



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

**Item No. 21.7**  
**Halifax Regional Council**  
**May 27, 2025**

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

**FROM:** Greg O'Malley, Chair, Board of Police Commissioners

**DATE:** May 21, 2025

**SUBJECT:** Board of Police Commissioners 2024-2025 Annual Report and Work Plan

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**INFORMATION REPORT**

**ORIGIN**

May 21, 2025 meeting of Board of Police Commissioners, Item 10.2.1.

**BACKGROUND**

Board of Police Commissioners received a staff recommendation report dated April 24, 2025 to consider forwarding the Board of Police Commissioners 2024-2025 Annual Report and Work Plan to Regional Council for information.

For further information refer to the attached staff report dated April 24, 2025.

**DISCUSSION**

Board of Police Commissioners considered the staff report dated April 24, 2025 and approved the recommendation to forward the Board of Police Commissioners 2024-2025 Annual Report and Work Plan to Regional Council for information as outlined in this report.

**FINANCIAL IMPLICATIONS**

Financial implications are outlined in the attached staff report dated April 24, 2025.

**COMMUNITY ENGAGEMENT**

The Board of Police Commissioners is composed of three citizen members, three Councillors, and a provincial appointed representative (currently vacant, provincial recruitment in progress). Meetings are live webcast on Halifax.ca. The agenda, reports, video, and minutes of the Board are posted on Halifax.ca.

For further information on Community Engagement refer to the attached staff report dated April 24, 2025.

**LEGISLATIVE AUTHORITY**

Legislative Authority is outlined in the attached staff report dated April 24, 2025.

**ATTACHMENTS**

Attachment 1 – Staff recommendation report dated April 24, 2025.

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Report Prepared by: Andrea Lovasi-Wood, Legislative Assistant, Municipal Clerk's Office 902.240.7164

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**Item No. 10.2.1**  
**Board of Police Commissioners**  
**May 7, 2025**  
**May 21, 2025**

**TO:** Chair O'Malley and Members of the Board of Police Commissioners

**SUBMITTED BY:** Cathie O'Toole, Chief Administrative Officer  
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**DATE:** April 24, 2025

**SUBJECT:** **Board of Police Commissioners 2024-2025 Annual Report and Work Plan**

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**ORIGIN**

By-Law P-100, the Board of Police Commissioners By-law, subsection 8C.(1) provides:

The Board shall, by June 1st of each year, provide its annual work plan, as approved by the Board, to Council and such work plan shall include:

- (a) (i) an accountability statement;
- (ii) a message from the Chair; and
- (iii) the balanced scorecard (or other similar managerial measurement) results for the fiscal year showing the Board's performance and the metrics used to measure such performance and any new or changed measures to be used to measure performance in the upcoming fiscal year;
- (b) Identify actions taken by the Board, and the associated results, with respect to strategic objectives during the prior fiscal year;
- (c) Identify any new initiatives which the Board proposes to undertake during the upcoming fiscal year and the budget for such initiatives;
- (d) Identify any initiative that are undertaken by the Board and the Municipality cooperatively;
- (e) Provide an overview of the current composition of the Board, the term remaining for each Board member,
- (f) a plan to address any upcoming vacancies and request competencies, if any, that future Board members should possess that may improve the Board's effectiveness; and

- (g) Identify how the Board will ensure alignment with the annual priorities of the Municipality while taking into consideration the requirements of the Act.

### **RECOMMENDATION**

It is recommended that the Board of Police Commissioners forward the report dated April 24, 2025 to Regional Council for information.

### **BACKGROUND**

The Board of Police Commissioners is a municipal body required by provincial statute (*Police Act*, S.N.S. 2004, c. 31) for any municipality in Nova Scotia that establishes a municipal police department. The Board gets its authorization from the *Police Act* s. 55(1) and is responsible for providing civilian governance and oversight on behalf of Halifax Regional Council. The Board's roles and responsibilities are further explained in the Board's terms of reference in By-law P-100, the *Board of Police Commissioners' By-law*.

The Board's civilian governance extends to the enforcement of the law, the maintenance of law and order, and the administrative direction, organization and policy development required to maintain an adequate, effective, and efficient police service delivery reflecting the needs and values of the community. Although the Board is responsible for the creation of the budget for the Halifax Regional Police (HRP), it has no power to raise revenue on its own behalf, and the final budget must be approved by Regional Council (*Police Act*, s. 53).

Further to section 68(2) of the *Halifax Regional Municipality Charter* (S.N.S. 2008, c. 39), Regional Council has elected to share the responsibility for policing within the Municipality between HRP and the Royal Canadian Mounted Police (RCMP). Thus, the Board has a dual role. First, it provides civilian governance on behalf of Regional Council in relation to the enforcement of the law, the maintenance of law and order and the prevention of crime in the municipality and administrative direction, organization, and policy for the Regional Police. Secondly, it acts as an advisory board to the Halifax District RCMP (*Police Act*, s. 57(1)). As the RCMP is federally regulated, the Board provides advice to Council and the District RCMP in relation to the enforcement of the law, the maintenance of law and order and the prevention of crime in the municipality.

There are seven members on the Board of Police Commissioners; six are appointed by Regional Council and one is appointed by the Nova Scotia Minister of Justice. Of the six commissioners appointed by Regional Council, three are Councillors and three are community members. Through this composition, the Board seeks to act as the link between the community and police services in the Municipality. The Board designates a representative to sit on the Nova Scotia Association of Police Governance and a commissioner also represents Nova Scotia on the board of directors of the Canadian Association of Police Governance.

### **DISCUSSION**

The section headings below align those required under bylaw P-100, passed by Regional Council in October 2024.

*Message from the Chair*

*I am honoured to have recently been appointed Chair of the Halifax Regional Municipality's Board of Police Commissioners (BoPC). The BoPC plays a critical role in providing civilian governance and oversight of the Halifax Regional Police (HRP) on behalf of Regional Council and serves as the Police Advisory Board to the Halifax District Royal Canadian Mounted Police (HRD).*

*Over the past year, we have witnessed several significant developments that will shape our approach to community safety and policing for years to come.*

*In late 2024, Bylaw P-100—the municipality's police bylaw—was updated for the first time since amalgamation. This important change led to the creation of a new and transformative leadership position: the Commissioner of Public Safety. This role, now held by Bill Moore, provides oversight of policing, fire services, and broader community safety efforts—marking a profound evolution in our governance structure.*

*We also saw key leadership transitions in our police services. We welcomed Chief Donald MacLean as Halifax's new Chief of Police, and I look forward to working together to continue strengthening our community-focused policing efforts. The retirement of Officer in Charge Jeff Christie marked the end of an era, and I extend heartfelt congratulations and gratitude to him for his dedicated service. I am also pleased to announce that Superintendent John Duff will soon take on the role of Officer in Charge for the Halifax District RCMP. Though he currently serves in Manitoba, Supt. Duff is originally from Halifax and comes from a proud legacy in policing.*

*Following the recent municipal election, the composition of the Board has also changed. I warmly welcome Councillor Virginia Hinch and Deputy Mayor Tony Mancini, who have been appointed by Regional Council. We also welcome Dr. Vincent Beswick-Escanlar, who joins the Board following the conclusion of Gavin Giles' term. I look forward to collaborating with our new members, as well as with returning Commissioners Yemi Akindoju and Councillor Becky Kent. I also want to express my sincere thanks to our former Commissioners for their important contributions and dedicated service.*

*It is with heartfelt sadness that I acknowledge the recent passing of two former Commissioners whose contributions left a lasting mark on our community. Harry Critchley was a passionate advocate for social justice whose unwavering commitment to equity and community well-being profoundly shaped the work of the Board. We also honour the memory of Audrey Marie Goodyer, Dartmouth's first policewoman and a dedicated former Commissioner.*

*Amid these transitions, the BoPC has remained focused on meaningful progress. Notable achievements this past year include Assistant Commissioner Dennis Daley's formal apology to African Nova Scotians and all people of African descent for the RCMP's historic use of street checks—an important step toward reconciliation and a direct response to recommendations in the Wortley Report, which continues to guide much of our work.*

*We also received the Independent Review of the August 18, 2021 encampment evictions. This report contains critical recommendations that will strengthen the Board's oversight and governance responsibilities moving forward. The launch of the BoPC's first-ever independent community survey on policing will enhance our ability to ensure that community needs and values are reflected in policing priorities.*

*Both police services are making significant strides toward implementing body-worn cameras and, aligned with the Police Transformation Study's recommendation to pursue a more integrated model of service*

*delivery, HRP and HRD have increased collaboration. A notable example is the Board's approval of a pilot project for HRP's participation in the RCMP's Sexual Assault Investigations Review Committee (SAIRC). Going forward, the two services will also begin preparing integrated crime statistics for presentation to the BoPC.*

*Additionally, on the Board's recommendation, Regional Council recently approved the addition of 14 new RCMP officers, along with key service enhancements to HRP. These developments, combined with new funding for a pilot community crisis diversion service—approved as part of the 2025/26 Community Safety Budget—represent a strong step toward ensuring that the right services are available to support residents in times of crisis.*

*After a year marked by transformation, I look forward to settling into my role as Chair and building on the positive momentum we've achieved together. I remain committed to working collaboratively to support safer, healthier communities across Halifax.*

*Sincerely,  
Greg O'Malley  
Chair, Halifax Board of Police Commissioners*

#### *Accountability Statement*

The **Halifax Board of Police Commissioners** is committed to delivering **independent civilian oversight, governance, and strategic leadership** for both the Halifax Regional Police (HRP) and the Halifax District RCMP. Our mission is grounded in a deep respect for the diverse communities we serve, and we aim to reflect their **needs, values, and lived experiences** in every aspect of our work.

As a civilian body, the Board is ultimately **accountable to the residents of the Halifax Regional Municipality**. Our accountability framework is guided by a set of foundational principles that ensure our actions are transparent, ethical, informed, and community-driven:

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#### **Civic Responsibility**

We are stewards of public trust and act in the best interest of the communities we serve, ensuring that policing is aligned with **community values, priorities, and expectations**.

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#### **Transparency**

We are committed to conducting our work in a manner that is open, accessible, and accountable to the public. In accordance with provincial legislation, we provide advance notice of all Board meetings—including the **date, time, location, agenda items**, and any **scheduled speakers**—to ensure the public has the opportunity to stay informed and engaged. All public meetings are **live-streamed and archived** on our website, making our proceedings accessible to a wide audience. Our decisions and deliberations are carried out with a focus on **clarity and openness**, fostering **public trust and confidence** in the work of the Board.

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#### **Ethical Conduct**

Board members are held to the highest standards of integrity, professionalism, and impartiality. We adhere strictly to the **Code of Conduct** as defined in the **Police Regulations under the Nova Scotia Police Act**,

and we expect our decision-making processes to reflect impartiality, procedural **fairness, accountability, and the public interest**.

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### Continuous Improvement

We recognize that effective governance is an ongoing process of learning, reflection, and growth. Through the Board's **Self-Evaluation Policy**, we regularly assess our performance and identify opportunities to strengthen our governance practices and overall effectiveness. Board members actively engage in professional development and training offered by leading organizations, including the **Nova Scotia Department of Justice**, the **Canadian Association of Police Governance (CAPG)**, and the **Nova Scotia Association of Police Governance (NSAPG)**. These opportunities keep us informed of evolving best practices in police oversight, public safety, and civilian governance.

In addition to formal training, we are committed to learning from **community voices and subject matter experts**. The Board regularly receives presentations on emerging and critical societal issues—such as **intimate partner violence**—to ensure our work remains relevant, informed, and responsive to the needs of our communities. This culture of continuous improvement enables us to lead with integrity, foresight, and a deep understanding of the evolving landscape of public safety.

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### Community Engagement

Meaningful engagement with the public is at the heart of our mandate. We strive to build and maintain **strong, reciprocal relationships** with community members by creating multiple avenues for input and dialogue. Whether through formal consultations, public meetings, direct communications, or outreach efforts, we are continually exploring **new and inclusive ways to hear from and respond to the community**, especially voices that have historically been marginalized.

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### Oversight and Review

The Board provides strategic direction and oversight through **collaborative but independent relationships** with the chief officers of HRP and HRD. We regularly **review and assess performance**, guided by Board-approved policies. We ask **critical, informed questions** on matters of community concern, evaluate **operational and strategic reports**, and ensure that policing practices align with the expectations of the public we serve.

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Together, these principles form the foundation of our work as we strive to uphold **public trust, democratic accountability**, and a shared vision of **safe, equitable communities across Halifax**.

### *Overview of the current composition of the board*

In January 2025, Commissioner Giles was elected Chair, replacing Commissioner Kent, and Commissioner O'Malley was elected Vice Chair, replacing Commissioner Giles. Following the conclusion of Commissioner Gavin Giles' term, Greg O'Malley was elected Chair, and Becky Kent Vice Chair. The diversity of the Board reflects the population of Halifax, with representation from women, newcomers and African Nova Scotian communities. The current board composition is as follows:

Commissioner	Term Expiry	Appointment Date
Councillor Becky Kent <b>Vice-Chair</b>	Nov. 30, 2026 (3rd Term)	Nov. 17, 2020
Councillor Tony Mancini	Nov. 30, 2026 (1st Term)	Nov. 12, 2024
Councillor Virginia Hinch	Nov. 30, 2026 (1st Term)	Nov. 12, 2024
Yemi Akindoju	Mar. 31, 2026 (2 <sup>nd</sup> Term)	July 20, 2021
Gregory O'Malley <b>Chair</b>	Mar. 31, 2026 (1 <sup>st</sup> Term)	Mar 19, 2024
Vincent Beswick- Escanlar	March 31, 2027 (1 <sup>st</sup> Term)	March 21, 2025

The Board is currently waiting for the province to name its appointee following the resignation of Tony Thomas last summer.

Commissioners attended several community events and internal meetings as a part of their duties, including the following:

Fallen member funerals  
 Memorial Tree Planting Fallen Member  
 HRP and RCMP Award Ceremonies  
 HRP Management Employer Relations meetings (MER)  
 Hiring Committee for new chief  
 BOPC member orientation  
 Workshop with Reach Edmonton's 24/7 mobile crisis diversion program  
 2024 Halifax Regional Detachment Dinner  
 Member Retirement events  
 CAPG Learning Webinars  
 Regular meetings with HRP/HRD Chiefs  
 Media interviews  
 Receipt and review of Halifax Independent Civilian Review Into August 18 2021 Encampment Evictions  
 National Police Federation meeting/engagement  
 HRD's community consultations  
 RCMP's apology in Preston  
 CACP annual conference  
 CAPG annual conference  
 CAPG board meetings  
 HRD's Annual Performance Plan Update Forum

Leadership changes occurred within the HRP, HRD and Community Safety. In August, Regional Council approved the recommendation by the Board of Police Commissioners to appoint Don MacLean as permanent Chief of Police for HRP, following a period of acting in this position. In February, Supt John Duff was announced as the new Officer in Charge for HRD, following the retirement of Jeff Christie in November. Supt Don Moser is acting in the position during the interim period. Finally, in February, Bill Moore was named Commissioner of Public Safety. This position was created following the adoption of a new police bylaw by Regional Council in October.



*Actions taken by the Board with respect to strategic objectives*

The Board met 18 times in the 2024-2025 fiscal year. The major topics that were considered during the fiscal year are outlined below. The full 2024-2025 workplan outcomes are included as Attachment 1. Additional information, including minutes and archived video of meetings can be viewed online at <https://www.halifax.ca/city-hall/boards-committees-commissions/a-c/board-police-commissioners>

**2025-2026 HRP and RCMP Operating Budget**

In accordance with the Board's mandate under Sections 53 and 55 of the *Police Act*, the Board reviewed the HRP's 2025-2026 operating budget and capital budget. Although not within the Board's statutory mandate, the Board also received an overview of the RCMP's operating budget.

In January, the Board held a special virtual meeting to provide the public an opportunity to speak regarding the proposed operating budget. This meeting helped fulfill the Board's role and responsibility to act as a conduit between the community and the police (*Police Act*, per s. 55(3)(e) and By-Law P-100, s. 8(2)(a).

The Board received input and feedback from 27 registered speakers as well as 10 written submissions regarding HRP's 2025-2026 proposed operating budget. The main themes expressed by the members of the public that participated included:

- Encouragement for the Board to consider de-tasking the police such as by reallocating funds to community social and mental health services;
- Concerns with HRP's approach to mental health calls and victims of sexual assault;
- Requests that the Board implement recommendations contained in the Board's Subcommittee to Define Defunding Police report, the Mass Casualty Commission report and the Independent Civilian Review into August 18 2021 Evictions report;
- Concerns about the police's relationship with marginalized communities;
- Opposition to HRP's request for an armoured rescue vehicle;
- Request for evidence that increased police funding resulted in improved community safety; and
- Concerns that that input provided in the public consultation process was dismissed, that the Board is not responsive to community members, and the consultation process does not allow for meaningful discourse.

Many comments from members of the public pertained to items not within the HRP budget or within the mandate of the BoPC, related to topics such as mental health, addictions, community or social services and support, and homelessness.

On January 15<sup>th</sup>, the Board recommended that Halifax Regional Council approve the proposed 2025/26 Halifax Regional Police Operating Budget of \$101,255,700. At the same meeting, the Board recommended that the Halifax Regional Municipality Budget Committee support the Royal Canadian Mounted Police Halifax Regional Detachment (RCMP HRD) resource request for additional fourteen (14) regular member positions.

**Mass Casualty Commission and Public Safety Report Alignment**

In June, the Board received a report outlining areas of alignment between recommendations and actions contained in the Wortley Report, Defund Report, Public Safety Strategy, Police Transformation Study and Mass Casualty Commission Final Report. In August, the Board requested the HRP and HRD to provide updates on local progress made against the themes identified by the Progress Monitoring Committee (PMC) following the release of each biannual Progress Monitoring Committee public update. This report was also provided to Regional Council

### **Body Worn Cameras**

In June and February, the Board received presentations from HRP and HRD providing a status update regarding the Digital Evidence Management System (DEMS) and Body-Worn Cameras (BWCs). The Board recommended funding for DEMS and BWCs during the budget process.

### **Community Survey on Policing**

In June, the Board received a report on a community survey on policing. The Board created an ad hoc Committee to produce a proposal for a community survey on policing. In September, the Board requested Regional Council to allocate \$25,000 in its 2025-2026 budget for the purpose of conducting an independent community survey on policing. This funding was approved as part of Regional Council's 2025-2026 operating budget.

### **Independent Civilian Review**

In September, the Board received the report *Halifax Independent Civilian Review into August 18, 2021 Encampment Evictions*. The Board requested that the report's recommendations be reviewed and that an update be provided at a future meeting. In February, the Board received an update on progress made in meeting the report's recommendations, and referred the progress report to Regional Council.

### **Police Standards**

In October, the Board requested a staff report assessing compliance of exiting police services, related standards, policies, and practices to the Province of Nova Scotia's Updated Standards on Policing.

### **Off Duty and Extra Duty Employment**

In November, following a period of public comment, the Board approved revised off duty and extra duty policies for inclusion in its policy manual.

### **Sexual Assault Investigations Review Committee**

In December, the Board requested HRP and HRD to participate in the RCMP H Division Sexual Assault Investigations Review Committee for a trial period and to return with an update and a recommendation as to continued participation.

### **Facility Plan**

In February, the Board requested that staff proceed with an in-depth analysis of three potential sites that have been short listed as potential sites for the development of a new Halifax Police headquarters and that a further, more detailed needs assessment be conducted based on HRP and HRD service delivery strategies and anticipated organizational growth.

### **Board of Police Commissioners' Policy Manual**

The Board approved several amendments and additions to its Policy Manual, including clarifying its process for going in camera, adopting an attendance policy, a revised self-evaluation policy, and several housekeeping amendments. The Board also requested the creation of new policies in the areas of Use of Force and policing and homelessness.

### **Presentations to the Board of Police Commissioners**

The Board of Police Commissioners Policy Manual contains a policy regarding Delegations/Presentations, which provides the Board the opportunity to receive presentations from the public. Presentation topics must relate to police services or policies, affect the community, not an individual, and relate to the Board's oversight role, not to day-to-day police operations. In 2024-2025 the Board received outside presentations, on the following topics:

8.3.1 Nancy Saunders, Caregivers for Collaborative Mental Health Care re: reducing mental illness and addictions distress in HRM [PDF] September 4

“The use of polygraphs by Halifax Regional Police” (Matt Stickland, May 3<sup>rd</sup>)

“Police Enforcement and Issuance of Summary Offence Tickets” (Norm Collins, The Crosswalk Safety Society of Nova Scotia December, December 13<sup>th</sup>)

More information regarding individual presentations can be viewed online at: <https://www.halifax.ca/city-hall/agendas-meetings-report>

*New initiatives which the board proposes to undertake*

The full 2025-2026 workplan is included as Attachment 2. Below is an outline of new initiatives included in the workplan.

- Identify training opportunities to support the board’s effective execution of its oversight responsibilities
- Provide direction and support in developing HRP’s strategic plan
- Support implementation of integrated governance functions arising out of Police Transformation Study
- Develop long-term strategic plan and ensure alignment with HRP’s strategic plan and current public safety landscape
- Prepare workplan for fiscal 26/27 for submission to Regional Council that aligns with current public safety landscape
- Develop in consultation with the Officer in Charge policing objectives, priorities and goals for HRD
- Launch independent community survey on policing (funding approved by Regional Council)
- Co-ordinate public planning process as they relate to community-oriented police response to community issues (funding approved by Regional Council)
- Collaboration between the Office of the Commissioner of Public Safety and Corporate Communications to establish communications support to BoPC engagement plan/activities
- Review recommendations contained in Halifax Independent Civilian Review into August 18 2021 Encampment Evictions
- Work with HRP to produce policy on Matters of Immediate Strategic Significance (critical point policy)
- Work with HRP to produce policy on Armoured Rescue Vehicle
- Work with HRP to produce policy on Body Worn Cameras
- Work with HRP to produce policy on Sexual Assault Case Review Policy
- Provide advice on the acquisition of a new police headquarters
- Oversee local progress made against themes identified by the Progress Monitoring Committee following the release of each biannual public update
- Analyze the province’s comprehensive review of the policing structure in Nova Scotia for implications on the BoPC’s statutory responsibilities
- Monitor and evaluate HRP’s participation in the RCMP’s Sexual Assault Investigations Review Committee process

In October 2024, a new Mayor and Regional Council were elected. Next year’s annual report will outline the board’s alignment with Regional Council’s strategic priorities, once a new strategic plan is adopted.

*Board’s performance over the last fiscal year*

In accordance with [the Board’s self evaluation policy](#), Board members completed a self evaluation in March 2025. With the provincial appointee position being vacant and the term of one Regional Council appointee ending in March, the self-evaluation form was completed by 5 members. 3 of the 5 were members for the entire 24-25 fiscal year, while the remaining 2 members were appointed to the board in November.

The results of the self evaluation indicate varying levels of agreement and satisfaction across different aspects of board performance, governance, and relationships with key personnel. Areas such as board composition, meeting management, and financial oversight show strengths, while community engagement indicates a need for improvement.

The table below highlights areas for improvement from the self evaluation and how these findings are reflected in the board's 2025-2026 workplan.

<b>Areas for Improvement</b>	<b>2025-2026 Workplan</b>
<ul style="list-style-type: none"> <li>Clarify the board's role in linking to the community</li> <li>Lack of ongoing training opportunities</li> <li>Receive training on the distinction between HRP and RCMP oversight</li> </ul>	Action 1.1: Identify training opportunities to support the board's effective execution of its oversight responsibilities
<ul style="list-style-type: none"> <li>Enhance involvement in the police's strategic planning</li> </ul>	Action 1.4: Provide direction and support in developing HRP's strategic plan Action 1.9: Develop in consultation with the Officer in Charge policing objectives, priorities and goals for HRD
<ul style="list-style-type: none"> <li>Lack of administrative support for the Board</li> </ul>	Action 1.5 Support implementation of integrated governance functions arising out of Police Transformation Study
<ul style="list-style-type: none"> <li>Remaining focused on priorities</li> </ul>	Action 1.7 Develop long-term strategic plan and ensure alignment with HRP's strategic plan and current public safety landscape
<ul style="list-style-type: none"> <li>Enhance public engagement efforts</li> </ul>	Action 2.1 Launch independent community survey on policing Action 2.2 Co-ordinate public planning process as they relate to community-oriented police response to community issues
<ul style="list-style-type: none"> <li>Lack of provincial appointee on the Board</li> </ul>	Action 2.6 Maintain trusted relationships with DoJ

## **FINANCIAL IMPLICATIONS**

There are no immediate financial implications to this report. Any future financial implications arising from implementation of the recommendations will be addressed in staff reports and HRM departmental budgets as required.

## **COMMUNITY ENGAGEMENT**

The Board of Police Commissioners is comprised of four citizen members and three Councillors. Meetings are live webcast on Halifax.ca. The agenda, reports, video, and minutes of the Board are posted on Halifax.ca.

**LEGISLATIVE AUTHORITY**

By-Law P-100, the Board of Police Commissioners By-law, subsection 6(2) provides:

The Board [of Police Commissioners] shall, by June 1st of each year, provide Council with an annual report outlining its achievements in the previous fiscal year

subsection 8C.(1) provides:

The Board shall, by June 1st of each year, provide its annual work plan, as approved by the Board, to Council

**ATTACHMENTS**

Attachment 1 – Board of Police Commissioners' 2024-2025 Workplan Outcomes

Attachment 2 – Board of Police Commissioners' 2025-2026 Workplan

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A copy of this report can be obtained online at [halifax.ca](https://www.halifax.ca) or by contacting the Office of the Municipal Clerk at 902.490.4210.

Report Prepared by: Joshua Bates, Policing Policy Strategist, Office of the Commissioner of Public Safety, 902-478-2032

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## Board of Police Commissioners' 2024-2025 Workplan Outcomes

### Develop

This pillar focuses on developing the Board's capacity and accountability. Making progress on this pillar will ensure the Board has the supporting staff, expertise and resources, along with the relationships necessary to achieve its mandate and implement its strategy within a changing context.

Strategic Priority	Actions	Outcome
<b>Enhance board capacity</b> Ensuring the board has the expertise and experience resources needed.	<ul style="list-style-type: none"> <li>Identify resources (budgetary, staff, etc.) needed within existing board structure</li> </ul>	<ul style="list-style-type: none"> <li>A new staff resource was created that is dedicated to the Board (this position is currently vacant. It is being redesigned and will be filled during the 25-26 fiscal year)</li> <li>In addition to funding for ongoing outside legal advice, the Board requested and received new funding from Regional Council to conduct an independent community survey on policing</li> <li>New funding was also approved by Regional Council that may be used for the purpose of conducting public engagement</li> </ul>
<b>Increase accountability</b> Ensuring the necessary structures are in place to determine the priorities, objectives and goals of police.	<ul style="list-style-type: none"> <li>Continue to monitor progress on Wortley Report recommendations</li> <li>Determine a path forward on the use of body worn cameras by the HRP</li> <li>Ensure the HRP's Off Duty/Extra Duty policies reflect best practices</li> <li>Complete board self evaluation</li> <li>Determine the necessary steps to achieve an integrated operating model between the HRP and RCMP</li> </ul>	<ul style="list-style-type: none"> <li>A Wortley Report Progress Update information report was received by the Board at its April 2<sup>nd</sup> 2025 meeting</li> <li>In June and February, the Board received presentations from HRP and HRD providing a status update regarding the Digital Evidence Management System (DEMS) and Body-Worn Cameras (BWCs). The Board recommended funding for DEMS and BWCs during the budget process.</li> <li>In November, following a period of public comment, the Board approved revised off duty and extra duty policies for inclusion in its policy manual</li> <li>The self evaluation was completed by Board members in March. A high-level summary of the self evaluation results is included in this staff report</li> <li>This action was put on hold pending the results of the comprehensive provincial review of police services review, due in Spring 2025</li> </ul>

Strategic Priority	Actions	Outcome
	<ul style="list-style-type: none"> <li>• Ensure policies are in place regarding police making public statement about matters that are the subjects of police investigations</li> </ul>	<ul style="list-style-type: none"> <li>• The HRP submitted an information report on this issue in June 2022. The policy request was deemed withdrawn in compliance with Administrative Policy One, The Procedures of the Board of Police Commissioners Administrative Policy</li> </ul>
	<ul style="list-style-type: none"> <li>• Prepare annual report and workplan for fiscal 24/25 for submission to Regional Council</li> </ul>	<ul style="list-style-type: none"> <li>• The 24/25 annual report and workplan is included in this report package</li> </ul>

## Engage

This pillar focuses on engaging and consulting with community members and stakeholders. The Board is accountable to the public and must reflect the public safety needs and perspectives of the communities it serves.

Strategic Priority	Actions	Outcome
<b>Engage and Consult</b> Developing a communication and engagement plan with community members.  Identifying and developing relationships with stakeholders to encourage collaboration, information sharing, and moving the strategy forward.	<ul style="list-style-type: none"> <li>• Build systems that will allow the Board to consult with community members and stakeholders (e.g., surveys, a website, virtual and in-person consultations, invitations for submissions).</li> <li>• Enhance efforts to publicize opportunities for the public to communicate with board members</li> <li>• Develop a public communications plan including progress against priorities.</li> </ul>	<ul style="list-style-type: none"> <li>• Staff have determined that enhancing the Board's engagement activities will require additional staff support and resources</li> <li>• An additional staff resource is being created. One of the duties of this additional resource will involve communications support</li> <li>• The Office of the Commissioner of Public Safety is collaborating with Corporate Communications to establish communications support to BoPC engagement plan/activities</li> <li>• Funding for an independent community survey on policing has been approved by Regional Council, and will be launched in 25/26</li> <li>• In June, the Board received a report on a community survey on policing. The Board created an ad hoc Committee to produce a proposal for a community survey on policing. In September, the Board requested Regional Council to allocate \$25,000 in its 25-26 budget for the purpose of conducting an independent community survey on policing. This funding was approved by Regional Council in April.</li> </ul>

Strategic Priority	Actions	Outcome
	<ul style="list-style-type: none"> <li>• Ensure the Board is directly engaged during Regional Council's budget deliberations</li> </ul>	<ul style="list-style-type: none"> <li>• Non-Councillor Board members attended Regional Council's budget deliberations, including the vice-chair delivering a presentation to Regional Council</li> </ul>
	<ul style="list-style-type: none"> <li>• Engage the Public Safety Office in the implementation of the Public Safety Strategy</li> </ul>	<ul style="list-style-type: none"> <li>• An annual update from the Public Safety Office will be received by the Board at its May 2025 meeting</li> </ul>
	<ul style="list-style-type: none"> <li>• Engage the province in their comprehensive review of the policing structure in Nova Scotia</li> </ul>	<ul style="list-style-type: none"> <li>• Former Commissioner Lindell Smith is co-Chair of the Nova Scotia Policing Review Engagement Advisory Committee. CAO Cathie O'Toole is also a member of this committee</li> </ul>
	<ul style="list-style-type: none"> <li>• Build relationships with DoJ</li> </ul>	<ul style="list-style-type: none"> <li>• Meetings are held with DoJ staff on an as-needed basis</li> </ul>

## Adapt

The Municipality is growing quickly and is facing increased pressures from emergency events; we must adapt to be prepared for large-scale and emergency events. This pillar focuses on ensuring police services have the necessary policies, tools, and resources in place to ensure their health and safety, and the health and safety of the public now and into the future.

Strategic Priority	Actions	Outcome
<b>Enhance policies to adapt to growth and emergency situations</b> Ensuring our policing services have the necessary policies, tools, and resources in place to adequately respond to emergencies, large	<ul style="list-style-type: none"> <li>• Review the police response to the Tantallon wildfire, and the recent flood to identify strengths in response and potential gap or risk areas.</li> </ul>	<ul style="list-style-type: none"> <li>• In August, the Board received an After-Action Review of the 2023 Tantallon Wildfire Response</li> </ul>
	<ul style="list-style-type: none"> <li>• Identify policy needs (e.g., fast moving water rescue policy) and enabling policing services to develop the necessary policies with support from the Board.</li> </ul>	<ul style="list-style-type: none"> <li>• This report request is outstanding</li> </ul>



gatherings, and a growing population.	<ul style="list-style-type: none"> <li>• Oversee the development of public safety policies related to growth (e.g., large gatherings and protests).</li> </ul>	<ul style="list-style-type: none"> <li>• This report request is outstanding</li> </ul>
	<ul style="list-style-type: none"> <li>• Advocate for and support acquisition of a new HRP headquarters</li> </ul>	<ul style="list-style-type: none"> <li>• In February, the Board requested that staff proceed with an in-depth analysis of three potential sites that have been short listed as potential sites for the development of a new Halifax Police headquarters and that a further, more detailed needs assessment be conducted based on HRP and HRD service delivery strategies and anticipated organizational growth.</li> </ul>

## Evolve

Expectations of police are changing, and the Board must evolve how it works with community, partners and stakeholders within policing. This pillar focuses on 1) evolving police response in critical areas (identified by community, stakeholders, and public safety reports), and 2) strengthening the focus of police service leaders place on attracting, retaining, and developing the people in their services.

Strategic Priority	Actions	Outcome
<b>Review, align, and action findings and recommendations from key reports</b>  Reviewing reports and developing targeted action plans through collaboration with partners.	<ul style="list-style-type: none"> <li>• Address root causes in attrition in sexual assault reports to police</li> </ul>	<ul style="list-style-type: none"> <li>• In December, the Board requested HRP and HRD to participate in the RCMP H Division Sexual Assault Investigations Review Committee for a trial period and to return with an update and a recommendation as to continued participation.</li> </ul>
	<ul style="list-style-type: none"> <li>• Host public consultation meeting on policing and gender-based violence</li> </ul>	<ul style="list-style-type: none"> <li>• This action is pending the development of an engagement strategy</li> <li>• In the interim period, organizations that work in the field of gender-based violence are being invited to present to the Board</li> </ul>
	<ul style="list-style-type: none"> <li>• Ensure clarity in the role of police toward homeless individuals</li> </ul>	<ul style="list-style-type: none"> <li>• A policy on policing encampments is currently being developed and will be considered by the Board in 25/26</li> </ul>
	<ul style="list-style-type: none"> <li>• Support alternative responses to mental health related calls to police</li> </ul>	<ul style="list-style-type: none"> <li>• An evidence-informed, integrated, non-police, community crisis response model is being developed by the Community Safety Business Unit</li> </ul>
	<ul style="list-style-type: none"> <li>• Work with the HRP to develop a Use of Force policy for inclusion in the Policy Manual</li> </ul>	<ul style="list-style-type: none"> <li>• A policy on Use of Force is currently being developed and will be considered by the Board in 25/26</li> </ul>

Strategic Priority	Actions	Outcome
	<ul style="list-style-type: none"> <li>Identify further areas of alignment between recommendations and actions contained in the Wortley Report, Defund Report, Public Safety Strategy and Mass Casualty Commission Final Report</li> </ul>	<ul style="list-style-type: none"> <li>In June, the Board received a report outlining areas of alignment between recommendations and actions contained in the Wortley Report, Defund Report, Public Safety Strategy, Police Transformation Study and Mass Casualty Commission Final Report. In August, the Board requested the HRP and HRD to provide updates on local progress made against the themes identified by the Progress Monitoring Committee (PMC) following the release of each biannual Progress Monitoring Committee public update. This report was also received by Regional Council</li> </ul>
	<ul style="list-style-type: none"> <li>Regularly review and refresh policies contained in the BoPC Policy Manual</li> </ul>	<ul style="list-style-type: none"> <li>The Board approved several amendments and additions to its Policy Manual, including clarifying its process for going in camera, adopting an attendance policy, a revised self-evaluation policy, and several housekeeping amendments</li> </ul>
	<ul style="list-style-type: none"> <li>Review and address recommendations out of Independent Review</li> </ul>	<ul style="list-style-type: none"> <li>In September, the Board considered a report entitled Halifax Independent Civilian Review into August 18, 2021 Encampment Evictions and requested that the report's recommendations be reviewed and that an update be provided to the Board. In February, the Board received an update on progress made in meeting the report's recommendations and referred the progress report to Regional Council.</li> </ul>
<b>Oversee the development of a people-focused policing strategy</b> Ensuring our police develop clear plans (including policies, practices, and systems) that will enable them to attract, retain, and develop the people in their services.	<ul style="list-style-type: none"> <li>Oversee the development of targeted recruitment strategies for underrepresented groups</li> </ul>	<ul style="list-style-type: none"> <li>In November, the Board received an Update on the Development of Targeted Recruitment Strategies for Underrepresented Groups</li> </ul>
	<ul style="list-style-type: none"> <li>Implement recognition programs/ Implement an annual BoPC Award for Excellence in Policing</li> </ul>	<ul style="list-style-type: none"> <li>This action was deferred following the municipal election. The first annual BoPC Award for Excellence in Policing is planned for 25/26</li> </ul>
	<ul style="list-style-type: none"> <li>Enhance psychological safety and trauma supports including consideration of budgetary implications and providing policy direction as required</li> </ul>	<ul style="list-style-type: none"> <li>In December, the Board received an update on HRP Actions to Enhance Psychological Safety and Trauma Supports Including Consideration of Budgetary Implications</li> </ul>
	<ul style="list-style-type: none"> <li>Analyze existing culture within HRP and develop actions to strengthen and improve that culture</li> </ul>	<ul style="list-style-type: none"> <li>This report is expected to come to the Board in 25/26</li> </ul>

Strategic Priority	Actions	Outcome
	<ul style="list-style-type: none"> <li>• Action taken on the report Understaffing, Long-term Absences and Mental Health Claims at Halifax Regional Police</li> <li>• Determine if there is a correlation between overtime and extra duty and sick leave</li> </ul>	<ul style="list-style-type: none"> <li>• An in-camera staff report on this issue was received</li> </ul>

## Board of Police Commissioners' 2025-2026 Workplan

### 1.0 Develop

This pillar focuses on developing the Board's capacity and accountability. Making progress on this pillar will ensure the Board has the supporting staff, expertise and resources, along with the relationships necessary to achieve its mandate and implement its strategy within a changing context.

Strategic Priority	Actions	Outcomes	Estimated Timeframe*	Primary Collaborators
<b>Enhance board capacity</b> Ensuring the board has the expertise, experience and resources needed.	1.1 Identify training opportunities to support the board's effective execution of its oversight responsibilities	<ul style="list-style-type: none"> <li>Board training received from the Department of Justice</li> <li>Board training received by the CAPG</li> </ul>	Q1 Q3	Policing Policy Strategist
	1.2 Complete board self-evaluation and analyze results	<ul style="list-style-type: none"> <li>Staff report received</li> </ul>	Q1	BoPC members Policing Policy Strategist
<b>Increase accountability</b> Ensuring the necessary structures are in place to determine the priorities, objectives and goals of police.	1.3 Continue to monitor progress on Wortley Report recommendations	<ul style="list-style-type: none"> <li>Staff report received</li> </ul>	Q1 and as needed	HRP/HRD
	1.4 Provide direction and support in developing HRP's strategic plan	<ul style="list-style-type: none"> <li>BoPC representation on HRP strategic planning committee</li> <li>HRP strategic plan received and endorsed by BoPC</li> </ul>	Q1 Q4	BoPC members
	1.5 Support implementation of integrated governance functions arising out of Police Transformation Study	<ul style="list-style-type: none"> <li>Increased BoPC capacity through additional support and budgeted funds</li> <li>Biannual presentation of joint crime statistics</li> <li>Governance structure streamlined through regular joint reporting by the Chiefs</li> </ul>	Q2 & ongoing  Q2 & Q4  Ongoing	HRP/HRD Policing Policy Strategist

Strategic Priority	Actions	Outcomes	Estimated Timeframe*	Primary Collaborators
		<ul style="list-style-type: none"> <li>Regular participation by Chiefs in Joint Management Meetings</li> </ul>	Ongoing	
	1.6 Establish principles of a growth plan for police services	<ul style="list-style-type: none"> <li>Staff report received outlining principles of a 5 year plan for growth in police services</li> </ul>	Q3	HRP/HRD
	1.7 Develop long-term strategic plan and ensure alignment with HRP's strategic plan and current public safety landscape	<ul style="list-style-type: none"> <li>Facilitated session with BoPC members</li> <li>Staff report received</li> <li>Long-term strategic plan adopted</li> </ul>	Q3 Q4	Policing Policy Strategist
	1.8 Prepare workplan for fiscal 26/27 for submission to Regional Council that aligns with current public safety landscape	<ul style="list-style-type: none"> <li>Draft workplan presented</li> </ul>	Q4	Policing Policy Strategist
	1.9 Develop in consultation with the Officer in Charge policing objectives, priorities and goals for HRD	<ul style="list-style-type: none"> <li>Staff report received</li> <li>HRD policing objectives, priorities and goals adopted</li> </ul>	Q4	HRD

## 2.0 Engage

This pillar focuses on engaging and consulting with community members and stakeholders. The Board is accountable to the public and must reflect the public safety needs and perspectives of the communities it serves.

Strategic Priority	Actions	Outcomes	Estimated Timeframe*	Primary Collaborators
<b>Engage and Consult</b>	2.1 Launch independent community survey on policing	<ul style="list-style-type: none"> <li>Funding for survey received from Regional Council</li> <li>Contract signed with vendor</li> </ul>	Q1	Regional Council

Strategic Priority	Actions	Outcomes	Estimated Timeframe*	Primary Collaborators
Developing a communication and engagement plan.		<ul style="list-style-type: none"> <li>• Survey launched</li> <li>• Results analyzed and used to inform strategic plan</li> </ul>	Q2 Q3/Q4	Policing Policy Strategist/ Vendor
Identifying and developing relationships with stakeholders to encourage collaboration, information sharing, and moving the strategy forward.	2.2 Co-ordinate public planning process as they relate to community-oriented police response to community issues	<ul style="list-style-type: none"> <li>• Staff report received</li> <li>• Engagement plan adopted</li> <li>• Meeting/presentations on policing and gender-based violence hosted</li> </ul>	Q2  Q3	Policing Policy Strategist
	2.3 Collaboration between the Office of the Commissioner of Public Safety and Corporate Communications to establish communications support to BoPC engagement plan/activities	<ul style="list-style-type: none"> <li>• Staff report received</li> </ul>	Q3	Corporate Communications/ Policing Policy Strategist
	2.4 Engage the Public Safety Office in the implementation of the Public Safety Strategy	<ul style="list-style-type: none"> <li>• Annual updates from the Public Safety Office received</li> </ul>	Q4	Public Safety Office
	2.5 Maintain trusted relationships with DoJ	<ul style="list-style-type: none"> <li>• Information exchanged on an as needed basis</li> </ul>	Ongoing	Policing Policy Strategist/BoPC Chair

### 3.0 Adapt

The Municipality is growing quickly and is facing increased pressures from emergency events; we must adapt to be prepared for large-scale and emergency events. This pillar focuses on ensuring police services have the necessary policies, tools, and resources in place to ensure their health and safety, and the health and safety of the public now and into the future.

Strategic Priority	Actions	Outcomes	Estimated Timeframe*	Primary Collaborators
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<p><b>Enhance policies to adapt to growth and emergency situations</b></p> <p>Ensuring our policing services have the necessary policies, tools, and resources in place to adequately respond to emergencies, large gatherings, and a growing population.</p>	3.0 Review recommendations contained in Halifax Independent Civilian Review into August 18 2021 Encampment Evictions	<ul style="list-style-type: none"> <li>• Staff report received</li> </ul>	Q1	Policing Policy Strategist/HRP/HRD
	3.1 Work with HRP to produce policy on Matters of Immediate Strategic Significance (critical point policy)	<ul style="list-style-type: none"> <li>• Staff report received</li> <li>• New policy adopted</li> </ul>	Q1	Policing Policy Strategist
	3.2 Work with HRP to produce policy on Armoured Rescue Vehicle	<ul style="list-style-type: none"> <li>• Staff report received</li> <li>• New policy adopted</li> </ul>		
	3.3 Work with HRP to produce policy on Policing Encampments	<ul style="list-style-type: none"> <li>• Staff report received</li> <li>• New policy adopted</li> </ul>	Q2	Policing Policy Strategist
	3.4 Work with HRP to produce policy on Use of Force	<ul style="list-style-type: none"> <li>• Staff report received</li> <li>• New policy adopted</li> </ul>	Q2	Policing Policy Strategist
	3.5 Work with HRP to produce policy on Body Worn Cameras	<ul style="list-style-type: none"> <li>• Staff report received</li> <li>• New policy adopted</li> </ul>	Q3	Policing Policy Strategist
	3.6 Work with HRP to produce policy on Sexual Assault Case Review Policy	<ul style="list-style-type: none"> <li>• Staff report received</li> <li>• New policy adopted</li> </ul>	Q4	Policing Policy Strategist
	3.7 Provide advice to Regional Council with respect to the composition of the Halifax Regional Police and Halifax Regional Detachment	<ul style="list-style-type: none"> <li>• Receive community input with respect to police budgets</li> <li>• Advice provided through the capital budget process</li> <li>• Recommendation adopted with respect to the composition of HRP through the budget approval process</li> <li>• Advice provided with respect to the staffing complement of the RCMP</li> </ul>	Q3-Q4	BoPC

		through the staffing approval process		
	3.8 Provide advice on the acquisition of a new police headquarters	• Staff report received	Q4	Finance & Asset Management/HRP

## 4.0 Evolve

Expectations of police are changing, and the Board must evolve how it works with community, partners and stakeholders within policing. This pillar focuses on 1) evolving police response in critical areas (identified by community, stakeholders, and public safety reports), and 2) strengthening the focus of police service leaders place on attracting, retaining, and developing the people in their services.

Strategic Priority	Actions	Outcomes	Estimated Timeframe*	Primary Collaborators
<b>Review, align, and action findings and recommendations from key reports</b> Reviewing reports and developing targeted action plans through collaboration with partners.	4.1 Oversee local progress made against themes identified by the Progress Monitoring Committee following the release of each biannual public update	• Biannual reports received	Q1 & Q3	HRP/HRD
	4.2 Analyze the province's comprehensive review of the policing structure in Nova Scotia for implications on the BoPC's statutory responsibilities	• Staff report received	Q3	Policing Policy Strategist
	4.3 Monitor and evaluate HRP's participation in the RCMP's Sexual Assault Investigations Review Committee process	• Staff report received	Q4	HRP/HRD
	4.4 Regularly review and refresh policies contained in the BoPC Policy Manual	• On average two policies a year are reviewed, refreshed and adopted	Ongoing	Policing Policy Strategist
<b>Oversee the development of a</b>	4.5 Oversee the development of targeted recruitment strategies for underrepresented groups.	• Annual update received from HRP and RCMP	Q2	HRP/HRD



Strategic Priority	Actions	Outcomes	Estimated Timeframe*	Primary Collaborators
<b>people-focused policing strategy</b> Ensuring our police develop clear plans (including policies, practices, and systems) that will enable them to attract, retain, and develop the people in their services.		<ul style="list-style-type: none"> <li>HRP recruitment strategy adopted that aligns with the principles of Employment Equity</li> </ul>	Q2	
	4.6 Implement recognition programs/ Implement an annual BoPC Award for Excellence in Policing	<ul style="list-style-type: none"> <li>Criteria and nomination process adopted in support of annual award ceremony</li> <li>Recognition program communicated to HRP and RCMP members</li> </ul>	Q2  Q3	BoPC Chair
	4.7 Monitor HRP actions to enhance psychological safety and trauma supports including consideration of budgetary implications and providing policy direction as required	<ul style="list-style-type: none"> <li>Annual update received on HRP actions to enhance psychological safety</li> </ul>	Q2	HRP
	4.8 Analyze existing culture within HRP and develop actions to strengthen and improve that culture	<ul style="list-style-type: none"> <li>Annual report received on assessments of culture and actions taken by HRP to improve work culture</li> <li>Research received from HRM staff on cultural transformation in policing</li> </ul>	Q4  Q4	HRP/CAO's Office

*\*Based on fiscal year (April 1 2025-March 31 2026)*