more effective deployment of policing resources between services in light of changes to the community, population growth, densification and urbanization

An aerial photograph of a rocky coastline. The top and bottom edges of the image show dark blue ocean water with white foam from waves crashing against the shore. The central part of the image is a semi-transparent white rectangle that contains the text. The rocks are light-colored and have a jagged, irregular shape. The overall scene is a dramatic coastal landscape.

Future Model Costs

The recommended integrated model is expected to deliver an improved value for money and an increased range of services for approximately the same total cost

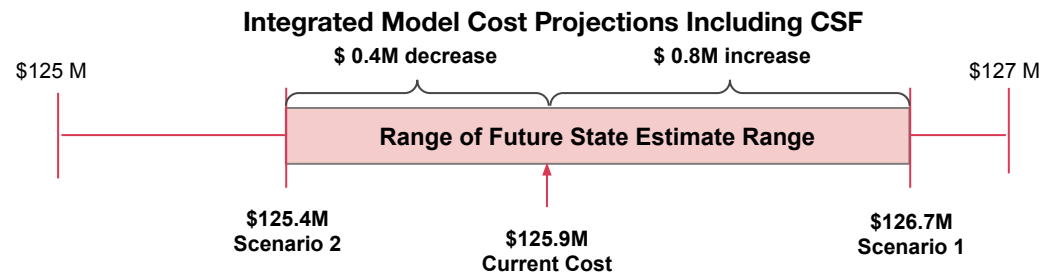
HRM should receive improved public safety outcomes and value for money for the same total cost of policing

By implementing the recommended integrated operating model, including integrated operations HRM can expect better public safety outcomes while providing a broader range of services, improving standards and consistency, more effective and efficient use of resources and improved responsiveness to community without significantly impacting costs to taxpayers. The cost analysis includes costs of delivering policing services and the costs associated with providing community led services in the Community Safety Function.

The integrated model presents opportunities to be more efficient with resource usage and operations which may create further opportunities for cost effectiveness or value for money but the financial implications of those opportunities cannot be calculated reasonably with the information currently available.

Future Cost Projections

The future model, including the costs required to operate the community safety function, is projected to be between \$125.4M and \$126.7M. When compared with the current state including the RCMP salary increase, scenario 1 represents a \$0.8M cost increase, and scenario 2 represents a \$0.4M decrease in overall policing costs. The CSF is included within the future model cost estimates because it is a critical element of the recommended model even though it is not part of the police service directly.



These costs do not include any expected efficiencies from a modernized policing model or from expected savings driven by the community safety function responding to calls for service.



Financial Implications of the Recommended Integrated Operating Model

The cost impact of implementing the recommended integrated model is minimal. Project future costs are very similar to current costs. However, the future policing model should improve:

- Value for money
- Improved outcomes from services to the community
- Broader range of services to address service gaps
- Responsiveness to citizens and community needs
- More efficient use of resources between RCMP and HRP
- Improved integrations within the public safety ecosystem
- Standards of service across HRM

HRM should receive more services and better outcomes for the same cost.

The integrated model of policing should not have a significant impact on the cost paid by HRM for policing - estimated costs are expected to remain stable with current costs. The outcomes that HRM can expect for public safety in improved responsiveness, range of proactive services and efficient use of resources aligned to shared priorities should drive a significant improvement in value for money

The cost structure and the cost drivers for policing and public safety do not change significantly regardless of policing model.



The cost categories and proportions in the future model are very similar to the major categories of cost in the current model. The cost categories and proportions in HRM are consistent with what is commonly observed in policing models across Canada regardless of RCMP or municipal service.



Human Resources (~89% of current costs and future costs)

- People (officers, civilians and public service employees) are the primary cost of policing. Universally, this is the most significant cost category in policing models. **There are limited options to substantially impact this cost category (headcount, salaries, and roles).**



Equipment (~4% of future costs)

- Equipment costs are driven by people and role requirements. Uniforms, personal safety and other tools/equipment are the second largest cost category in the current and future model of policing. Equipment costs are driven by different types of roles drive different levels of equipment costs. **Regardless of policing model - equipment costs, driven by headcount, are likely to remain consistent in both the future and current models.**



Real Estate (~3% of current and future costs)

- Real estate costs cover the cost of operating and maintaining detachments and office space from which the police services operate out of. Real estate costs will remain consistent in the future model unless HRM changes the number of buildings or type of buildings that the Police Services operate out of. **This cost is likely to remain consistent in the future model unless detachment locations or size change significantly.**



Administration (~3% in current & future)

- The business costs associated with the administration required to support front line policing services. **These costs include office supplies, divisional support and other business supports. There may be opportunities for cost savings through integration in the future integrated model.**

Other costs including travel, contractors and miscellaneous operating costs (2% of current and future costs)



What is driving costs of policing in the future state?

The cost drivers in the policing model in HRM will not change from the current model of policing to the future model of policing. The underlying cost structure and proportions that exist today will continue regardless of the policing model.

If the input costs and cost drivers remain consistent the total costs of policing that HRM pays is not likely to change in any material way. The future policing model will not impact cost structure or total cost significantly

If the total cost of policing is not likely to change - HRM must focus on realizing improved outcomes and value for money by transforming services.

HR Cost drivers:

- # of employees
- Salary of employees
- Benefits of employees

Equipment cost drivers:

- # of employees
- Type of equipment required (uniforms, safety equipment etc)

Real estate cost drivers:

- # of buildings
- Maintenance requirements
- Size of buildings

Administration:

- Office supplies and expenses
- General administrative costs

The total cost of policing that HRM incurs in the recommended future model is likely to remain consistent with the current model

Two costing scenarios were prepared based on the recommended model

The cost model presented has been based on **two conceptual example resourcing scenarios**, to provide a projection of potential annual operating costs of the future integrated policing model for the Halifax Regional Municipality.

Total costs for policing in HRM for scenario 1 and 2 are estimated to be \$126.7M and \$125.4M, respectively. When compared with the current state including the RCMP salary increase, scenario 1 represents a \$0.8M cost increase, and scenario 2 represents a \$0.4M decrease in overall policing costs, which includes the addition of the Community Safety Office.

These costs do not include any expected efficiencies from a modernized policing model or from expected savings driven by the community safety function responding to calls for service.

The recommended integrated model should improve consistency, standards and integration of policing in HRM ultimately leading to improved public safety outcomes while maintaining total costs of public safety.

Cost Category	Current State (FY 2020/2021)	Current State (FY 2020/2021) with RCMP Salary Increase	Future State Scenario 1	Future State Scenario 2
Human Resources	\$109,550	\$112,080	\$110,740	\$108,060
Equipment	\$4,590	\$4,590	\$4,580	\$4,530
Real Estate	\$3,400	\$3,400	\$3,390	\$3,390
Administration	\$2,100	\$2,100	\$2,090	\$2,090
Other	\$3,680	\$3,680	\$3,680	\$3,680
Community Safety Function	-	-	\$2,190	\$3,700
Total Costs	\$123,320	\$125,850	\$126,670	\$125,450

The recommended integrated model should improve consistency, standards and integration of policing in HRM ultimately leading to improved public safety outcomes while maintaining total costs of public safety.

Transformation Roadmap



The Transformation Roadmap is based on an agile iterative approach driven by co-design and phased implementation



There are key elements that are required to successfully deliver a complex transformation of this nature:

Clear Governance over Transformation

- **A Transformation Steering Committee is critical to effectively establishing shared oversight and governance throughout transformation** and a shared vision and ownership of transformation between the various stakeholders involved. Key stakeholders should be represented on the Steering committee including HRM, RCMP, HRP, DoJ, the BoPC and community members

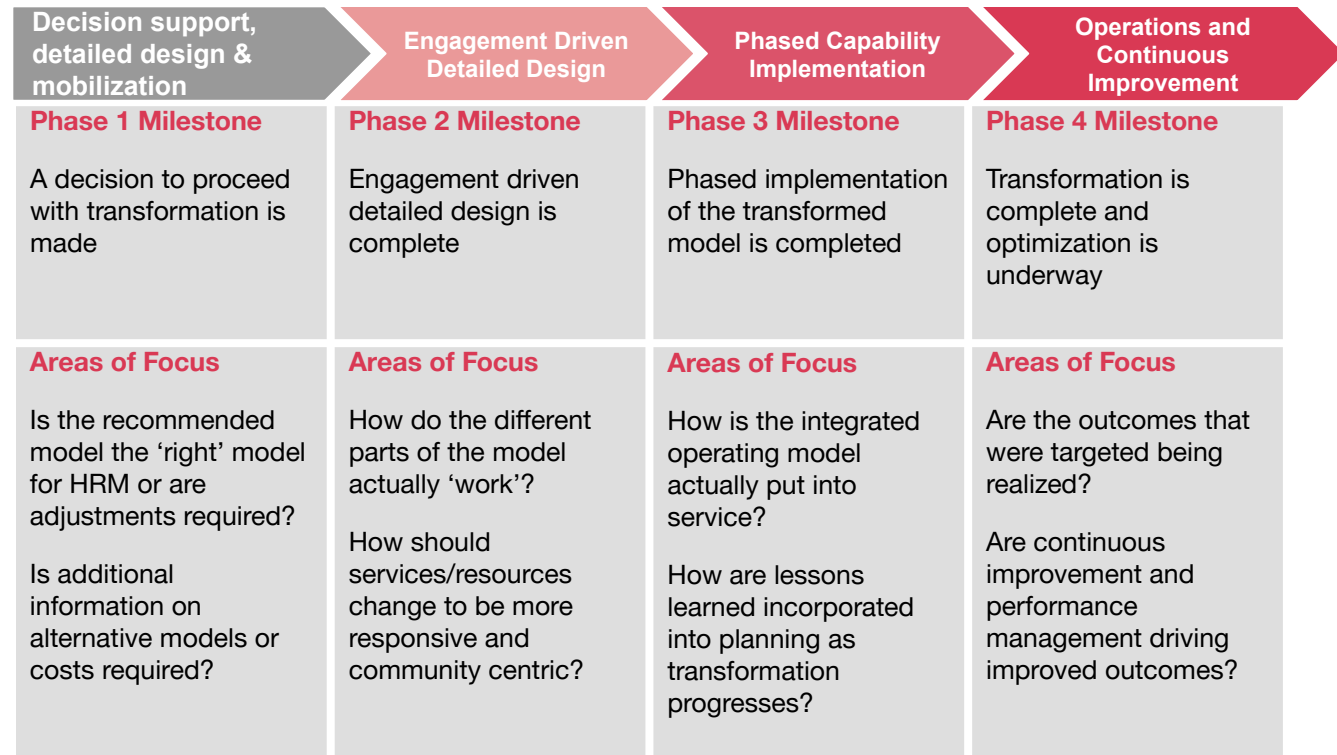
Co-design of the transformed operating model

- Key stakeholders in HRM should have meaningful opportunities to co-design and collaborate to develop a truly community centric policing model and services. **Co-design of the transformed model is critical in driving priority outcomes, maintaining trust and transparency and ensuring ownership of the outcomes is shared.**

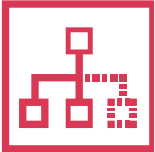
Strong transformation management and dedicated resources

- **A Transformation Management Office provides structure to support decision making, transformation actions, stakeholder engagement and risk management throughout transformation.** The TMO should act as a management hub enabling for coordination of resources, interdependencies, stakeholder engagement, communications and transformation program delivery for HRM.

Overview of Transformation Phases, Milestones and Areas of Focus:

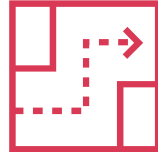


Transformation will require four distinct groups, who play unique roles and work together to drive transformation to design, build and implement the future model of policing



Transformation Steering Committee (TSC)

This group is the overarching governance body and provides the vision and direction for the whole project. The TSC should resolve any escalations, conflicts, resource shortages and make critical decisions to drive the integration forward. The Steering Committee should include: HRM, HRP, RCMP, DoJ, BoPC and Community representatives



Transformation Management Office (TMO)

Oversees the entire transformation project, provides framework, develops detailed planning in collaboration with the build and delivery teams, monitors progress regularly and provides reporting to the Steering Committee. Identifies risk, manages dependencies and drives the delivery teams and all workstreams forward.



Build Team

This group consists of subject matter experts who will provide critical direction and guidance to each of the elements/ workstreams and are assumed to be existing HRM resources seconded to support the Transformation. The TMO and build teams may include representatives from the HRM Public Safety Office, the RCMP and additional resources as required.



Delivery Team

This team is responsible for the execution of the activities identified in the transformation plan with the guidance and support of the Build and Core Team. Delivery team resources are assumed to be seconded from HRP, RCMP or HRM to support the transformation. They provide regular progress updates on the activities, escalate issues and risks for timely resolutions.



Thank you



Appendix A: Transformation Blueprint Values & Guiding Principles

Stakeholder engagement led to the development of identified values that should be embedded in the future policing model recommendations.



Well defined and agreed upon values act as the “organizational DNA” that permeates across all mindsets, dealings and behaviours of the future policing model. These values will provide a consistent foundation for all processes and support the future policing model by providing a shared purpose and expectations. Effective values need to be deeply ingrained, and should not be compromised at the expense of short-term objectives.

Accountable & Transparent

Accountable to the community and transparent in actions, decisions and communications with the public and partners

Collaborative & Integrated

Collaborate and partner to provide services across the community safety and wellbeing ecosystem **in support of a shared vision, strategy and responsibility** for realizing community safety outcomes.

Efficient & Responsive

Responsive in service to the public and capable of agile adaptation to feedback, changing community safety priorities and new information with the intent of continuously improving and delivering better outcomes for the communities and people in HRM.

Preventative & Proactive

Prioritize prevention and problem solving in an effort to proactively reduce crime and disorder and promote community safety.

Solutions Focused

Focused on outcomes and solutions through proactive problem solving and to serve the community and individuals’ best interests

Procedurally Fair

Act fairly in decision making and ensure procedurally fair processes are used in the day to day services and operations, including fairness to the public, partners and employees.

Community Centric

Recognize and seek to balance the needs, wants and feedback from the community to achieve outcomes that are best for HRM and the individuals members of the diverse communities within.

Engagement Driven

Seek out and enable consistent and meaningful engagement, feedback and input from diverse communities and groups to build relationships and trust between police and community.

Evidence Led & Data Driven

Recognize and seek to balance the needs, wants and feedback from the community to achieve outcomes that are best for HRM and the individuals members of the diverse communities within.

Representative, Diverse & Inclusive

Value and embed diversity and representation from communities served while being inclusive of the unique dimensions, qualities and characteristics of the collective community.

Guiding principles are used as a “north star” throughout the development of recommendations to ensure alignment to high level objectives and outcomes.

The Guiding Principles flow from the Values and articulate how the values will be applied in practice to a future policing model as it seeks to inform design choices and develop the future model. Guiding Principles are general rules and guidelines that inform and support the way in which the future model will fulfil its values. The Guiding Principles set out a framework that is used to repeatedly test and validate the future model recommendations and establish high level outcomes.

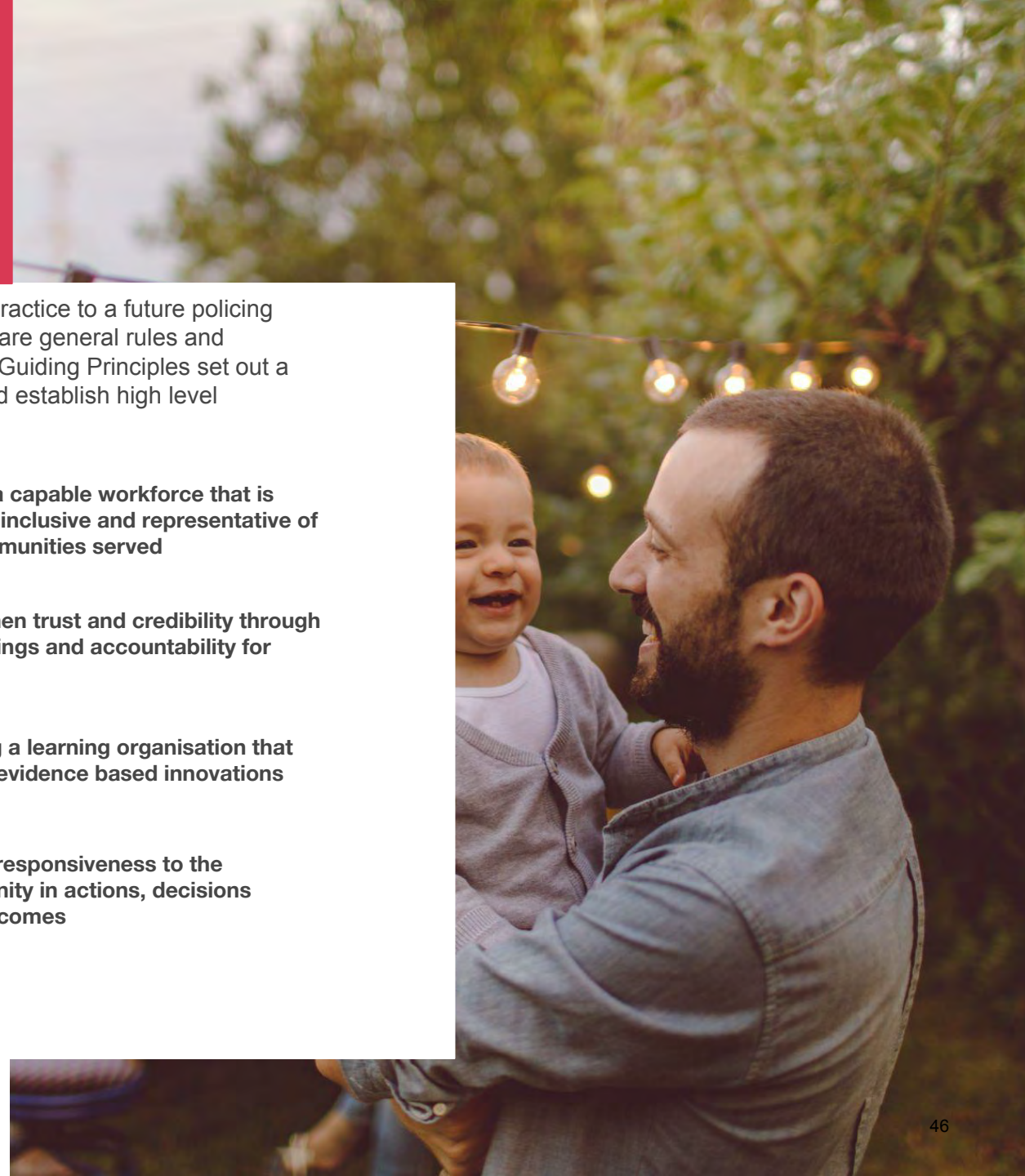
- Collaboration** Enable community policing in collaboration with other organizations and agencies
- Governance** Build confidence and legitimacy through well-defined governance structures
- Problem Solving** Incorporate a problem solving and solutions focused approach to community safety
- Partnership** Embed true partnership with diverse communities and other stakeholders in HRM

Inclusive Workforce Deploy a capable workforce that is diverse, inclusive and representative of the communities served

Strengthen Trust Strengthen trust and credibility through fair dealings and accountability for actions

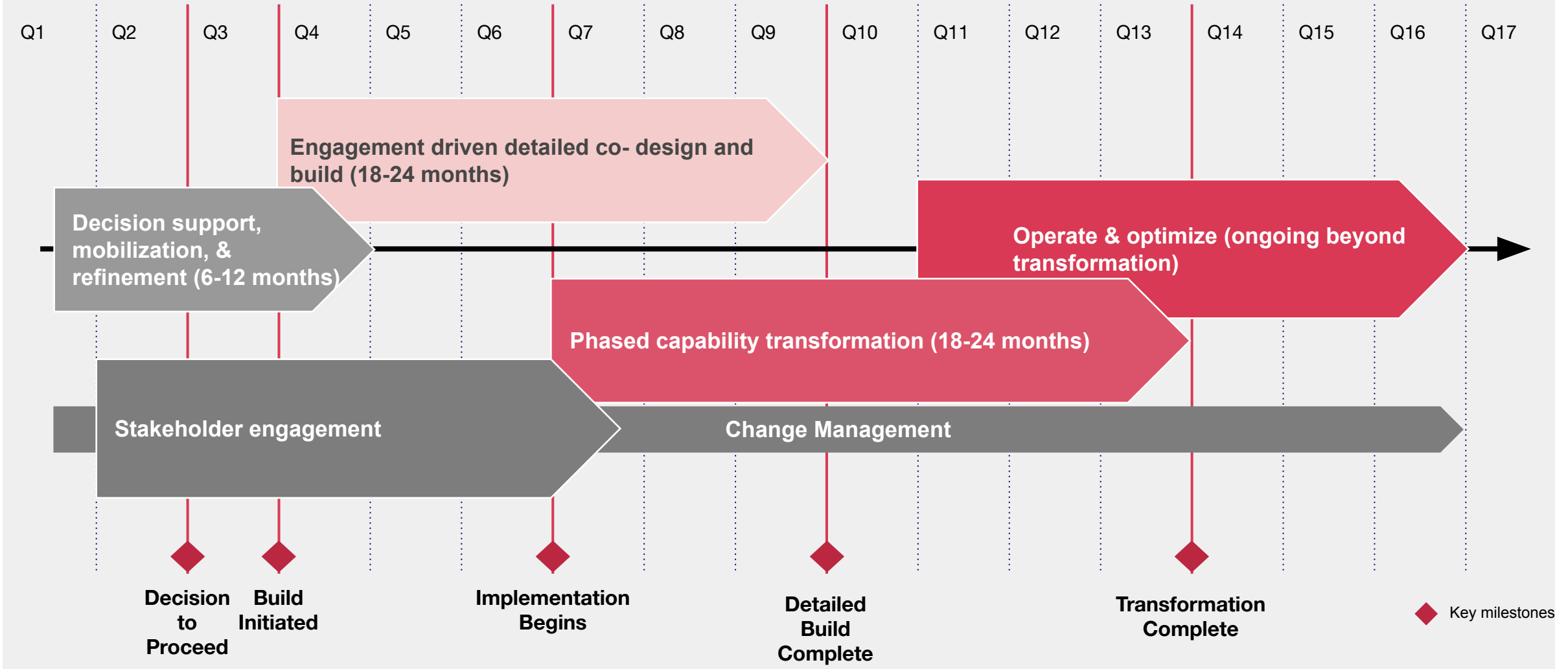
Learning Building a learning organisation that adopts evidence based innovations

Responsiveness Enable responsiveness to the community in actions, decisions and outcomes

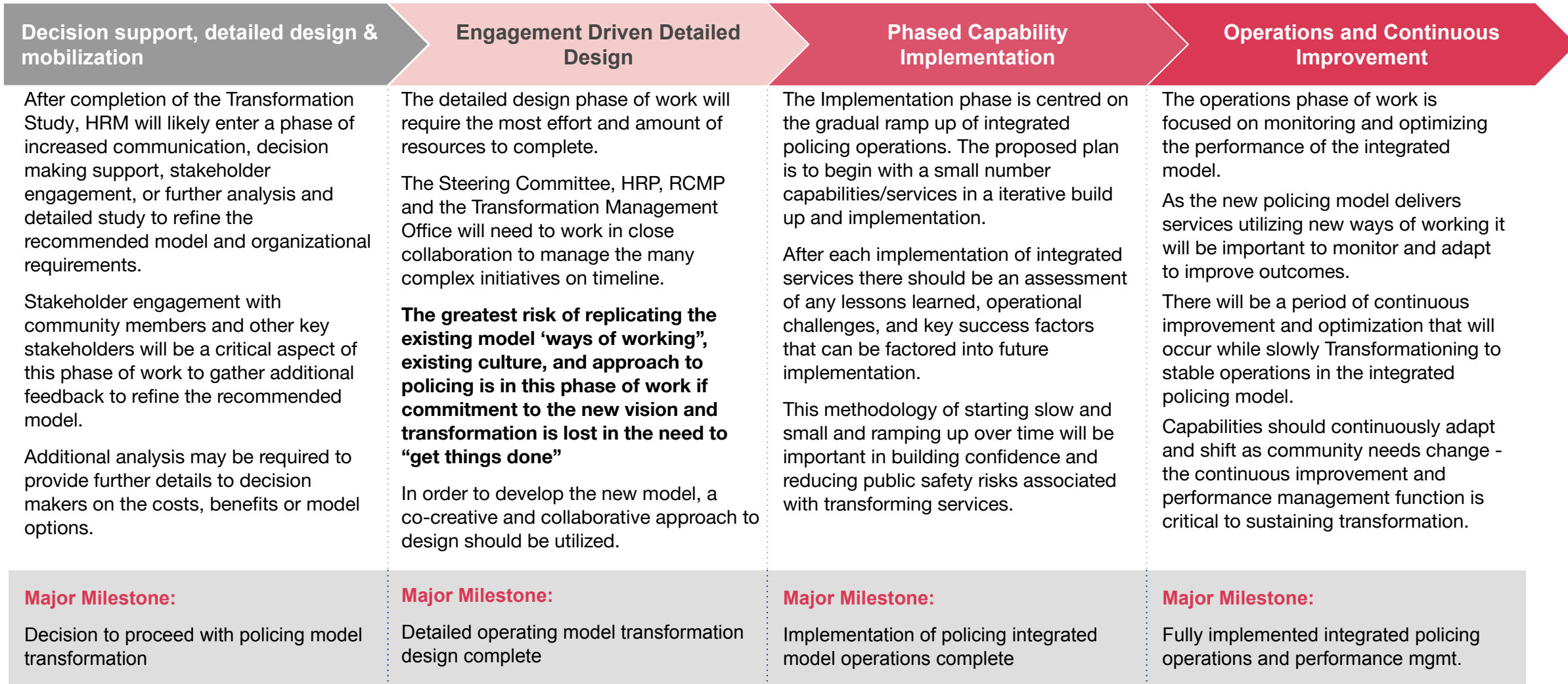


Appendix B: Details of Transformation Roadmap

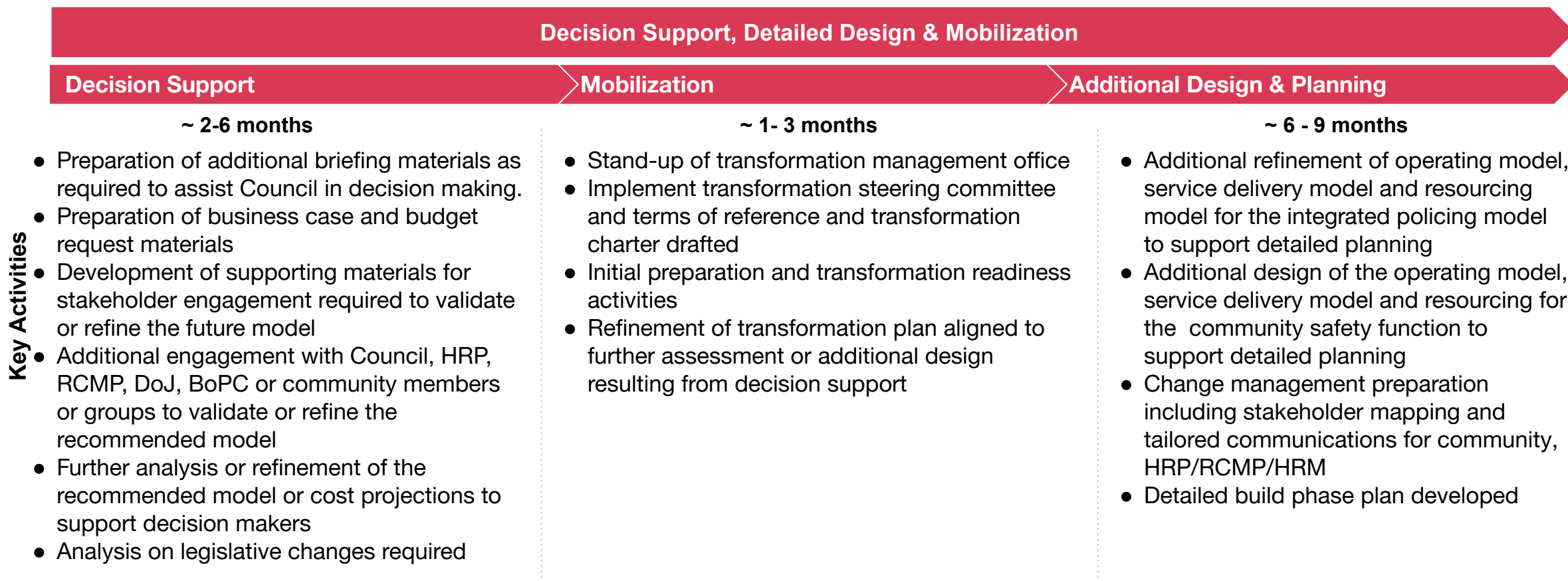
Transformation can be completed in a relatively short period of time using an iterative implementation approach



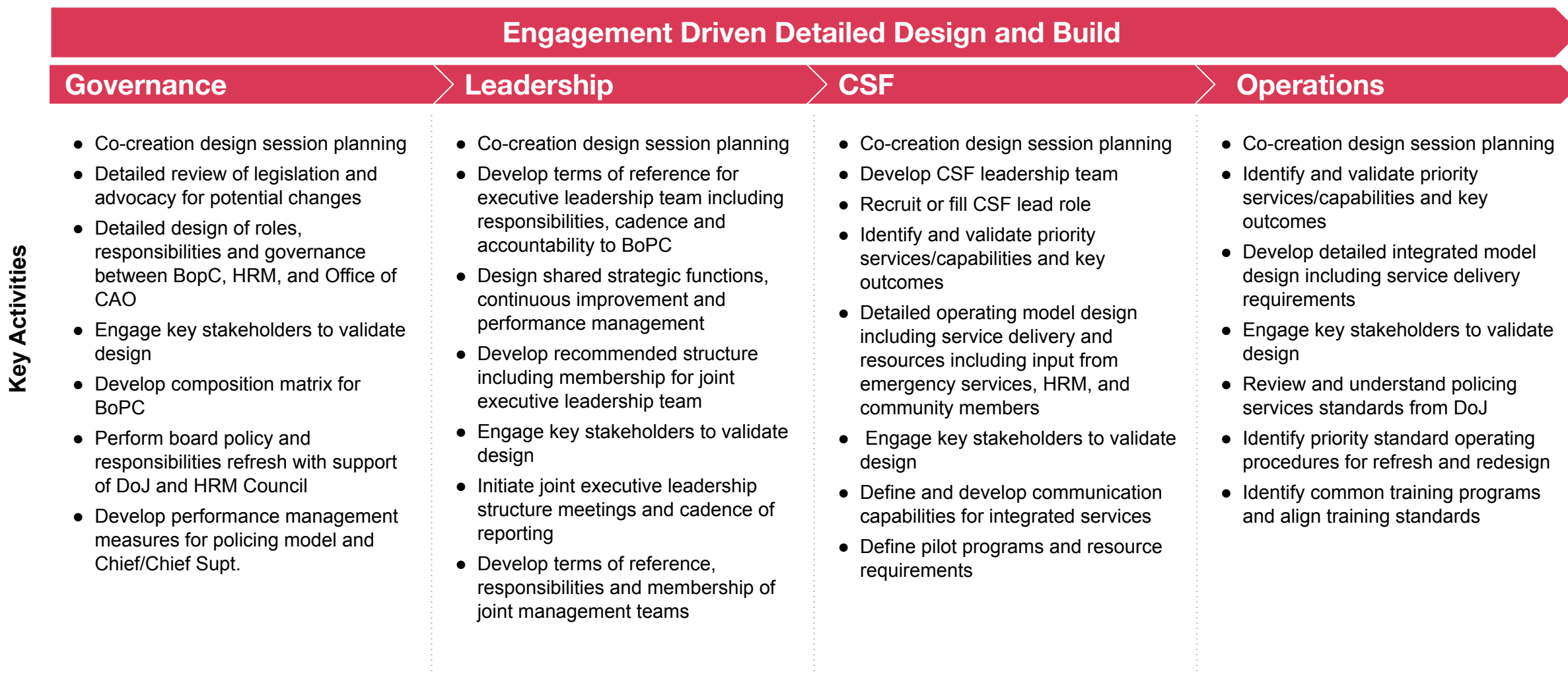
Each phase of transformation is aligned with key outcomes



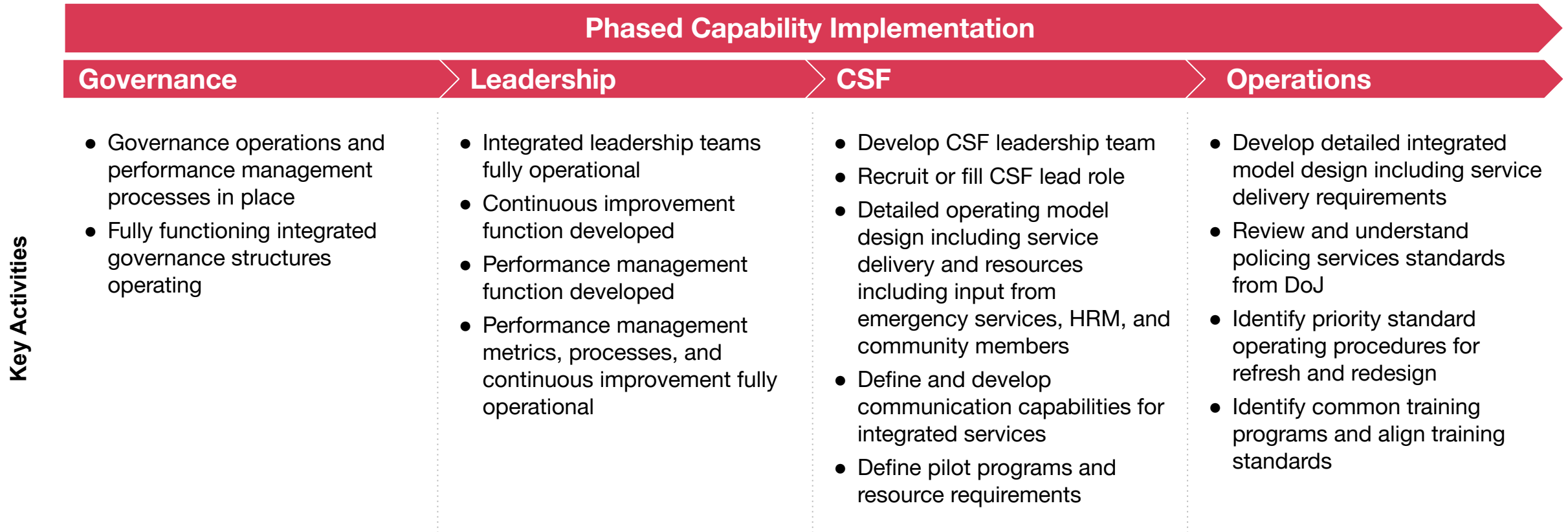
Key Activities of Decision Support & Mobilization



Key Activities in Building Integrated Model



Key Activities of Phased Capability Implementation





Our services were performed and this Report was developed in accordance with our engagement letter dated March 23, 2022 and are subject to the terms and conditions included therein. Our role is advisory only. Halifax Regional Municipality is responsible for all management functions and decisions relating to this engagement, including establishing and maintaining internal controls, evaluating and accepting the adequacy of the scope of the Services in addressing Halifax Regional Municipality's needs and making decisions regarding whether to proceed with recommendations. Halifax Regional Municipality is also responsible for the results achieved from using the Services or deliverables.

This report is intended solely for use by the management of the Halifax Regional Municipality and is not intended or authorized for any other use or party. If any unauthorised party obtains this report, such party agrees that any use of the report, in whole or in part, is their sole responsibility and at their sole and exclusive risk; that they may not rely on the report; that they do not acquire any rights as a result of such access and that PricewaterhouseCoopers LLP does not assume any duty, obligation, responsibility or liability to them.

In preparing this Report PwC has relied upon information provided by, amongst others, Halifax Regional Municipality, Halifax Regional Police, RCMP, and other listed stakeholders. Except where specifically stated, PwC has not sought to establish the reliability of the sources of information presented to them by reference to independent evidence. The financial analyses presented in this Report are based on estimates and assumptions, and projections of uncertain future events. Accordingly, actual results may vary from the information provided in this Report, and even if some or all of the assumptions materialize, such variances may be significant as a result of unknown variables.