HALIFAX

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Item No. 7.1
Board of Police Commissioners for the Halifax Regional Municipality
May 1, 2024

TO: Chair Kent and Commissioners of the Board of Police Commissioners for the Halifax Regional Municipality

SUBMITTED BY: Original Signed

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Cathie O'Toole, Chief Administrative Officer

DATE: April 22, 2024

SUBJECT: Update to Policing Transformation Study

INFORMATION REPORT

ORIGIN

On July 10, 2023, the following motion was MOVED by Commissioner Blackburn, seconded by Commissioner Akindoju

THAT the Board of Police Commissioners:

1. Direct the Chief of the Halifax Regional Police (HRP) and advise the Officer in Charge of the Halifax District Royal Canadian Mounted Police (Halifax District RCMP) to work with the Community Safety Office to prepare a staff report by the end of 2023 outlining the necessary steps to achieve an integrated operating model and to inform the Chief Administrative Officer's report to Regional Council; and

2. Direct the Chief of the HRP and advise the Officer in Charge of the Halifax District RCMP to provide verbal updates during each regularly scheduled meeting of the Board of Police Board of Police Commissioners Special Meeting Minutes Commissioners

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.

BACKGROUND

In April 2023, the Policing Model Transformation Study: Future Policing Model Recommendations ("the Police Transformation Study"), written by PricewaterhouseCoopers, was received by Halifax Regional Council. Regional Council referred the report to the BoPC for their review and directed the CAO to report back to Council in 18 months regarding the viability of achieving an integrated policing model with recommendations for next steps. Regional Council also directed the CAO to request that HRM be a participant in the multisectoral council being developed by the Province. A Nova Scotia Policing Review Engagement Advisory Committee has been formed in response to MCC recommendation P.67, the Future Structure of Policing in Nova Scotia.

In July 2023, upon receiving the Police Transformation Study, the BoPC requested the police services to work with the Community Safety Office to prepare a staff report outlining the necessary steps to achieve an integrated operating model and for the Chiefs of the two police services to provide verbal updates during each regularly scheduled meeting of the BoPC.

DISCUSSION

HRP, RCMP and Community Safety initiated discussions on the recommendations of the Policing Transformation Study as directed by the motion of the Board. On September 15, 2023 Chief Kinsella stepped down as Chief of Police and Don MacLean was appointed Acting Chief. Also in September 2023, the Government of Nova Scotia (GNS) announced a comprehensive review of the policing structure in Nova Scotia (MCC Recommendation P.67). The process to be undertaken was not known and it was felt that the review may result in recommended changes for how policing services are delivered in the province.

In March 2024, the GNS announced that Deloitte will be conducting the comprehensive technical review of policing, and the members of the Nova Scotia Policing Review Engagement Advisory Committee. Councillor Lindell Smith, a serving HRM Police Commissioner, was appointed as the co-chair in his capacity as a community member. Halifax Regional Municipality therefore does not have formal representation on the Advisory Committee at this time.

The Policing Transformation Study included a detailed Transformation Study (Attachment 1). Each phase has several 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 six elements are identified below with a brief description and an update on the progress to date and forecasted next steps.

1. **Transformation Management Office (TMO)**
   An overarching project management team to oversee and manage the transformation, escalate risks and issues and provide critical reporting.

   Update:

The Transformation Office was unfunded in 2023/24 and the role of the Project manager of the Study was transformed into the Executive Director role of Community Safety. The go-forward staffing plan for the TMO is to utilize the funding from one of the two FTEs approved in the HRP 2024-25 to be assigned to the Community Safety Business unit as a project manager. The office will leverage the support services from existing staff to monitor and assist as necessary. Job description and onboarding can now proceed with the approval of the 2024-25 operating budget. Initial scoping work of the plan is being undertaken with existing staff and project management software and Gant chart creation has already begun.

2. **Integrated Governance**
    Implementation of a streamlined governance structure and a reimagined Board of Police Commissioners with additional resources and capabilities.

    Update:

    The BoPC has initiated several activities to improve its function and that align with recommendations received in public safety reports (MCC Recommendation P.6162; Police Transformation Study Recommendation 1). These activities include:

    - Ongoing funding to seek independent legal advice and for a staff position to conduct research and provide policy support.
    - Instituting a stipend for non-Councillor Commissioners.
    - Instituting a process to track member terms and to address expired terms in a timely manner.
    - Creating a process for members of the public to communicate with BoPC members.
    - Ensuring that meetings take place in a public location and are live streamed.
    - Advance notice of the time, location, agenda and expected speakers is posted online.
    - An archived video of meetings is also available online.
    - Ensuring that BoPC meetings are scheduled in accordance with the Police Act.
    - Adopting a policy regarding expectations for attendance at BoPC meetings.
    - Adopting a revised board self-evaluation policy that may be used to identify required skills and expertise when recruiting new members and for overall succession planning.

3. **Integrated Leadership**
    Development of the integrated executive leadership, joint management, and new joint strategic functions in the integrated policing model

    Update:

    The HRP, RCMP, Community Safety and the CAO's office representatives met on April 5, 2024, to review the recommendations and map out the planned next steps. In a prioritization session the group identified the creation of the joint leadership group as the leading priority and steps are in place to begin that process.

    - MOU Review & Update
    - Establish joint Chief reporting template for BOPC
    - Joint business plan and budget submission for 25/26
    - Update By-Law P-100

4. **Creation of the community-led response capacity and alignment of resources with service demand that is complementary to the police services provided.**

    Update:

The Community Safety Business Unit was created in April 2023. It brought together the following units into one business unit: the Public Safety Office, Housing and Homelessness, Community Standards and Compliance, Food Security, Street Navigator Program and Emergency Management.

The 2023-24 fiscal year saw the successful adoption of the updated Public Safety Strategy, the Just FOOD Action Plan, the Homelessness Framework and the Policing Transformation Study support. The BoPC requested regular attendance of the Executive Director of Community Safety at Board meetings as noted in the Recommended Integrated Service Model presented by PwC and has kept the development of the business unit in their deliberations during the budget process. The synergy of Community Safety staff, HRP and RCMP was evident in combined fact-finding missions to explore homeless responses, ongoing support for those living in encampments, the de-encampment of designated sites and increased data sharing and collaboration.

For 2024-25, the first combined Business Plan was accepted by Council and includes continued work on these plans, the transfer of the School Crossing Guard Program and Marine Patrol to Community Safety, additional funding to supporting those experiencing homeless and funding to explore pilots for a Mobile Outreach and Transportation Service and Enhancement to the Safe City Program.

The inclusion of the Executive Director in the Joint Leadership group on a go-forward basis with the HRP and RCMP is believed to be significant in aligning a comprehensive response to the community needs.

5. **Integrated Services Operations**
   Integration of public facing operations between the HRP and RCMP based on shared SoPs, policies and training.

   Update:

   The discussions led a listing of some of the areas that could be explored as part of the process. There was not sufficient time to prioritize the order to be undertaken and it is felt that this discussion will need to be undertaken by the Integrated leadership Team to ensure there is sufficient capacity to manage those being discussed. Additional sequencing and actions plans will be needed to full explore the direction to be undertaken. The initial list of discussion items are below:

- CID Superintendent rotation
- Integration/Co-Location of Communications, Training, Business Planning, Versadex Support
- Share/leverage RCMP resources & technology
- Formalize Joint Comstat
- Explore Specialized Interoperability (Emergency response Team, Integrated Emergency Services Police Canine
- Victim Advocate Case Review
- Hate Crime Response
- Roll out of Body-Worn cameras
- Wortley Report implementation & race-based data
- Examine the service boundaries

6. **Change Management**
   Supporting change management and stakeholder engagement throughout Transformation to establish trust, transparency, and credibility with the public in HRM.

   Update:

This is an area the Policing Transformation Roadmap has provided some suggested approaches and methodologies. These principles will need to be incorporated in to the action plan to ensure that the driving and sustainment of the changes are moving at the "speed of trust" outcome driven, utilizing citizen and community first approaches and are value driven.

During a meeting with the Joint Senior Management Team on April 5, a SWOT (Strength, Weakness, Opportunities, Threats) analysis was completed that highlighted attributes in each of these areas. While many positive items were noted around dedication to this project and a strengthened professional relationship between the two agencies, many risks were identified that could pose not only administrative challenges but also operational challenges. Most notably, staffing and budget constraints/pressures, the difference in operational policies, the understanding of alternative police responses, and more importantly, building trust internally and externally. The Policing Transformation Roadmap also identifies several preliminary transformation risks. These will inform the action plan moving forward.

The timelines proposed in the Transformation Roadmap have not been met as initially presented however there is still merit in the sequencing and approach suggested.

The first draft of the Gantt chart is provided as Attachment 2. As the joint leadership continues to meet, feedback from the BoPC and integrated operations teams continue to explore options, the plan priorities will be sequenced to balance the scope, timelines and budget (resources).

FINANCIAL IMPLICATIONS

There are additional financial implications identified in this report at this time.

COMMUNITY ENGAGEMENT

The PwC Policing Transformation team in the creation of their report conducted 6 sessions 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.

ATTACHMENTS

Attachment 1 – HRM Policing Model Transformation Study

Attachment 2 – GANTT Chart

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 Community Safety 902.943.0207

HRM Policing Model Transformation Study

Transformation Roadmap

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.
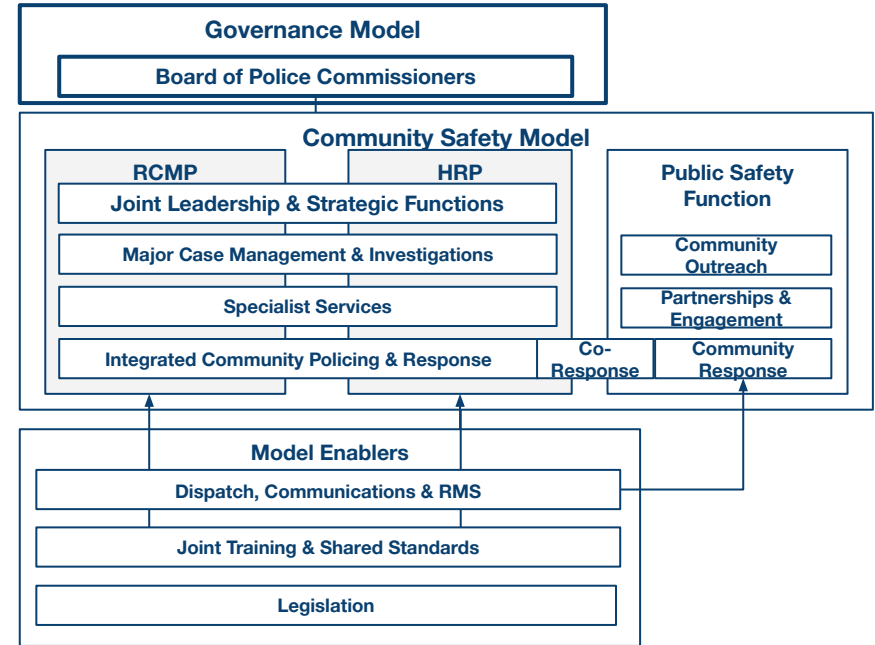
Executive Summary

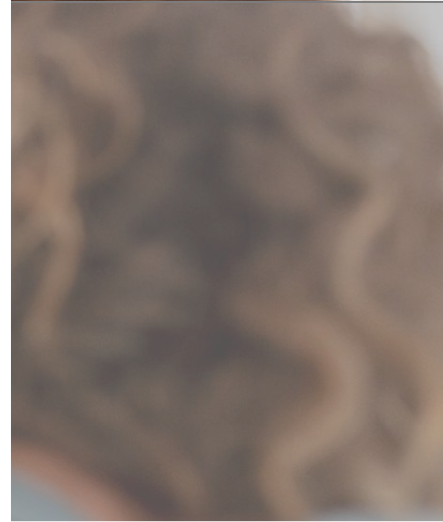# Focusing on the outcomes of transformation is essential.

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 effective 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.

Governance Model
- Board of Police Commissioners

Community Safety Model
- RCMP | HRP
  - Joint Leadership & Strategic Functions
  - Major Case Management & Investigations
  - Specialist Services
  - Integrated Community Policing & Response
- Co-Response
- Public Safety Function
  - Community Outreach
  - Partnerships & Engagement
  - Community Response

Model Enablers
- Dispatch, Communications & RMS
- Joint Training & Shared Standards
- Legislation

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

Iterative Transformation and Capability Build-up

Reach & Optimize Final State

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	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	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	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

RISK

BENEFITS

PACE
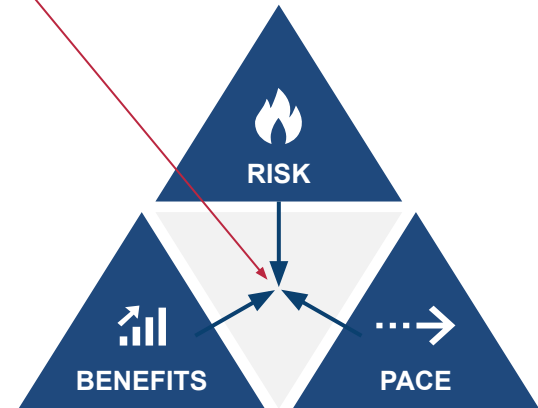
There are a number of different approaches to transformation that can be taken. Determining which one is best depends on people, organisation and policy/process.

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.
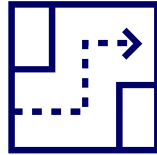
Transformation Management

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
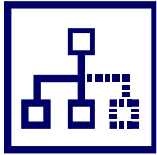
Transformation Steering Committee (TSC)

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 Steering Committee *(HRM, DoJ, BoPC, HRP, RCMP, Community)*

Transformation Management Office *(HRM Transformation Leadership)*

Delivery Team	**Build Team** *(Subject Matter Experts and Support)*

Initiative 1	Initiative 2	Initiative 3	Initiative 4	Initiative 5

Collaborative Program Delivery

Entity	Meeting Cadence
Transformation Steering Cmt	Monthly
Transformation Mgmt. Office*	Weekly
Build Teams	Weekly
Delivery Teams	Weekly
Initiative Teams	Daily Stand-up

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.

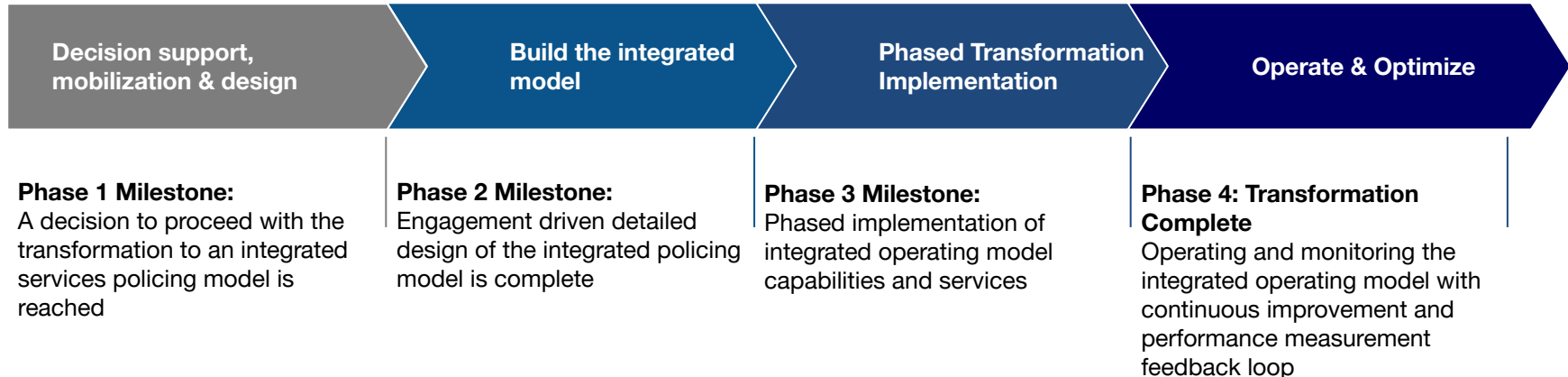The Transformation Roadmap will provide a high level overview of the milestones and key initiatives that HRM will need to undertake in order to transform from the current model to the recommended model. This roadmap can be used to facilitate more detailed planning and analysis that will be required to 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.**

Decision support, mobilization & design	Build the integrated model	Phased Transformation Implementation	Operate & Optimize
Phase 1 Milestone: A decision to proceed with the transformation to an integrated services policing model is reached	**Phase 2 Milestone:** Engagement driven detailed design of the integrated policing model is complete	**Phase 3 Milestone:** Phased implementation of integrated operating model capabilities and services	**Phase 4: Transformation Complete** Operating and monitoring the integrated operating model with continuous improvement and performance measurement feedback loop

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

Description

Decision support, detailed design & mobilization	Engagement Driven Detailed Design	Phased Capability Implementation	Operations and Continuous Improvement
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.

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.

Additional analysis may be required to provide further details to decision makers on the costs, benefits or model options. | The detailed design phase of work will require the most effort and amount of resources to complete.

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.

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"

In order to develop the new model, a co-creative and collaborative approach to design should be utilized. | 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.

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.

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. | The operations phase of work is focused on monitoring and optimizing the performance of the integrated model.

As the new policing model delivers services utilizing new ways of working it will be important to monitor and adapt to improve outcomes.

There will be a period of continuous improvement and optimization that will occur while slowly Transformationing to stable operations in the integrated policing model.

Capabilities should continuously adapt and shift as community needs change - the continuous improvement and performance management function is critical to sustaining transformation. |
| **Major Milestone:**

Decision to proceed with policing model transformation | **Major Milestone:**

Detailed operating model transformation design complete | **Major Milestone:**

Implementation of policing integrated model operations complete | **Major Milestone:**

Fully implemented integrated policing operations and performance mgmt. |

Key activities in each phase of transformation

Decision support, detailed design & mobilization	Engagement Driven Detailed Design	Phased Capability Implementation	Operations and Continuous Improvement

Key Activities

• Further analysis or study as required to support decision makers	• Co-creation stakeholder engagement sessions including HRP, RCMP and community input	• Integrated patrols and community policing functions piloted/rolled out	• Fully implemented and operating continuous improvement and performance management functions
• Develop and conduct preliminary communications and engagement with community stakeholders as required	• Detailed operating, service and governance model design	• Integrated investigations and shared case management functions piloted and rolled out	• Operate CSF and monitor outcomes
• Presentations, validation or detailed input sessions with key stakeholders	• Governance transformation	• Integrated specialist services functions piloted and rolled out	• Ongoing governance and performance management of BoPC
• Refinement of proposed model and cost model	• Develop detailed transformation implementation plan	• Strategic functions implementation	• Policing standards auditing
• Stand-up transformation management office	• Build community safety function design team and steering committee	• Supporting governance capabilities developed	
• Detailed 'build' phase plan developed	• Detailed CSF design and service pilots		
• Detailed co-creation stakeholder engagement planning	• Policy, terms of reference, standard operating procedure, training alignment		
• Detailed assessment of legislative changes	• Detailed implementation plan		
	• Develop detailed change mgmt. plan		
	• Recruitment and hiring processes		

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?

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?

Key Questions or Considerations
How is the integrated operating model actually put into service?
How are lessons learned incorporated into planning as transformation progresses?
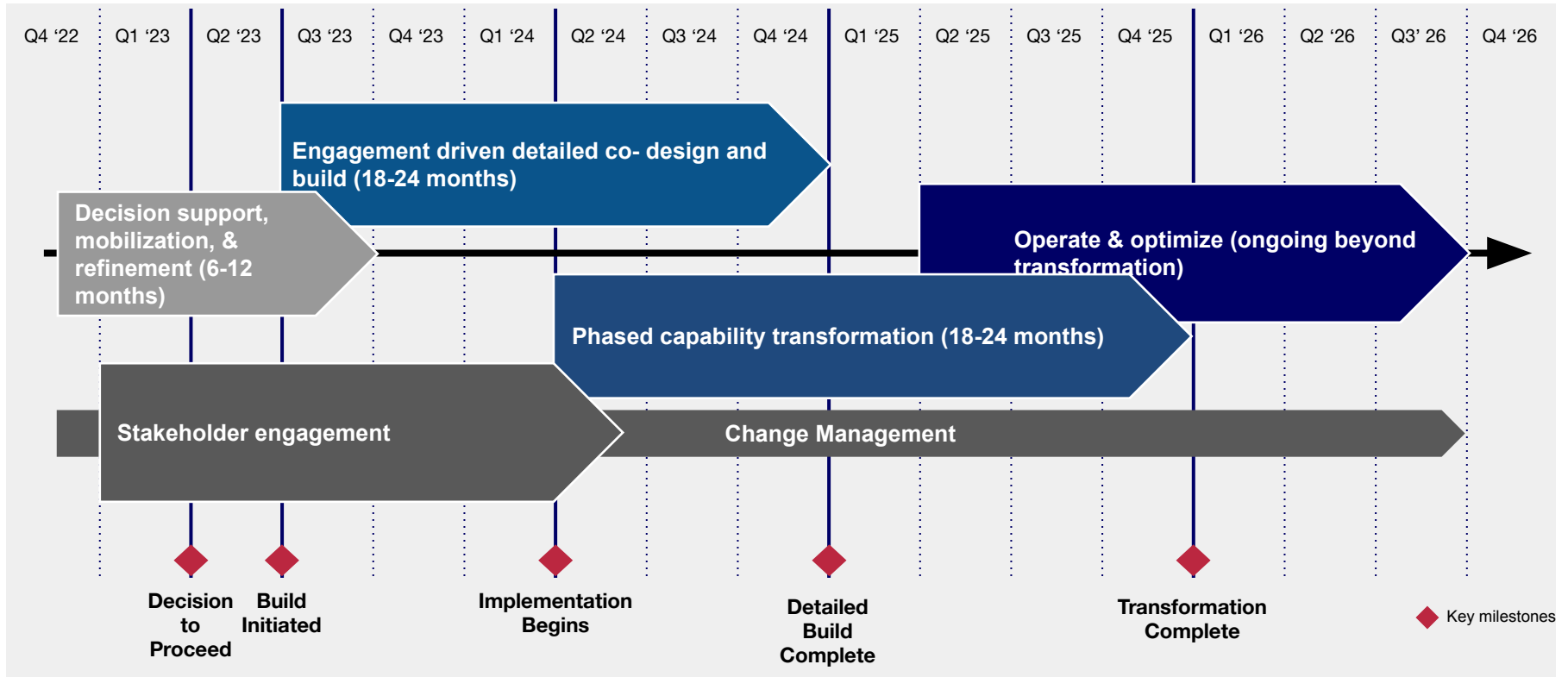
Key Questions or Considerations
Are the outcomes that were targeted being realized?
Are continuous improvement and performance management driving improved outcomes?

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

Decision Support, Detailed Design & Mobilization

Decision Support	**Mobilization**	**Additional Design & Planning**
~ 2-6 months	~ 1- 3 months	~ 6 - 9 months

Key Activities

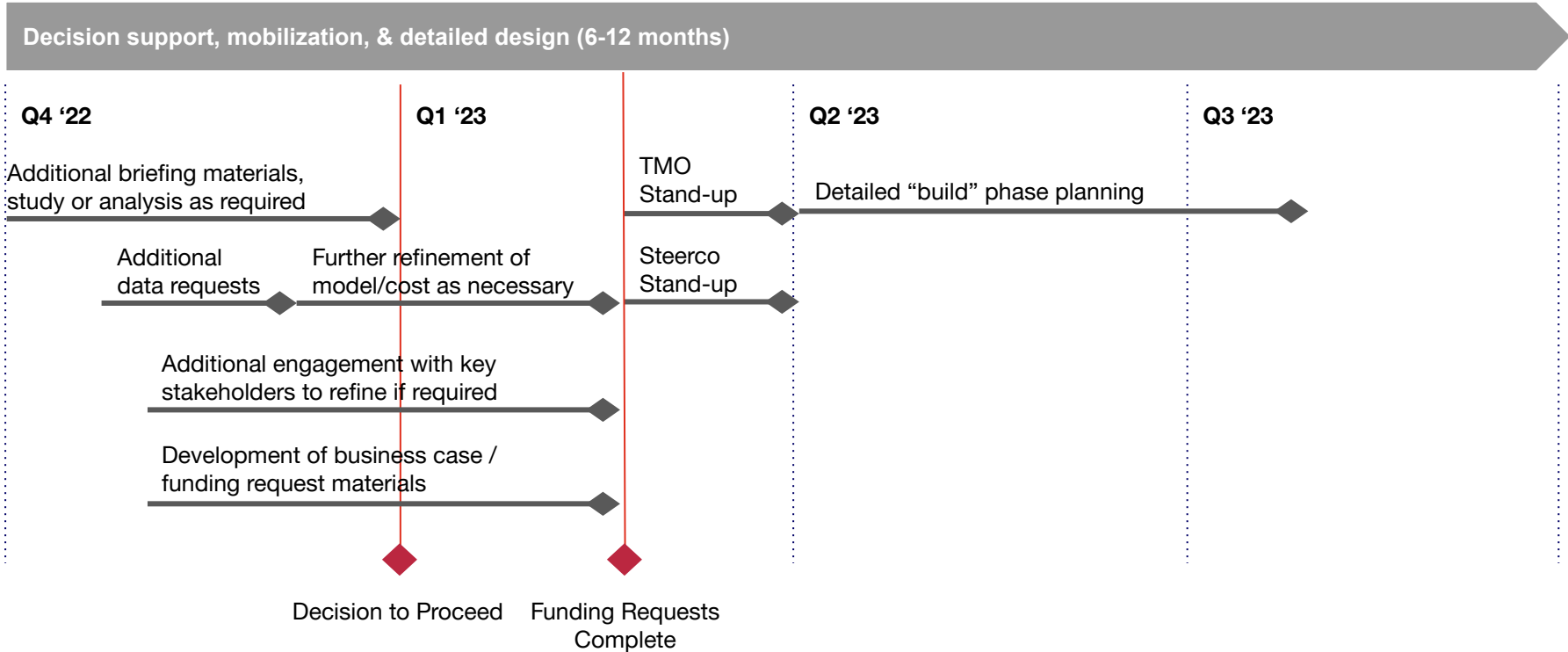|		
• Preparation of additional briefing materials as required to assist Council in decision making. • Preparation of business case and budget request materials • Development of supporting materials for stakeholder engagement required to validate or refine the future model • Additional engagement with Council, HRP, RCMP, DoJ, BoPC or community members or groups to validate or refine the recommended model • Further analysis or refinement of the recommended model or cost projections to support decision makers • Analysis on legislative changes required	• Stand-up of transformation management office • Implement transformation steering committee and terms of reference and transformation charter drafted • Initial preparation and transformation readiness activities • Refinement of transformation plan aligned to further assessment or additional design resulting from decision support	• Additional refinement of operating model, service delivery model and resourcing model for the integrated policing model to support detailed planning • Additional design of the operating model, service delivery model and resourcing for the community safety function to support detailed planning • Change management preparation including stakeholder mapping and tailored communications for community, HRP/RCMP/HRM • Detailed build phase plan developed

Timelines for Decision Support, Detailed Design & Mobilization

Decision support, mobilization, & detailed design (6-12 months)

| Q4 '22 | Q1 '23 | | Q2 '23 | Q3 '23 |

Additional briefing materials, study or analysis as required

TMO Stand-up

Detailed "build" phase planning

Additional data requests

Further refinement of model/cost as necessary

Steerco Stand-up

Additional engagement with key stakeholders to refine if required

Development of business case / funding request materials

Decision to Proceed

Funding Requests Complete

Engagement Driven Detailed Design

Key Activities in Building Integrated Model

Engagement Driven Detailed Design and Build

Governance	Leadership	CSF	Operations
• Co-creation design session planning	• Co-creation design session planning	• Co-creation design session planning	• Co-creation design session planning
• Detailed review of legislation and advocacy for potential changes	• Develop terms of reference for executive leadership team including responsibilities, cadence and accountability to BoPC	• Develop CSF leadership team	• Identify and validate priority services/capabilities and key outcomes
• Detailed design of roles, responsibilities and governance between BopC, HRM, and Office of CAO	• Design shared strategic functions, continuous improvement and performance management	• Recruit or fill CSF lead role	• Develop detailed integrated model design including service delivery requirements
• Engage key stakeholders to validate design	• Develop recommended structure including membership for joint executive leadership team	• Identify and validate priority services/capabilities and key outcomes	• Engage key stakeholders to validate design
• Develop composition matrix for BoPC	• Engage key stakeholders to validate design	• Detailed operating model design including service delivery and resources including input from emergency services, HRM, and community members	• Review and understand policing services standards from DoJ
• Perform board policy and responsibilities refresh with support of DoJ and HRM Council	• Initiate joint executive leadership structure meetings and cadence of reporting	• Engage key stakeholders to validate design	• Identify priority standard operating procedures for refresh and redesign
• Develop performance management measures for policing model and Chief/Chief Supt.	• Develop terms of reference, responsibilities and membership of joint management teams	• Define and develop communication capabilities for integrated services	• Identify common training programs and align training standards
		• Define pilot programs and resource requirements	

Key Activities

Timelines of Building Integrated Model

Engagement Driven Detailed Design

Q3 '23	Q4 '23	Q1 '24	Q2 '24	Q3 '24	Q4 '24

Co-creation planning & Engagement

Detailed Operating Model Design & Co-creation

Design validation & refinement

Training alignment & refresh

Develop executive leadership structure co-creation

Develop joint management structures and ToR

SoP alignment and refresh

CSF leadership and design committee stood up

Detailed CSF function operating/service model co-creation design

Detailed design of service delivery model and procedures

Initiate pilot service program

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

Phased Capability Implementation			
Governance	**Leadership**	**CSF**	**Operations**

Tasks

Governance
- Governance operations and performance management processes in place
- Fully functioning integrated governance structures operating

Leadership
- Integrated leadership teams fully operational
- Continuous improvement function developed
- Performance management function developed
- Performance management metrics, processes, and continuous improvement fully operational

CSF
- Develop CSF leadership team
- Recruit or fill CSF lead role
- Detailed operating model design including service delivery and resources including input from emergency services, HRM, and community members
- Define and develop communication capabilities for integrated services
- Define pilot programs and resource requirements

Operations
- Develop detailed integrated model design including service delivery requirements
- Review and understand policing services standards from DoJ
- Identify priority standard operating procedures for refresh and redesign
- Identify common training programs and align training standards

Key Activities in Iterative Capability Implementation

Iterative Capability Implementation

Q2 '24	Q3 '24	Q4 '24	Q1 '25	Q2 '25	Q3 '25	Q4 '25

Key Activities

Refreshed governance structures operating fully

Community safety function program expansion

Community safety function fully mature

Continuous Improvement function implemented

Performance management function implemented

Continuous improvement and performance management

Integrated investigations capabilities implemented

Specialist services unit interoperability refresh

Integrated specialist services pilot and expansions

Community policing interoperability training

Community policing integrated services pilots

Continuous improvement and performance management

Community policing integrated operations expansion

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
There needs to further in depth analysis and design of the detailed operating model including: ● 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	Further refinement of the transformation roadmap into a detailed plan and the related cost of future operations and transformation including: ● Further refinement of integrated model options and cost implications ● Additional analysis of cost/benefit/risks as required ● A detailed transformation planning including resource requirements	Further discussions and analysis on broader implications of policing model transformation and external environmental factors including: ● Legislative impacts and changes ● Changes to policing standards ● Broader NS policing model impacts ● Union and workforce implications ● Technology/equipment & infrastructure changes or requirements	Additional input and validation from stakeholder groups in HRM is recommended including: ● 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	• 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	• **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	• **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	• **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	• **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
F	Lack of internal expertise in legislation in defining the various requirements of any legislation passed	• **Using Build Team consisting of SME's in TMO** to ensure the right skills are present (internally or hired) to facilitate major changes
G	Barriers in developing in-service integrated training that is agreed upon by both services, is culturally sensitive and tailored to communities within HRM	• 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
H	There could be potential challenges in recruiting staff with the required skill set in the given timeframe for the Community Safety Function	• **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
I	Difficulties connecting Community Safety Function with dispatch, radio and other communications	• **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
TMO - Oversight	$140 - $260	$140 - $260	$140 - $260	$120 - $220	$0 - $0	$540 - $1,000
TMO - Delivery	$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 - $1,360	$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

Change Management & Engagement

Assess Change	Engage Stakeholders	Ongoing Communication	Sustain Change
• Review internal change management capability and capacity • Conduct and complete additional required engagement to get input or feedback as required on recommended model • Develop and complete a transformation readiness assessment • Develop preliminary communications and mobilization phase change management plan	• Completed stakeholder assessment to identify the key stakeholders impacted, as well as their influence over and commitment • Circulation communications to builds awareness of the change among stakeholders • Prepare stakeholder engagement plan based on change impact assessment • Utilize change agent network to communicate upcoming changes • Establish a stakeholder feedback mechanism • Monitor and respond to stakeholder feedback	• Identify baseline information required to create awareness and understanding of the upcoming changes • Develop core communications messages • Develop and finalize the internal / external communication plan and schedule • Develop and deliver frequent, targeted communications	• Manage and monitor transition activities • Develop and deploy a performance sustainment plan • Respond and make revisions and changes based on feedback as required

Timelines for Change Management

Change Management and Engagement

| Q4 '22 | Q1 '23 | Q2 '23 | Q3 '23 | Q4 '23 | Q1 '24 | Q2 '24 | Q3 '24 | Q4 '24 | Q1 '25 | Q2 '25 | Q3 '25 | Q4 '25 | Q1 '26 | Q2 '26 | Q3' 26 | Q4 '26 |

Developing a Readiness Assessment

Change Management and Communication Strategy

Ongoing communication and engagement supported by monitoring

Sustained change management

Decision to Proceed

Build Initiated

Implementation Begins

Detailed Build Complete

Transformation Complete

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?
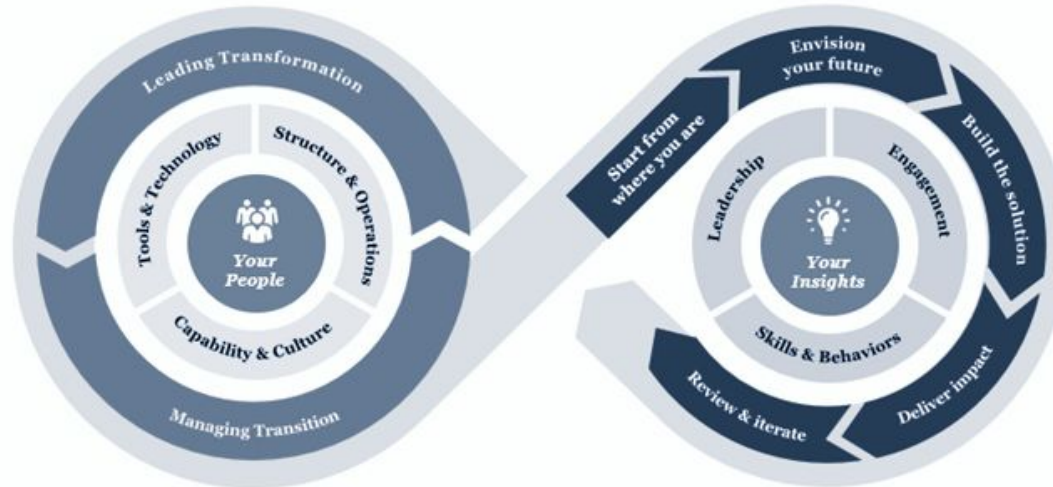
Managing change should be based on stakeholder mapping and understanding and tailoring the change management to specific stakeholders

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.

Directly Impacted

Extended team members

Indirectly Impacted

External Stakeholders

Wider Community
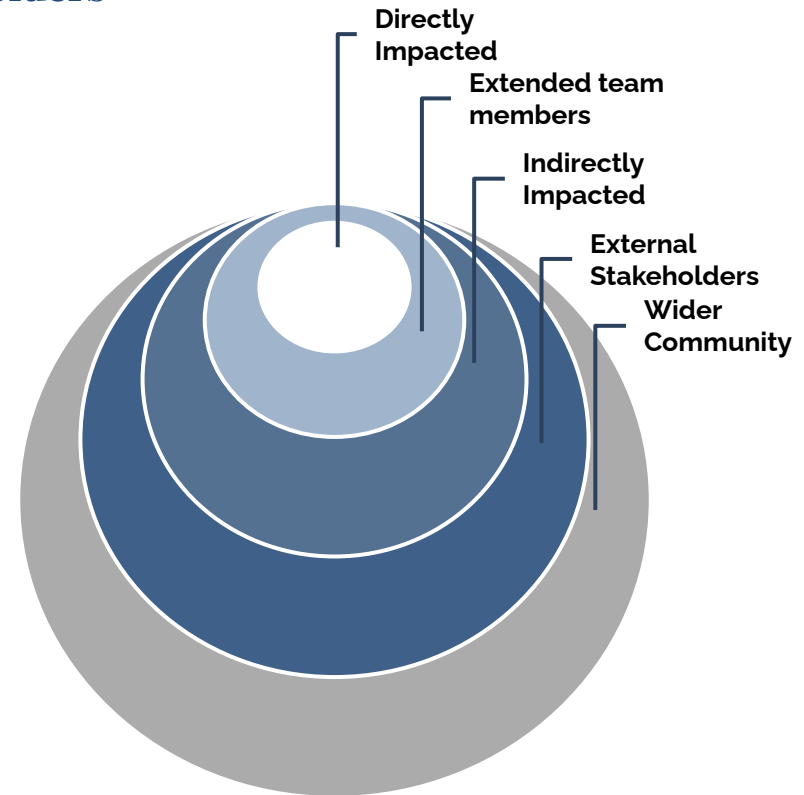
Moving at the Speed of Trust

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

Focus on **leadership enablement**, and empower staff at all levels

Leadership Enablement

Leadership Enablement

Metrics strategy focused on continuous improvement and repeatable success

Big-picture, values-centric **communications strategy** that connects to the vision & values driving change

These elements drive one another to create sustainability and adoption

Metrics Strategy

Stakeholder Engagement

Coordinate **stakeholder engagement** across government to ensure they are engaged in a timely and effective way.
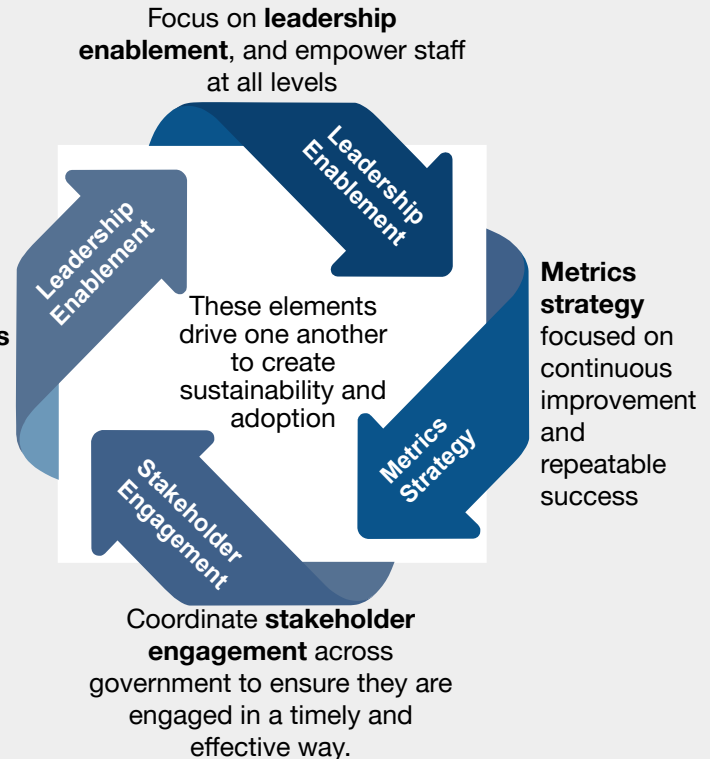
The objectives of change management should adapt to fit stakeholder needs as transformation progresses

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.

Awareness
Something is happening

Understanding I know what it is

Acceptance
I know what the changes mean for me

Commitment
I know what I am supposed to do

Ownership & Sustainment
Encourage others that this is the way things are done

ID	Task Mode	Task Name	Duration	Start	Finish	Predecessors	Resource Names	Mar 31, '24	Apr 7, '24
1		**Transformation Management Office**		Mon 4/1/24					
2		Establish Joint Senior Management Team							
3		Formalize HRP/RCMP HRD Senior Leadership							
4		Set up Policing Transformation office							
5		Dedicated resources and action plan to build an integrated							
6		**Community Safety Function**		Mon 4/1/24					
7		Integration - Community Policing							
8		Strategic Partnership							

Task	▬▬▬▬	Manual Summary	▐▬▬▬▬▌	
Split	··············	Start-only	[	
Milestone	◆	Finish-only	]	
Summary	▐▬▬▬▬▌	External Tasks	▬▬▬▬	
Project Summary	▐▬▬▬▬▌	External Milestone	◇	
Inactive Task	▭▭▭▭	Deadline	⬇	
Inactive Milestone	◇	Path Predecessor Milestone Task	◆	
Inactive Summary	▭▭▭▭	Path Predecessor Summary Task	▐▬▬▬▬▌	
Manual Task	▬▬▬▬	Path Predecessor Normal Task	▬▬▬▬	
Duration-only	▬▬▬▬	Progress	▬▬▬▬	
Manual Summary Rollup	▬▬▬▬	Manual Progress	▬▬▬▬	

Project: Policing Transformation
Date: Wed 4/24/24

ID	ⓘ	Task Mode	Task Name	Duration	Start	Finish	Predecessors	Resource Names	Mar 31, '24 S M T W T F S	Apr 7, '24 S M T
9		📌?	Communications and Interested Parties awareness							
10		📌?	Consistent external communication							
11		📌?	Joint community engagement to build trust and credibility							
12		📌?	Integrating Community Safety Function with policing (no wrong door)							
13		📌?	**Integrated Goverance**		**Mon 7/1/24**					
14		📌?	MOU Review & Update							
15		📌?	Establish Joint Chief Reporting template for BoPC							

Project: Policing Transformation
Date: Wed 4/24/24

Task	▬▬▬	Manual Summary	⌐▬▬⌐
Split	··············	Start-only	[
Milestone	◆	Finish-only	]
Summary	⌐▬▬⌐	External Tasks	▬▬▬
Project Summary	⌐▬▬⌐	External Milestone	◇
Inactive Task	☐	Deadline	⬇
Inactive Milestone	◇	Path Predecessor Milestone Task	◆
Inactive Summary	☐	Path Predecessor Summary Task	⌐▬▬⌐
Manual Task	▬▬▬	Path Predecessor Normal Task	▬▬▬
Duration-only	▬▬▬	Progress	▬▬▬
Manual Summary Rollup	▬▬▬	Manual Progress	▬▬▬

ID	ⓘ	Task Mode	Task Name	Duration	Start	Finish	Predecessors	Resource Names	Mar 31, '24 S M T W T F S	Apr 7, '24 S M T
16		📌?	Joint business plan and budget submission for 25/26							
17		📌?	Update By-Law P-100							
18		📌?	**Integrated Service Operations**		**Mon 7/1/24**					
19		📌?	CID Supt. Rotation							
20		📌?	Integration/Co-locatio (Comms, Training, Bus. Planning, VDX)							
21		📌?	Share/leverage RCMP resources & technology							
22		📌?	Formalize Joint Comstat							
23		📌?	Explore specialized interoperability (ERT, IES, K9)							
24		📌?	Victim Advocate Case Review							

	Task	▭	Manual Summary	⊏━━━⊐
	Split	··············	Start-only	⊏
	Milestone	◆	Finish-only	⊐
	Summary	▭▭▭	External Tasks	▬▬▬
Project: Policing Transformation	Project Summary	▭▭▭	External Milestone	◇
Date: Wed 4/24/24	Inactive Task	▭	Deadline	⬇
	Inactive Milestone	◇	Path Predecessor Milestone Task	◆
	Inactive Summary	▭	Path Predecessor Summary Task	⌐━━━⌐
	Manual Task	▬	Path Predecessor Normal Task	▬▬▬
	Duration-only	▬	Progress	▬
	Manual Summary Rollup	▬▬▬	Manual Progress	▬▬▬

ID		Task Mode	Task Name	Duration	Start	Finish	Predecessors	Resource Names	Mar 31, '24	Apr 7, '24
25		📌?	Hate Crime response							
26		📌?	Roll out of Body-Worn cameras							
27		📌?	Wortley Report implementation & race-based data							
28		📌?	Examin service boundaries lines							

Task	▭	Manual Summary	⊏━━⊐
Split	··············	Start-only	⊏
Milestone	◆	Finish-only	⊐
Summary	▙━━▟	External Tasks	▭
Project Summary	▛━━▜	External Milestone	◇
Inactive Task	▭	Deadline	⬇
Inactive Milestone	◇	Path Predecessor Milestone Task	◆
Inactive Summary	▭	Path Predecessor Summary Task	⊏━━⊐
Manual Task	▬	Path Predecessor Normal Task	▬
Duration-only	▬	Progress	▬
Manual Summary Rollup	▬	Manual Progress	▬