

2027–2030 Strategic Plan for Policing in Hamilton

Consilium
Public Sector Services

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Section 1: Foundations of Strategic Planning

1. Introduction

This report recommends a five-priority framework for the Hamilton Police Service Board's 2027–2030 Strategic Plan, presented in Section 2. Informed by engagement findings, environmental scanning, benchmarking, and strengths, weaknesses, opportunities, and threats (**SWOT**) analysis, the five priorities form the **SERVE** acronym:

- **S** – Safe and Connected Communities
- **E** – Effective and Modern Service Delivery
- **R** – Responsible Stewardship and Accountability
- **V** – Valued, Skilled and Supported People
- **E** – Engaged Partnerships and Public Trust

This document is one of **five** reports prepared by Consilium Public Sector Services (Consultant) as part of its strategic planning project with the Hamilton Police Service Board **(HPSB)**. Together, these reports provide the research, analysis, and recommendations that inform the development of the Hamilton Police Service Board's 2027–2030 Strategic Plan.

The five documents produced during this project include:

1. **Communication and Engagement Findings Report**
   This report provides an overview of engagement activities conducted during the strategic planning process. It summarizes findings from interviews and consultations, analyzes internal and external surveys, and presents detailed survey results. A draft Communication and Engagement Findings Report was provided to the HPSB in September 2026.
2. **Environmental Scan Report**
   This report compiles environmental factors affecting policing in the community now and in the future, including demographics, crime patterns, and emerging social issues. It also includes statistical comparisons and **benchmarking** of policing metrics against comparator communities. The report is provided in **Appendix B**.
3. **SWOT Analysis Report**
   This report summarizes the **strengths, weaknesses, opportunities**, and **threats** (**SWOT**) identified through project engagement. The analysis assessed the organization's current state and informed the strategic plan. A brief **SWOT** is provided in **Section 1** of this report; however, a more detailed **SWOT** is included in **Appendix C**. A

complete and detailed analysis of all engagement data is included in the **Communication and Engagement Findings Report**.

4. **Recommendations Report for the 2027–2030 Strategic Plan Prepared for the HPSB (this document)**
   This report presents the recommended strategic goals and objectives for the Hamilton Police Service Board's 2027–2030 Strategic Plan, explains the rationale supporting them and provides an implementation guide. A Gantt chart outlining the proposed implementation timelines and dependencies will be provided to the HPSB in a separate digital format.
5. **HPSB Strategic Plan 2027–2030 – Public Document**
   A shorter, professionally designed public version will be prepared for the HPSB and the Hamilton Police Service **(HPS)**.

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2. Acknowledgements

"If you don't allow people to contribute, to offer their point of view, or to criticize what has been put before them, then they can never like you. And you can never build that instrument of collective leadership."

– Nelson Mandela

We extend our appreciation and thanks to the following individuals and organizations for providing thoughtful feedback and suggestions in support of the HPSB Strategic Plan:

- Hamilton Police Service Board Chair Don Robertson, Strategic Planning Committee Chair Mike Spadafora
- Hamilton Police Service Police Chief, Frank Bergen
- Executive Director, Hamilton Police Service Board, Kirsten Stevenson
- Detective Staff Sergeant Tammi Ewart
- Members of the Hamilton Police Service Board
- Sworn officers and civilian employees of the Hamilton Police Service and Police Service Association
- The Mayor of the City of Hamilton and municipal staff
- Municipal administrative leaders
- Community partners, agencies, and organizations
- Residents and community members who participated in surveys and interviews

Their insights, perspectives, and commitment to community safety were instrumental in shaping a strategic plan that reflects both organizational realities and community expectations.

3. Purpose of the Strategic Plan and Governance Framework

This document presents the recommended structure, strategic direction, and implementation framework for the 2027–2030 Strategic Plan of the HPSB.

This four-year roadmap is designed to strengthen community safety, enhance organizational performance, and support the long-term sustainability of policing services. It guides service delivery by integrating findings from the environmental scan, benchmarking analysis, community and internal engagement, and organizational assessments conducted throughout the strategic planning process.

The plan aligns operational priorities with legislative requirements under the Community Safety and Policing Act, 2019 (CSPA), while reflecting the priorities identified through engagement with staff, municipal partners, and community stakeholders.

The development of this strategic plan translates research findings, stakeholder input, and operational insights into an actionable and measurable framework. It details:

- Strategic goals and priorities
- Operational objectives and strategies
- Specific actions and initiatives
- Performance indicators and accountability mechanisms

Together, these components create a structured approach that will allow the HPSB and HPS to strengthen community safety, improve organizational health, and ensure sustainable operational capacity.

4. Evidence-Based Strategic Development: Methodology

The Consultant's **IDEAL** methodology -**Initiation, Discovery, Engagement, Analysis, and Learnings -** guided the development of the Strategic Plan. This evidence-based approach promotes inclusive engagement, transparent documentation and accountability, and practical implementation planning. It also strengthened the planning process by:

- Aligning priorities with community expectations
- Identifying operational challenges and opportunities for improvement
- Establishing baseline measures to evaluate future progress

Evidence Reviewed

The process reviewed existing plans and background materials; environmental, legislative,

demographic, social, and policing trends; comparator research and benchmarking; internal and external engagement findings; and a consolidated **SWOT** analysis. Engagement included staff and community surveys, as well as interviews with HPS members, municipal representatives, and community organizations.

How Findings Were Assessed

No single survey response, interview, statistic, or comparator shaped the recommendations. Findings were assessed collectively based on recurring issues; areas of agreement and difference; urgency and public impact; as well as organizational risk.

This evidence-based approach supports a transparent, research-informed plan aligned with community expectations and organizational realities.

The following timeline outlines how the Consultant completed the project using the **IDEAL methodology**:

Initiation

In May 2026, the project began with the development and approval of its project charter. The HPSB Strategic Planning Chair, Project Lead, and Consultant team developed a Communication and Engagement Strategy that outlined the project's purpose, approach, and methods for informing internal and external stakeholders and gathering their input.

Discovery

During May and June 2026, work began on the Environmental Scan report and the collection of benchmarking data from jurisdictions comparable to the City. The review examined previous documents and data sources, including the Community Safety and Well-being Plan, crime statistics, computer-aided dispatch and collision data, statistical and annual reports, and information on youth crime.

Engagement

Stakeholder interviews and internal and community surveys conducted from June to August 2026 were central to the engagement strategy. Although engagement is the project's most time-consuming phase, it is essential: people are more likely to support outcomes when they feel heard.

Interviewees represented four stakeholder groups: HPSB members, HPS staff, City staff, and external community organizations. Each group received approved themes and questions in advance.

The surveys opened in June and remained open until July 31, 2026. Across all interview streams, approximately 270 people participated, including approximately 210 HPS employees and approximately 60 municipal, Board, and community stakeholders. The 521 staff survey responses represented approximately 41% of the estimated HPS workforce. The engagement reach totals are as follows:

1. **HPS Staff Survey:** 521 responses from sworn, civilian, and special constable employees
2. **HPS Staff and Municipal Leadership Consultations:** 218 people consulted through 37 sessions involving HPS leaders, municipal leadership, and corporate service areas
3. **Community and Organization Surveys:** 645 responses from residents and organizations across the community
4. **Community Organization Interviews:** 52 individuals were interviewed, representing approximately 35 organizations through 14 sessions, involving health, education, business, City, and social service stakeholders

Specific details regarding interviewees and findings from internal and external surveys can be found in the **Communication and Engagement Findings Report** provided to the HPSB.

Analysis

By August 2026, the Consultant team had gathered comprehensive and consistent data from consultations, research, community surveys, and internal staff surveys.

An analysis was conducted throughout August to develop a comprehensive **Strengths, Weaknesses, Opportunities**, and **Threats** (**SWOT**) assessment of these data. The **SWOT** analysis was instrumental in developing meaningful recommendations for the 2027–2030 Strategic Plan that are both valid and defensible. The complete results can be found in the **SWOT** analysis in **Appendix C** of this report.

During this phase, the **Environmental Scan** in **Appendix B** of this report was also completed. The scan provides a broad overview of the environment in which policing services are delivered in the City. It documents crime and disorder trends, along with relevant environmental factors such as demographics and legislative changes, all of which could affect future HPS delivery. The scan also draws from numerous research sources, the engagement process, and the **SWOT** analysis referenced above.

Learnings

Completed in August 2026, this phase established the Strategic Plan's goals and objectives, along with actionable activities, timelines, and success measures for each objective. The resulting implementation plan supports clear communication, transparent progress reporting, and accountability. Achieving the plan's goals and objectives will require appropriate resources and training.

This final phase included a presentation to the HPSB on August 25, 2026.

5. Internal and External Engagement Findings and Themes

What HPS Is Doing Well

- Public confidence: Strong ratings for professionalism and trust provide a positive community foundation.
- Committed workforce: Mission alignment, respectful relationships, and accessible supports are established strengths.
- Effective partnerships: Specialized programs and community partnerships are recognized service assets.

Highest Strategic Priorities

- Community safety and serious crime: Focus on violence, firearms, gangs, and drug activity.
- Workforce capacity: Build sufficient staffing and deploy resources effectively.
- Training and leadership: Strengthen development, supervision, and succession.
- Technology and digital evidence: Modernize tools, systems, and digital capabilities.
- Visible and proactive policing: Increase presence, prevention, and community responsiveness.

Major Service Delivery Priorities

- Responsive service: Improve response, follow-up, case updates, and administrative efficiency.
- Community well-being: Coordinate responses to mental health, addictions, homelessness, and youth safety.

- Trust and partnerships: Strengthen communication, transparency, cultural safety, and community relationships.
- Workforce sustainability: Support wellness, manageable workloads, effective scheduling, and retention.

Employee Findings

Employees described a strong commitment to HPS and its mission and positive experiences involving role clarity, equipment, inclusion, and access to mental health resources. Recurring improvement themes included staffing and workload, training, leadership development, transparent advancement processes, communication, process efficiency, civilian career support, wellness, technology, and visible community policing.

Employees repeatedly linked capacity to the ability to move beyond reactive call response and create time for prevention, investigations, training, and community engagement. They also emphasized the need to close the feedback loop by explaining decisions and showing how employee input leads to action or why action is not possible.

Community and Organization Findings

Community members and organizational representatives recognized professionalism, respectful interactions, outreach, partnerships, serious crime investigations, visible downtown policing, and specialized collaborative support. Areas for improvement included serious violence and firearms, drug trafficking and open drug use, response and follow-up, youth and road safety, property crime, culturally safe engagement, public communication, and partnership continuity.

A consistent expectation was that HPS maintain a strong focus on public safety and core policing while using clearer referrals, co-response, and partner-led pathways for complex social issues that policing cannot resolve alone.

6. SWOT Analysis Summary

A **SWOT** analysis is a strategic planning tool that assesses an organization's **strengths**, **weaknesses, opportunities**, and **threats**. It provides a balanced view of the organization's current position, identifies priorities, and supports informed decision-making. Leaders can use the findings to build on strengths, address weaknesses, pursue opportunities, and manage risks when setting strategic goals and actions.

The strategic planning process included a **SWOT** analysis of the HPS based on key findings from employee and community engagement. A detailed analysis is provided in **Appendix C** and in the **Communication and Engagement Findings Report** under separate cover. The principal findings are summarized below.

Strengths

- Mission-aligned workforce with experience, commitment, and a strong public service focus
- Operational, investigative, and specialized policing expertise
- Trusted partnerships across government, health, education, and community organizations
- A sound organizational foundation with inclusion, role clarity, and access to required resources
- Effective governance, financial controls, adaptability, and collaborative response

Weaknesses

- Workforce sustainability pressures involving staffing, workload, wellness, recruitment, retention, and succession
- Limited proactive capacity because reactive demand reduces visibility, prevention, and relationship-building
- Inconsistent training, mentoring, coaching, and career pathways
- Aging technology and gaps in digital evidence, cybersecurity, and analytics
- Manual work, duplication, uneven communication, and limited planning capacity

Opportunities

- Expand proactive prevention, intelligence-led deployment, and alternative response
- Strengthen visible policing, communication, follow-up, and reporting of results
- Deepen youth engagement, early intervention, co-response, and referral pathways
- Improve technology, digital evidence, cyber capabilities, and online public access
- Optimize roles, measure outcomes, and strengthen multi-year planning

Threats

- Increasingly complex crime involving firearms, gangs, auto theft, drugs, cybercrime, and fraud
- Demand outpacing capacity and reducing proactive policing, investigative time, and responsiveness
- Mental health, addictions, and homelessness increasing police demand
- Fatigue, burnout, absenteeism, and employee retention risks
- Rising costs, aging infrastructure, cybersecurity threats, and uncertainty about organizational roles

Cross-Cutting Principles Identified

- Capacity should match commitments. New expectations for proactive policing, training, investigations, or engagement should identify the required staffing, technology, administrative, and financial capacity.
- The priorities are interdependent. Workforce, technology, and process constraints affect proactive time, investigations, training, wellness, and service quality.
- Partnerships require governance through clear roles, contacts, service expectations, information-sharing practices, and accountability.
- Population-specific priorities should remain visible, including Indigenous trust and cultural safety, gender-based violence, accessibility, youth, seniors, and other concentrated concerns.
- Performance measurements should combine policing output with outcomes, service experience, workforce sustainability, partnership results, and public trust.
- Consultation should close the loop by reporting what was heard, what was acted on, what was deferred or declined, and why.

7. Strategic Plan Themes and Goals

The engagement process identified five interconnected priorities that form the foundation of the strategic plan. Together, they create the **SERVE** acronym, which defines the plan's five goals:

- **S** – Safe and Connected Communities
- **E** – Effective and Modern Service Delivery

- **R** – Responsible Stewardship and Accountability
- **V** – Valued, Skilled and Supported People
- **E** – Engaged Partnerships and Public Trust

The HPSB commissioned the 2027–2030 Strategic Plan to establish a clear, evidence-based direction for policing in the community. The **SERVE** framework with its objectives and key actions connects public safety, organizational capacity, service modernization, public trust, financial stewardship, and measurable accountability within one integrated plan.

Section 2: SERVE – A Strategic Plan and Goal Framework

The **SERVE** acronym provides an organized five-goal structure for the 2027–2030 Strategic Plan:

- **S** – Safe and Connected Communities
- **E** – Effective and Modern Service Delivery
- **R** – Responsible Stewardship and Accountability
- **V** – Valued, Skilled and Supported People
- **E** – Engaged Partnerships and Public Trust

SERVE builds on the strengths of the HPS while responding to pressures identified through research, consultation, comparative analysis, and organizational review. It represents an evolution of previous planning: relevant priorities have been retained, while current evidence has sharpened the focus on serious and emerging crime, proactive capacity, workforce sustainability, technology, partnership governance, and implementation discipline.

Each goal is supported by specific objectives, and each objective has a strategy, key actions, and potential key performance indicators (KPIs). This structure connects the Board's direction with work that HPS can implement, measure, and report.

Hamilton Police Service Board's SERVE Strategic Plan

1. S – Safe and Connected Communities

Reduce harm through proactive policing, prevention and youth safety.

Why This Matters for the Community

Community safety and serious crime emerged as leading priorities throughout the community consultations. Participants emphasized violence, firearms, gangs, organized crime and drug activity. They also raised property crime, fraud and cybercrime; gender-based violence, human trafficking and hate crime; and road and youth safety. Across these concerns, participants called for more visible and proactive policing. This goal focuses resources on the crimes, offenders, victims and locations associated with the greatest risk while improving response, follow-up and prevention.

Objective 1.1 Reduce Serious Violent and Emerging Crime

Strategy

Focus enforcement, investigations and prevention on the highest-risk crimes, offenders and locations.

Key Actions

1. Target priority offences, offenders, victims and locations using intelligence and risk information.
2. Coordinate targeted investigations and enforcement initiatives for priority crime.
3. Launch targeted prevention and victim support initiatives in communities experiencing elevated risk.

Potential Key Performance Indicators

Key Action 1: Monitor trends in priority crime, repeat victimization and calls at high-harm locations.

Key Action 2: Monitor case timeliness and clearance rates for priority offences.

Key Action 3: Track the reach and outcomes of prevention and victim support initiatives in high-risk communities.

Objective 1.2 Increase Visible, Proactive and Responsive Policing

Strategy

Deploy resources where demand and community concern are greatest while improving visibility, response and follow-up.

Key Actions

1. Develop priority-area patrol plans using crime data, calls for service and community input.
2. Establish expectations for proactive policing and neighbourhood problem-solving.
3. Monitor service standards for response, communication, follow-up and case closure.

Potential Key Performance Indicators

Key Action 1: Track patrol-plan implementation, police visibility and proactive time in priority areas.

Key Action 2: Track compliance with proactive-policing expectations and neighbourhood problems addressed.

Key Action 3: Report performance against response, communication, follow-up and case-closure standards.

Objective 1.3 Strengthen Youth Safety and Positive Engagement

Strategy

Work with youth, families, schools and community partners to prevent harm, support early intervention and build trust.

Key Actions

1. Co-design youth engagement initiatives with youth, families, schools and community partners.
2. Expand youth diversion and early-intervention programs.
3. Coordinate support, referral and enforcement pathways for youth at elevated risk.

Potential Key Performance Indicators

Key Action 1: Track co-designed youth initiatives, participation and partner feedback.

Key Action 2: Monitor participation, completion and re-contact rates for youth diversion and early intervention.

Key Action 3: Monitor timely follow-up and appropriate pathways for high-risk youth referrals.

2. E – Effective and Modern Service Delivery

Modernize service through technology, efficient processes and appropriate roles.

Why This Matters for the Community

Consultation findings identified technology, digital evidence, administrative workload and service access as important areas for improvement. Aging systems, manual work, duplication and increasing digital demands can reduce the time available for frontline and investigative work. This goal supports secure technology, stronger investigative capacity and clearer service pathways so HPS can deliver timely and efficient service.

Objective 2.1 Modernize Technology, Data and Public Access

Strategy

Use secure and integrated technology to improve operations, public access and decision-making.

Key Actions

1. Implement a multi-year technology and data roadmap covering core systems, integration, cybersecurity and responsible technology use.
2. Expand accessible online reporting, callback, case information and public data services based on user needs and demand.
3. Deploy priority mobile and digital tools with appropriate training and support and measure their adoption and benefits.

Potential Key Performance Indicators

Key Action 1: Track roadmap milestones, system integration, reliability and cybersecurity performance.

Key Action 2: Monitor the use and accessibility of online and callback services and user satisfaction with them.

Key Action 3: Track training, adoption and operational benefits of mobile and digital tools.

Objective 2.2 Strengthen Investigative and Digital Evidence Capacity

Strategy

Build the specialist expertise and systems required to support timely and effective investigations.

Key Actions

1. **Strengthen investigative, technical, and analytical capacity** to support complex and evolving investigative needs.
2. **Improve digital evidence, disclosure and case-preparation processes** through appropriate technology, workflow modernization, and service-delivery improvements.
3. **Establish appropriate performance expectations and monitoring practices** to support timely, effective, and sustainable investigative services.

Potential Key Performance Indicators

Key Action 1: Monitor investigative, technical, and analytical capacity, including service availability, workload pressures, continuity, and the ability to meet identified investigative needs.

Key Action 2: Track digital-evidence, disclosure and case-preparation processing times, backlogs and service improvements resulting from technology or workflow modernization.

Key Action 3: Monitor investigative caseloads, backlogs, turnaround times, and performance against established service expectations.

Objective 2.3 Optimize Roles, Processes and Service Routing

Strategy

Assign work to the appropriate resource and reduce administrative burden to preserve police capacity.

Key Actions

1. **Review service-delivery functions and responsibilities** to identify opportunities to better align work with appropriate resources, expertise, authority, risk, service quality, and value.

2. **Identify opportunities to optimize role and resource allocation** to support effective service delivery and preserve police capacity for core and priority responsibilities.
3. **Identify opportunities to streamline, redesign, and automate high-volume workflows** to reduce duplication, delays, and administrative burden.
4. **Review service-routing and triage approaches** to improve how demand is directed to the most appropriate response or service pathway.

Potential Key Performance Indicators

Key Action 1: Track service-delivery functions reviewed, and the opportunities identified to improve role alignment, service quality, efficiency, and value.

Key Action 2: Monitor role and resource optimization initiatives and measure resulting changes in capacity available for core and priority policing responsibilities.

Key Action 3: Measure reductions in processing time, duplicate steps, delays, manual effort, and administrative workload following approved workflow improvements.

Key Action 4: Monitor service-routing and triage effectiveness, including appropriate routing, service quality, repeat demand, and impacts on police capacity.

3. R – Responsible Stewardship and Accountability

Align resources, performance and public accountability.

Why This Matters for the Community

The Strategic Plan will require disciplined implementation and clear connections between priorities, resources and results. Consultation findings also highlighted rising costs, aging infrastructure and the need for stronger planning and public reporting. This goal gives each commitment clear ownership and measures while supporting sustainable operating, capital and asset decisions.

Objective 3.1 Strengthen Financial Sustainability and Strategic Investment

Strategy

Connect strategic priorities with sustainable operating, capital and asset planning.

Key Actions

1. Align strategic priorities with multi-year forecasts, life-cycle costs and structural financial pressures.
2. Maintain a risk-based long-term plan for facilities, fleet, technology and equipment.
3. Strengthen financial analysis, automation, grant opportunities and partnership funding options.

Potential Key Performance Indicators

Key Action 1: Monitor funding for strategic priorities, budget variances and forecast accuracy.

Key Action 2: Track asset plan milestones and priority assets covered by current life-cycle plans.

Key Action 3: Track financial process improvements and external funding secured.

Objective 3.2 Strengthen Implementation Accountability

Strategy

Give every strategic commitment clear ownership, resources, timelines and measures.

Key Actions

1. Translate the Strategic Plan into annual business plans with accountable owners, resources, risks, timelines and targets.

2. Review performance regularly and track corrective action for initiatives that are delayed or off track.

3. Complete capacity assessments before major commitments proceed.

Potential Key Performance Indicators

Key Action 1: Track commitments with complete business plans and milestones delivered on schedule.

Key Action 2: Track performance reviews and completion of corrective actions for off-track initiatives.

Key Action 3: Track major commitments supported by a capacity assessment before approval.

Objective 3.3 Strengthen Transparency and Public Reporting

Strategy

Provide clear public information on progress, results, resources and commitments.

Key Actions

1. Report publicly on **SERVE** progress, results, investments, outcomes and significant variances.

2. Report what HPS heard through engagement, the decisions made and progress on public commitments.

3. Establish outcome measures, baselines, targets and reliable data sources.

Potential Key Performance Indicators

Key Action 1: Track timely public reporting on **SERVE** results, investments, outcomes and variances.

Key Action 2: Track consultation commitments for which public updates on decisions and progress have been provided.

Key Action 3: Track indicators with approved baselines, targets, owners and data sources.

4. V – Valued, Skilled and Supported People

Build a skilled, healthy and sustainable workforce.

Why This Matters for the Community

A committed workforce is a recognized PS strength, but consultations also identified staffing, workload, wellness, recruitment, retention and succession pressures. Employees called for consistent training, stronger leadership development, fair opportunities and clearer communication. This goal supports the workforce capacity, skills and workplace conditions required for reliable service now and in the future.

Objective 4.1 Build a Sustainable Workforce

Strategy

Align staffing, deployment, recruitment and succession with service demand and future needs.

Key Actions

1. Implement a workforce and deployment plan using workload, calls for service, deployable strength, service standards and projected demand.
2. Implement a multi-year recruitment and retention plan focused on priority gaps, labour markets and organizational risks.
3. Develop succession and knowledge transfer plans for critical roles.

Potential Key Performance Indicators

Key Action 1: Monitor deployable staffing, workload alignment and workforce plan milestones.

Key Action 2: Track recruitment plan milestones, vacancies, applicants, hiring, retention and turnover.

Key Action 3: Track critical roles with current succession plans and identified successors.

Objective 4.2 Develop Skilled People and Strong Leaders

Strategy

Provide the training, leadership development and career pathways employees need to succeed.

Key Actions

1. Protect time for role-specific operational, investigative, technical, legal, leadership and community-service training.
2. Develop structured leadership, mentoring and coaching pathways for current and emerging leaders.
3. Create transparent career-development pathways for sworn, civilian and Special Constable employees.

Potential Key Performance Indicators

Key Action 1: Track protected training time and completion by function and employee group.

Key Action 2: Track participation in and completion of leadership development, along with succession readiness.

Key Action 3: Track documented career pathways and employees' awareness of and access to them.

Objective 4.3 Strengthen Wellness Culture and Employee Engagement

Strategy

Create a healthy and respectful workplace with sustainable workloads and strong employee support.

Key Actions

1. Monitor workload, overtime, scheduling, leave and trauma exposure to identify and address fatigue and wellness risks early.
2. Strengthen psychological health, employee support and reintegration services for early intervention and sustainable return to work.
3. Establish clear standards for leadership communication, employee input, fair opportunities, inclusion, recognition and accountability.

Potential Key Performance Indicators

Key Action 1: Monitor workload, overtime, leave, trauma exposure and fatigue risks, and record the actions taken.

Key Action 2: Track access to employee supports and sustainable return-to-work outcomes.

Key Action 3: Monitor employee experience results and actions completed in response to feedback.

5. E – Engaged Partnerships and Public Trust

Strengthen trust through partnerships, inclusive service and communication.

Why This Matters for the Community

Public confidence and established partnerships provide a strong foundation for HPS. At the same time, consultations called for clearer communication, better follow-up, culturally safe service and more coordinated responses to mental health, addictions, homelessness and other complex needs. This goal strengthens relationships and helps ensure that residents receive an appropriate response from police or the appropriate community partner.

Objective 5.1 Strengthen Coordinated Responses to Complex Community Needs

Strategy

Work with partners to provide the right response while preserving police capacity for matters requiring police authority.

Key Actions

1. Implement clear police, co-response and non-police response pathways.
2. Strengthen crisis referral, warm transfer, after-hours and follow-up pathways.
3. Formalize partner roles, service expectations, information-sharing practices and accountability.
4. Coordinate enforcement with health, housing, addictions and outreach responses.

Potential Key Performance Indicators

Key Action 1: Monitor eligible calls routed appropriately and related repeat demand.

Key Action 2: Track timely crisis referrals, warm transfers, after-hours connections and follow-up.

Key Action 3: Track current partner protocols and partner satisfaction with roles and accountability.

Key Action 4: Track the reach and outcomes of coordinated enforcement and community response initiatives.

Objective 5.2 Build Trust Through Inclusive and Respectful Service

Strategy

Provide fair, respectful, trauma-informed, culturally responsive and accessible policing.

Key Actions

1. Embed dignity, empathy, fairness and trauma-informed communication in service delivery.
2. Strengthen Indigenous relationships through stable contacts, ongoing engagement and clear referral pathways.
3. Sustain dedicated relationships and shared priorities with diverse communities.
4. Improve accessibility, language services and culturally responsive referrals.

Potential Key Performance Indicators

Key Action 1: Monitor community feedback on respectful service, completion of trauma-informed training and related service improvements.

Key Action 2: Track Indigenous engagement, progress on shared priorities and use of referral pathways.

Key Action 3: Track engagement with diverse communities and progress on shared priorities.

Key Action 4: Monitor the availability, use and timeliness of accessibility supports, language services and culturally responsive referrals.

Objective 5.3 Strengthen Partnerships, Communication and Community Engagement

Strategy

Build lasting partnerships and show how community input influences policing decisions.

Key Actions

1. Establish formal partnership tables and agreements with priority municipal, institutional, school and community partners.
2. Maintain stable contacts, clear roles, joint work plans, escalation processes and shared outcome measures.
3. Provide timely, plain-language, accessible and multilingual information about public safety and HPS services and responsibilities.

4. Maintain recurring community engagement and document how feedback influences priorities, services and decisions.

Potential Key Performance Indicators

Key Action 1: Track priority partnerships supported by an active table or current agreement.

Key Action 2: Track priority partnerships with current governance arrangements and shared outcome measures.

Key Action 3: Monitor the reach and accessibility of public information and public understanding of PS services.

Key Action 4: Track participation in recurring engagement and document how feedback influenced priorities, services or decisions.

Appendix A: Strategic Plan Implementation and Performance Monitoring Framework

Implementation Plan

The HPSB has developed a Strategic Plan that recognizes the unique role of the HPS while addressing the priorities expressed by both the community and members of the Service. This plan reflects the Board's vision of ensuring efficient and effective management, fostering innovation and transparency, and strengthening collaboration with community organizations in the delivery of policing services.

Successful execution of the Strategic Plan requires a comprehensive Implementation Plan supported by a structured approach to monitoring progress and evaluating results. The Implementation Plan translates strategic priorities into clear operational actions while providing a systematic framework for tracking progress toward established objectives.

The Implementation Plan outlines the deliverables necessary to implement and achieve the Strategic Plan. At the strategic level, it clarifies how each objective contributes to the broader vision and how objectives align with and support one another. At the operational level, it identifies specific activities, expected outcomes, quantitative and qualitative performance measures, and anticipated timelines for completion.

A key function of the Implementation Plan is to establish accountability across the organization. Once finalized by HPS, the plan will assign responsibility for specific activities to individuals or units within the Service and establish reporting frequencies for progress. This distributed approach to executing the Strategic Plan supports effective resource management while promoting organizational awareness, engagement, and shared ownership of its objectives.

The HPS and the HPSB will jointly oversee the rollout, communication, and measurement of progress throughout the term of the plan. The Chief of Police will be accountable for executing the Strategic Plan, assuming the necessary resources are available, while the Board will maintain oversight of implementation and performance. All reporting and performance management processes will flow through the established chain of command to the Chief of Police, who will report to the Board to ensure transparency, accountability, and effective governance.

Recommendations for Implementation and Monitoring

The successful implementation of the Strategic Plan is fundamentally dependent on the alignment of organizational resources with strategic priorities. While the Plan establishes a

clear, evidence-based roadmap for the Police Service, its effectiveness will ultimately be determined by the Service's ability to allocate the necessary financial and human resources to support implementation.

Implementation should not be viewed as an extension of existing duties, but rather as a structured and resourced organizational priority. Without dedicated funding and resource allocation, there is a significant risk that key initiatives will be delayed, deprioritized, or inconsistently executed across the organization.

To support the effective rollout and monitoring of the Strategic Plan, the following actions are recommended:

1. Align the annual budgeting process with the Strategic Plan, ensuring that sufficient funding and resources are allocated.
2. Assign dedicated personnel responsible for implementation.
3. Use project management and coordination functions.
4. Confirm the governance structure and executive sponsorship to ensure clear leadership, accountability, and oversight throughout implementation.
5. Conduct an operational planning workshop to translate strategic objectives into actionable initiatives and assign responsibilities across the organization.
6. Launch a performance dashboard and KPI reporting cycle to regularly track progress, monitor outcomes, and support evidence-based decision-making.
7. Prioritize early wins and foundational enablers to build organizational momentum and support long-term implementation success.
8. Apply change management and risk management practices to support staff engagement, mitigate implementation challenges, and ensure sustainable progress.

Monitoring Framework

The following is an example of a Gantt chart intended as a guide for executing the HPSB 2027–2030 Strategic Plan. The chart sets out the five overarching **strategic goals** and their related **objectives** and **activities**. Each objective includes recommended **success metrics** and a proposed **timeline** for completion. Essential to executing the Strategic Plan is establishing **accountability** by assigning individuals to each activity and defining the frequency for **reporting** on progress, success, and ongoing effectiveness. A digital copy of this worksheet will be provided to the HPSB and HPS for this purpose.

Hamilton Police Service Board SERVE Strategic Plan 2027-2030																						
Objective and Strategy		Key Actions	Q4, 2026	Q1, 2027	Q2, 2027	Q3, 2027	Q4, 2027	Q1, 2028	Q2, 2028	Q3, 2028	Q4, 2028	Q1, 2029	Q2, 2029	Q3, 2029	Q4, 2029	Q1, 2030	Q2, 2030	Potential Key Performance Indicators	Accountability	Reporting Period	Status
Priority 1 – S – Safe and Connected Communities		Goal: Reduce harm through proactive policing, prevention and youth																			
Objective 1.1: Reduce Serious Violent and Emerging Crime Strategy Focus enforcement, investigations and prevention on the highest-risk crimes, offenders and locations.	1	Target priority offences, offenders, victims and locations using intelligence and risk information.																Monitor trends in priority crime, repeat victimization and calls at high-harm locations.			
	2	Coordinate targeted investigations and enforcement initiatives for priority crime.																Monitor case timeliness and clearance rates for priority offences.			
	3	Launch targeted prevention and victim support initiatives in communities experiencing elevated risk.																Track the reach and outcomes of prevention and victim support initiatives in high-risk communities.			

NOTE: *The reporting frequency and completion timelines contained in this chart and in the corresponding implementation schedule are recommendations only and will require review and approval by the HPS and the HPSB*.

Strategic Plan Rollout

A carefully designed rollout of the Strategic Plan ensures that all relevant parties, including HPS members, stakeholders who contributed to the development of the plan, and the broader community, are appropriately informed. The rollout plan also outlines the sequence in which different audiences should be introduced to the Strategic Plan to maximize engagement, understanding, and support.

Phase 1 – Rollout to HPS Members

Effective communication is essential when introducing a strategic plan internally. An internal rollout should promote engagement, encourage buy-in, and ensure that all members of the Service understand the objectives and expected outcomes of the plan.

Key elements of the internal rollout include:

1. **Align the Leadership Team**
   The leadership team should be fully familiar with the Strategic Plan and unified in its messaging before introducing it to all Service members. Leaders should clearly understand the plan's key goals, objectives, and intended outcomes to communicate its importance effectively.
2. **Inform the Police Association**
   The Police Association should be provided with advance awareness of the plan's objectives, implementation strategy, intended outcomes, and timelines.
3. **Internal Announcement**
   Service-wide meetings, presentations, or town hall–style events should be organized to formally introduce the Strategic Plan to all members. These sessions should highlight the plan's significance and its anticipated benefits for the community, the Service, and

its members. The use of internal PS technology platforms to share and monitor the plan is also recommended.

4. **Cascading Communication**
   A structured communication cascade should be established to ensure that supervisors and managers communicate the Strategic Plan effectively within their respective units. This may include smaller meetings, workshops, or individual discussions that allow members to ask questions and better understand how their roles support the plan. This stage should also include assigning responsibility for specific activities to the appropriate member or organizational unit.

Phase 2 – Rollout to Community Stakeholders

The HPS engaged with numerous community stakeholders during the development of the Strategic Plan. Ensuring that these stakeholders receive feedback on how their contributions influenced the final plan is critical to maintaining trust and collaboration.

This phase may include hosting a town hall–style event led by the HPSB to present the Strategic Plan, highlight how stakeholder input shaped its objectives, and reinforce the importance of continued partnership with community organizations.

Phase 3 – Rollout to Municipal Council and City Staff

City Council has identified implementation of the Community Safety and Well-Being (CSWB) Plan as a priority for the 2022–2027 term. Therefore, Council and City staff have a vested interest in understanding how the Strategic Plan aligns with Council priorities and the objectives of the CSWB Plan.

This phase of the rollout will provide Council and key City staff with an overview of the Strategic Plan's goals, priorities, and timelines. It may begin with a formal presentation to Council, followed by meetings with key City staff members coordinated by the City Manager.

Phase 4 – Rollout to the Community

Ultimately, the Strategic Plan is intended to enhance the delivery of policing services to the community. It is therefore important that members of the public have access to information about the plan's objectives, anticipated benefits, and impact on community safety and service delivery.

Public communication may include press releases, social media updates, information published on the Service's website, and community meetings hosted by the HPSB. These

efforts will help ensure transparency, promote community awareness, and reinforce public confidence in the direction of the Police Service.

Appendix B: Environmental Scan

Introduction

Purpose of an Environmental Scan in Strategic Planning

An environmental scan is a foundational component of strategic planning that systematically examines the internal and external factors affecting an organization, municipality, police service, or public agency. It provides decision-makers with evidence-based insights regarding demographic, economic, social, technological, political, and environmental trends that may influence future operations, service delivery, and resource allocation.

Environmental scans help organizations:

- Understand current and emerging community needs.
- Identify risks, opportunities, and service pressures.
- Support evidence-based decision-making.
- Inform strategic priorities and goal setting.
- Improve organizational responsiveness and adaptability.
- Align services with changing demographic and socio-economic realities.
- Anticipate future demand for programs, infrastructure, and staffing.
- Enhance accountability and transparency through data-driven planning.

For municipalities, public-sector organizations, and police services, environmental scans are particularly valuable because they provide a comprehensive picture of the communities served and help ensure that resources are directed toward areas of greatest need.

Benefits of Environmental Scanning

Strategic Benefits

- Supports long-term planning and sustainability.
- Identifies emerging trends before they become critical issues.
- Improves risk management and organizational preparedness.
- Helps prioritize investments and resource allocation.
- Strengthens strategic alignment between organizational objectives and community needs.

Operational Benefits

- Improves forecasting of service demand.
- Supports workforce and succession planning.
- Identifies infrastructure and facility requirements.
- Helps evaluate program effectiveness and service gaps.
- Enhances inter-agency collaboration.

Community Benefits

- Encourages inclusive and equitable service delivery.
- Supports culturally responsive planning.
- Identifies vulnerable populations and priority needs.
- Strengthens community engagement initiatives.
- Improves quality of life outcomes through targeted interventions.

Summary

This report provides a summary of demographic and socio-economic conditions within the City of Hamilton. The scan examines population growth, demographic composition, immigration patterns, socio-economic conditions, housing affordability, education, workforce characteristics, and social determinants of health.

The city is one of Ontario's fastest-growing urban centres, with a population of 569,353 residents in 2021 and approximately 785,000 residents within the Census Metropolitan Area (CMA). Historically known as a manufacturing and industrial centre, the city has evolved into a diversified economy supported by healthcare, education, advanced manufacturing, logistics, retail, and professional services.

Population growth, increasing cultural diversity, an aging population, housing affordability pressures, and widening socio-economic disparities are shaping municipal planning and service delivery requirements. These trends present both opportunities and challenges for future community development and strategic decision-making.

1. Community Demographics and Population

1.1 Population Growth

Population (2021 Census): 569,353

Population (2016 Census): 536,917

Population Growth (2016–2021): 6.0%

CMA Population (2021): Approximately 785,000

Growth Drivers:

- International immigration
- Interprovincial migration
- Greater Toronto Area population spillover
- Economic and employment opportunities

Key Implications

- Increased demand for housing and infrastructure.
- Growing pressure on transportation systems.
- Increased demand for healthcare and social services.
- Need for continued urban intensification and development.

1.2 Age Distribution

The community's population continues to age, reflecting broader provincial and national demographic trends.

Age Group	Percentage
Under 15 Years	16%
15–64 Years	65%
65+ Years	19%

Key Implications

- Increased healthcare utilization.
- Growing demand for senior services.
- Labour force replacement challenges.
- Need for accessible housing and transportation options.

1.3 Immigration and Cultural Diversity

Immigration remains one of the primary drivers of the community's population growth and labour force sustainability.

Population Diversity

Indicator	Population	Percentage
Immigrants	~141,000	24.8%
Visible Minority Population	~142,000	25.0%
Indigenous Population	~15,500	2.7%
Non-Immigrant Population	~428,000	75.2%

Largest Visible Minority Groups

Community	Population
South Asian	~38,000
Black	~27,000
Arab	~18,000
Chinese	~16,000
Filipino	~11,000
Latin American	~8,000

Key Implications

- Increased demand for newcomer and settlement services.
- Greater need for multilingual communications.
- Expansion of culturally responsive programs.
- Opportunities to strengthen community inclusion and engagement.

1.4 Language Characteristics

Language Spoken Most Often at Home

Language Category	Population
English	469,285
French	2,170
Non-Official Languages	70,340

Most Common Non-Official Languages:

- Arabic

- Punjabi
- Urdu
- Spanish
- Italian
- Tagalog
- Mandarin
- Cantonese
- Polish
- Portuguese

Mother Tongue

Mother Tongue	Population
English	423,410
French	1,415
Non-Official Languages	35,655
Multiple Languages	100,000+

Key Demographic Considerations

- Continued growth in cultural diversity.
- Increased need for interpretation and translation services.
- Greater diversity within schools and youth populations.
- Growing demand for culturally appropriate health and social services.

2. Economic and Socio-Economic Conditions

2.1 Employment and Economic Structure

The city has transitioned from a manufacturing-based economy to a diversified regional economy.

Major Employment Sectors

1. Health Care and Social Assistance
2. Retail Trade
3. Manufacturing

These sectors account for approximately 40% of regional employment.

Employment:

- Approximately 358,350 employed residents.

Economic Strengths

- Strong healthcare sector.
- Major educational institutions.
- Strategic transportation corridor location.
- Growing innovation and life sciences sectors.

Key Employers and Institutions

- Hamilton Health Sciences
- St. Joseph's Healthcare Hamilton
- McMaster University
- Mohawk College

Economic Challenges

- Skilled labour shortages.
- Manufacturing restructuring.
- Workforce aging.
- Competition for talent.

2.2 Income and Economic Well-Being

The community generates approximately $48 billion in household and business income.

Average Income Per Resident:

Approximately $61,400

Socio-Economic Characteristics

The community experiences significant neighbourhood-level disparities in income, housing, and social outcomes.

Geographic Inequality

Lower City:

- Lower average household incomes.
- Higher rates of social vulnerability.
- Greater reliance on social services.

Mountain and Suburban Areas:

- Higher household incomes.
- Higher homeownership rates.
- Greater housing stability.

Key Implications

- Concentrated poverty in some neighbourhoods.
- Unequal health outcomes.
- Need for targeted community development initiatives.
- Increased demand for social supports.

3. Housing and Affordability

Housing affordability represents one of the community's most significant socio-economic challenges.

Housing Conditions

Occupied Dwellings (2021):

Approximately 222,000

Current Challenges

- Rapid population growth.
- Escalating housing prices.
- Rising rental costs.
- Insufficient affordable housing supply.
- Increased homelessness.

Housing Trends

- Construction activity has accelerated.

- Demand continues to exceed supply.
- Affordable and supportive housing shortages persist.

Homelessness

The city continues to experience growing demand for:

- Emergency shelters.
- Transitional housing.
- Supportive housing.
- Housing stability programs.

Key Implications

- Increased pressure on social services.
- Housing insecurity among low- and moderate-income households.
- Workforce attraction and retention challenges.
- Rising demand for affordable housing investments.

4. Education and Human Capital

The community benefits from one of Ontario's strongest post-secondary education ecosystems.

Major Institutions

McMaster University

Supports:

- Research and innovation.
- Healthcare education.
- Life sciences development.
- Knowledge economy growth.

Mohawk College

Supports:

- Skilled trades training.

- Workforce development.
- Technology and healthcare programs.
- Applied research initiatives.

Key Implications

- Strong talent pipeline.
- Economic diversification opportunities.
- Attraction of knowledge-sector employers.
- Innovation-led growth potential.

5. Social Determinants of Health

Several social and economic factors continue to influence community well-being.

Community Strengths

- Extensive healthcare infrastructure.
- Strong community service sector.
- Diverse neighbourhoods.
- Established social support networks.

Community Challenges

- Housing affordability.
- Income inequality.
- Mental health pressures.
- Substance use challenges.
- Transportation barriers.
- Aging population.

Key Implications

- Increased demand for integrated service delivery.
- Need for preventative social interventions.
- Greater focus on vulnerable populations.
- Increased pressure on healthcare systems.

6. Emerging Trends and Strategic Outlook (2026)

Trend	Potential Impact
Population Growth	Increased infrastructure and service demand
Aging Population	Greater healthcare and senior service requirements
Immigration Growth	Workforce renewal and increased diversity
Housing Affordability Crisis	Increased social vulnerability and homelessness
Economic Diversification	Expanded employment opportunities
Urban Intensification	Increased density and transit demand
Workforce Shortages	Labour market pressures

7. SWOT Analysis

Strengths

- Strategic GTA-adjacent location.
- Diversified economy.
- Strong healthcare sector.
- Strong post-secondary institutions.
- Growing and diverse population.

Weaknesses

- Housing affordability challenges.
- Aging population.
- Income inequality.
- Homelessness pressures.
- Infrastructure capacity constraints.

Opportunities

- Immigration-driven workforce growth.
- Transit-oriented development.
- Life sciences and innovation sector expansion.
- Affordable housing investment.
- Downtown revitalization.

Threats

- Rising cost of living.

- Labour shortages.
- Infrastructure pressures.
- Housing supply constraints.
- Economic uncertainty.

8. Strategic Planning Implications

The environmental scan identifies several priority considerations for future strategic planning as follows:

Growth Management

- Plan for continued population growth.
- Expand infrastructure capacity.
- Support sustainable urban development.

Housing and Social Well-Being

- Increase affordable and supportive housing.
- Address homelessness and housing insecurity.
- Improve social service coordination.

Workforce Development

- Address labour shortages.
- Strengthen newcomer workforce integration.
- Support skills development and retention.

Community Inclusion

- Enhance multicultural engagement.
- Improve accessibility and equity initiatives.
- Expand culturally responsive services.

Health and Aging

- Increase age-friendly planning.
- Expand healthcare capacity.
- Improve transportation accessibility for seniors.

9. Key Strategic Issues for Consideration (2027–2030)

The purpose of identifying key strategic issues is to translate environmental scan findings into actionable priorities that can guide future planning, resource allocation, policy development, and organizational decision-making. These issues represent the most significant external and internal factors likely to influence the city's long-term sustainability, quality of life, and service delivery needs over the 2027–2030 plan period.

9.1 Managing Growth and Infrastructure Capacity

The city continues to experience sustained population growth driven by immigration, interprovincial migration, and its proximity to the Greater Toronto Area. While growth creates economic opportunities, it also places increasing pressure on municipal infrastructure, transportation networks, utilities, recreational facilities, healthcare services, and community amenities.

Strategic Considerations

- Balancing growth with infrastructure investment.
- Managing urban intensification and suburban expansion.
- Expanding transit capacity and connectivity.
- Maintaining quality of life while accommodating increased density.
- Ensuring infrastructure renewal keeps pace with population growth.

Potential Risks

- Service delivery gaps.
- Infrastructure deficits.
- Traffic congestion and transportation inefficiencies.
- Reduced community satisfaction.

9.2 Housing Affordability and Homelessness

Housing affordability remains one of the city's most pressing challenges. Escalating housing prices, rising rents, limited affordable housing supply, and increasing homelessness have significant implications for social well-being, workforce attraction, public health, and economic development.

Strategic Considerations

- Expanding affordable and supportive housing options.
- Strengthening homelessness prevention strategies.
- Supporting housing stability for vulnerable populations.
- Encouraging mixed-income and transit-oriented development.
- Enhancing partnerships with housing providers and community agencies.

Potential Risks

- Increased homelessness.
- Greater demand on emergency and social services.
- Difficulty attracting and retaining workers.
- Rising social inequities.

9.3 Workforce Development and Labour Market Sustainability

The community's aging workforce and ongoing labour shortages in healthcare, skilled trades, social services, and technology sectors present growing economic challenges. Immigration will play a critical role in supporting labour force growth and economic competitiveness.

Strategic Considerations

- Supporting workforce attraction and retention.
- Expanding skills training and workforce development initiatives.
- Strengthening partnerships with educational institutions.
- Improving newcomer employment integration.
- Addressing succession planning challenges in key sectors.

Potential Risks

- Labour shortages.
- Reduced economic competitiveness.
- Service delivery disruptions.
- Slower economic growth.

9.4 Aging Population and Healthcare Demand

The proportion of community residents aged 65 and older continues to increase, creating greater demand for healthcare, long-term care, housing supports, transportation services, and age-friendly community planning.

Strategic Considerations

- Expanding age-friendly policies and programs.
- Supporting healthy aging initiatives.
- Increasing accessibility across municipal services and facilities.
- Enhancing senior housing options.
- Collaborating with healthcare providers to address service demands.

Potential Risks

- Increased healthcare system pressures.
- Service accessibility challenges.
- Social isolation among seniors.
- Growing demand for specialized supports.

9.5 Equity, Inclusion, and Community Well-Being

The city is becoming increasingly diverse through immigration and demographic change. Ensuring equitable access to services and opportunities will be critical to fostering social cohesion and community well-being.

Strategic Considerations

- Advancing diversity, equity, and inclusion initiatives.
- Expanding culturally responsive services.
- Improving multilingual communications.
- Enhancing newcomer settlement supports.
- Strengthening community engagement and participation.

Potential Risks

- Barriers to service access.

- Social exclusion.
- Reduced civic engagement.
- Unequal outcomes among population groups.

9.6 Addressing Income Inequality and Social Vulnerability

Significant socio-economic disparities continue to exist between neighbourhoods in the city. Income inequality contributes to differences in health outcomes, educational attainment, housing stability, and overall quality of life.

Strategic Considerations

- Supporting neighbourhood-based community development.
- Enhancing access to social services and supports.
- Addressing poverty and food insecurity.
- Improving economic mobility and employment opportunities.
- Strengthening cross-sector partnerships to address root causes of vulnerability.

Potential Risks

- Increased social service demand.
- Worsening health outcomes.
- Higher levels of poverty and social exclusion.
- Greater strain on community agencies.

9.7 Transportation, Mobility, and Connectivity

Population growth and urban intensification are increasing demand for transportation infrastructure and mobility options. Accessible and efficient transportation is essential for economic growth, environmental sustainability, and equitable access to services.

Strategic Considerations

- Expanding public transit capacity.
- Supporting active transportation networks.
- Improving regional connectivity.
- Reducing transportation barriers for vulnerable populations.
- Integrating transportation planning with housing and employment growth.

Potential Risks

- Traffic congestion.
- Reduced accessibility.
- Economic inefficiencies.
- Environmental impacts.

9.8 Economic Diversification and Innovation

The city's economy has successfully diversified beyond its traditional industrial base; however, continued investment in innovation, technology, healthcare, education, and life sciences will be essential to maintaining economic resilience.

Strategic Considerations

- Supporting innovation and entrepreneurship.
- Leveraging research and post-secondary institutions.
- Attracting investment and talent.
- Expanding life sciences and technology sectors.
- Encouraging business growth and competitiveness.

Potential Risks

- Economic stagnation.
- Loss of talent to larger urban centres.
- Reduced investment attraction.
- Increased vulnerability to economic downturns.

Summary of Key Strategic Issues

Strategic Issue	Priority Impact
Growth Management and Infrastructure	High
Housing Affordability and Homelessness	High
Workforce Development and Labour Supply	High
Aging Population and Healthcare Demand	High
Equity, Inclusion, and Diversity	Medium-High
Income Inequality and Social Vulnerability	High
Transportation and Mobility	Medium-High

Strategic Issue	Priority Impact
Economic Diversification and Innovation	Medium-High

Strategic Planning Implication

Collectively, these issues suggest that the city's future success will depend on balancing rapid growth with social equity, housing affordability, infrastructure investment, workforce development, and community well-being. Addressing these interconnected challenges through coordinated planning and cross-sector collaboration will position the city to remain resilient, inclusive, and economically competitive over the 2027–2030 plan period and beyond.

Conclusion

The city is undergoing significant demographic, economic, and social transformation. Continued population growth, increasing immigration, economic diversification, and strong institutional assets position the city for long-term success. At the same time, housing affordability, income inequality, homelessness, workforce shortages, and population aging present substantial challenges.

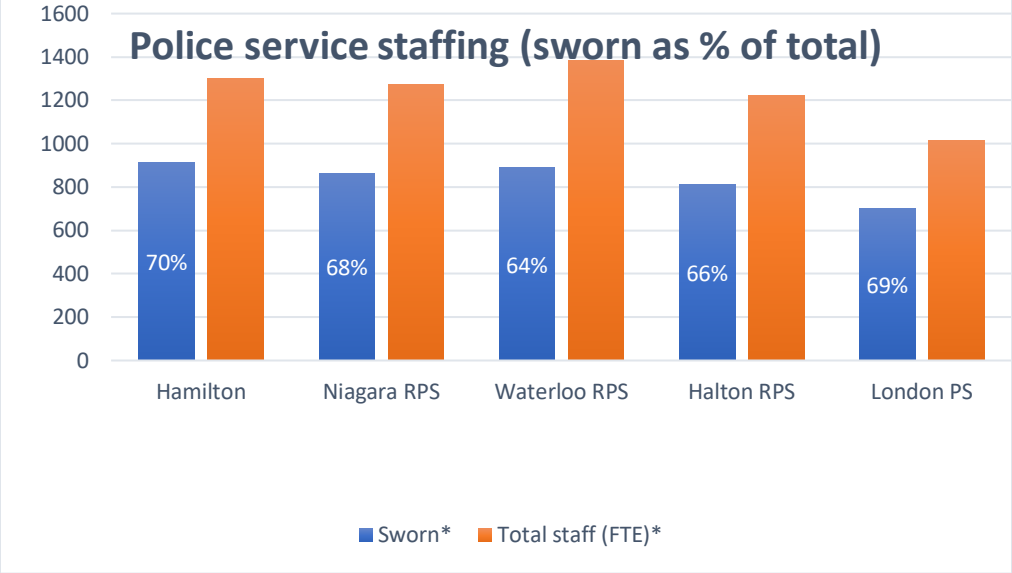
The findings of this environmental scan provide an evidence-based foundation for strategic planning, helping decision-makers identify priorities, allocate resources effectively, and develop policies that support sustainable growth, community well-being, and long-term organizational success.

Community Comparison Charts: 2021 Census Population Statistics and Publicly Available Approved 2025 or 2026 Budgets

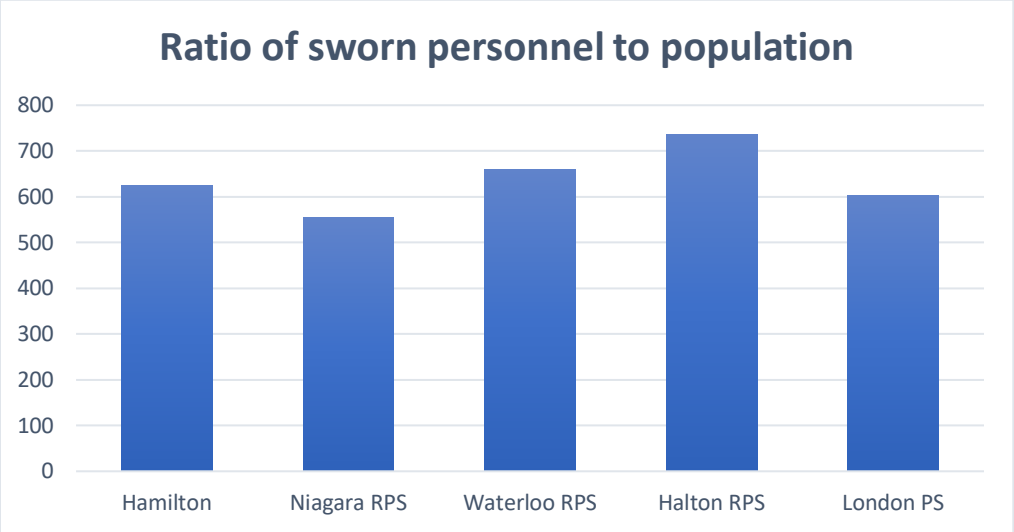
The following community comparison charts summarize police staffing, sworn personnel, expenditures, calls for service, crime rates and the Violent Crime Severity Index. The source data are from the 2021 Census of Canada and publicly available approved 2025 or 2026 budgets. Each chart should be accompanied by a concise text summary of its principal values, comparison and conclusion so that the information is available without relying on the visual alone.

**Note: WRPS 2025 budget includes Interfund transfers (Reserves), and unable to determine if building capital is included in Total Expenditures. HRPS Sworn and civilian member data was extracted from the HRPSA website. HRPS budget reflects the 2026 authorized budget from the 10 Dec. 2025 Halton Regional Council meeting.*

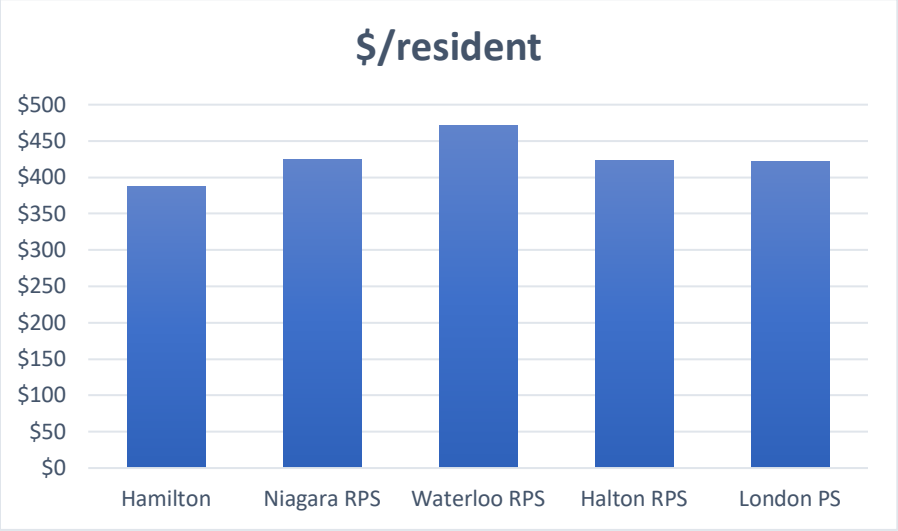
Police Service Staffing/ Sworn vs Total Staff



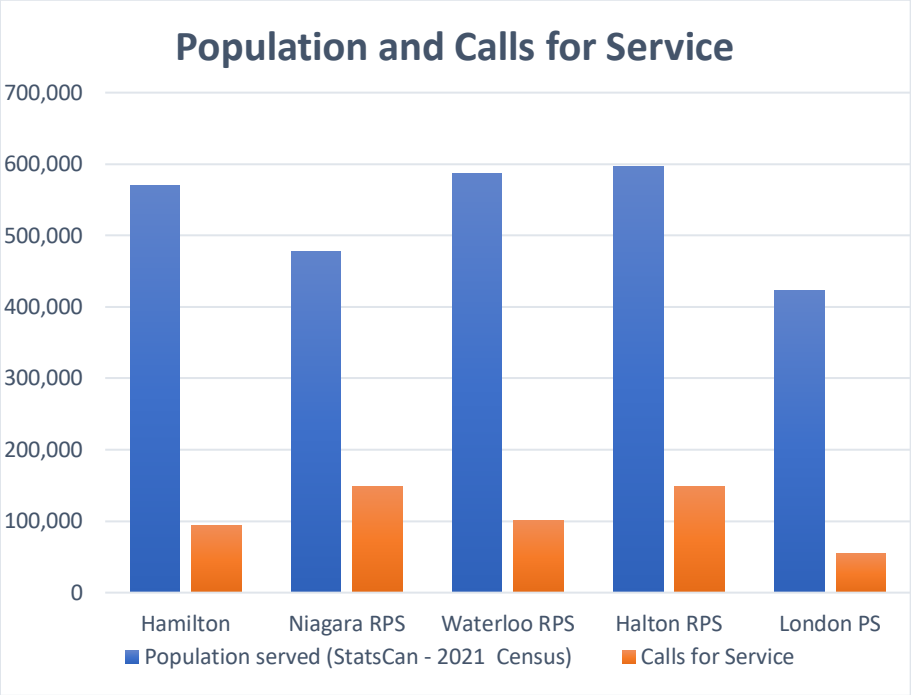
Ratio of Sworn Personnel to Population



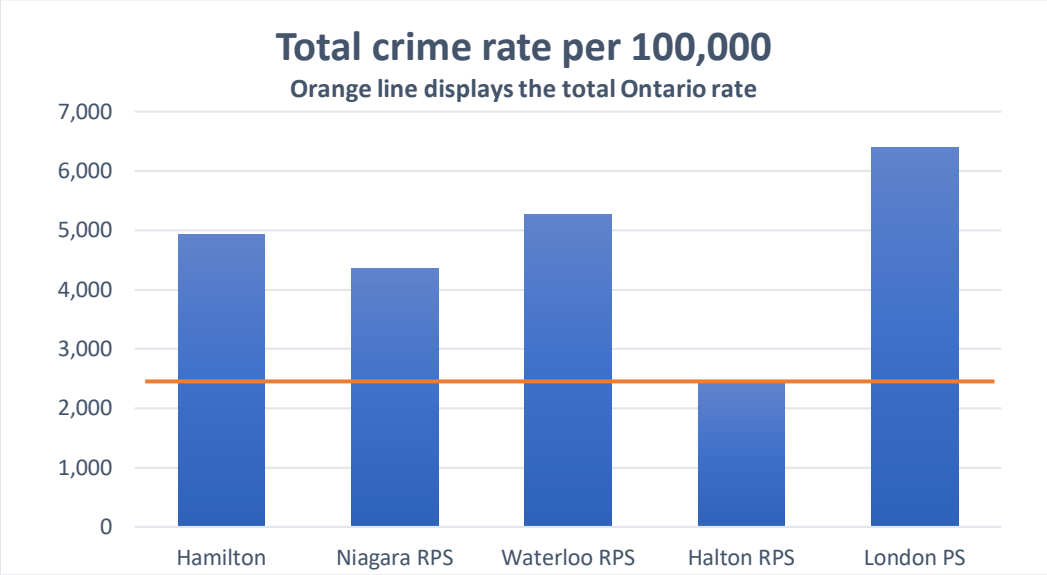
Dollars Spent on Police Per Resident



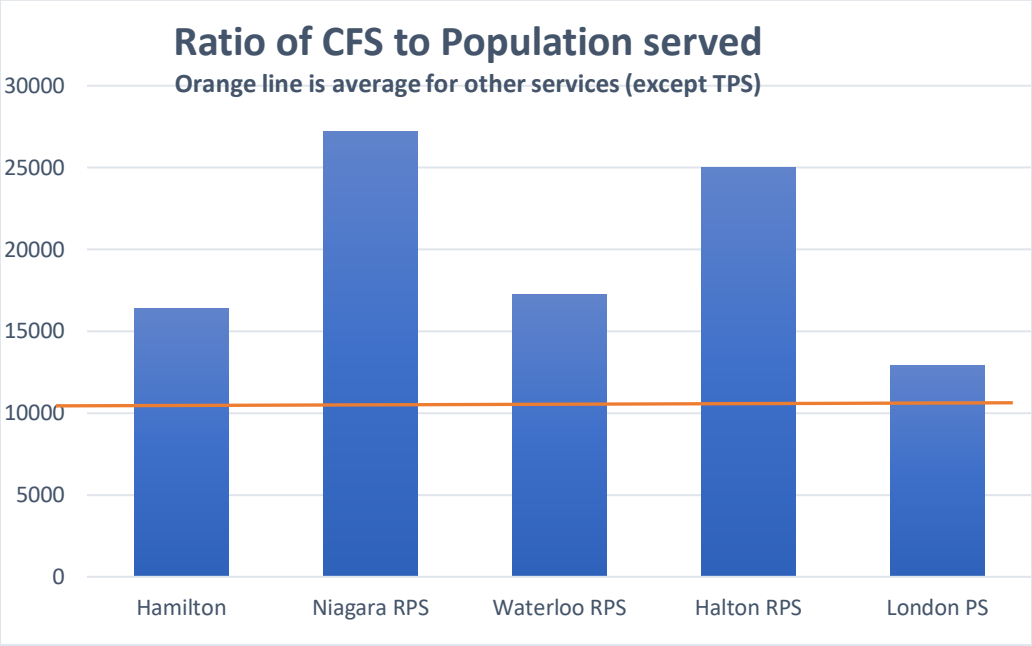
Population and Calls for Service



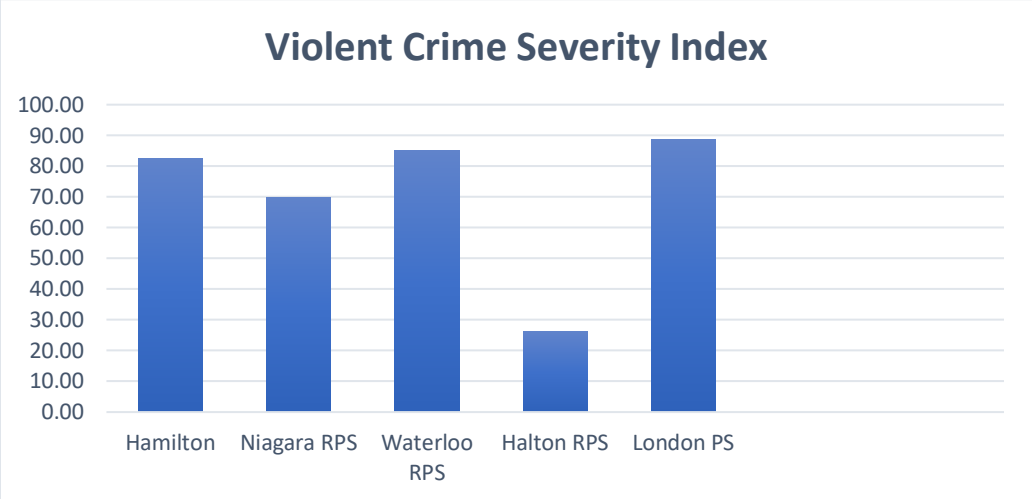
Total Crime Rate Per 100,000 People



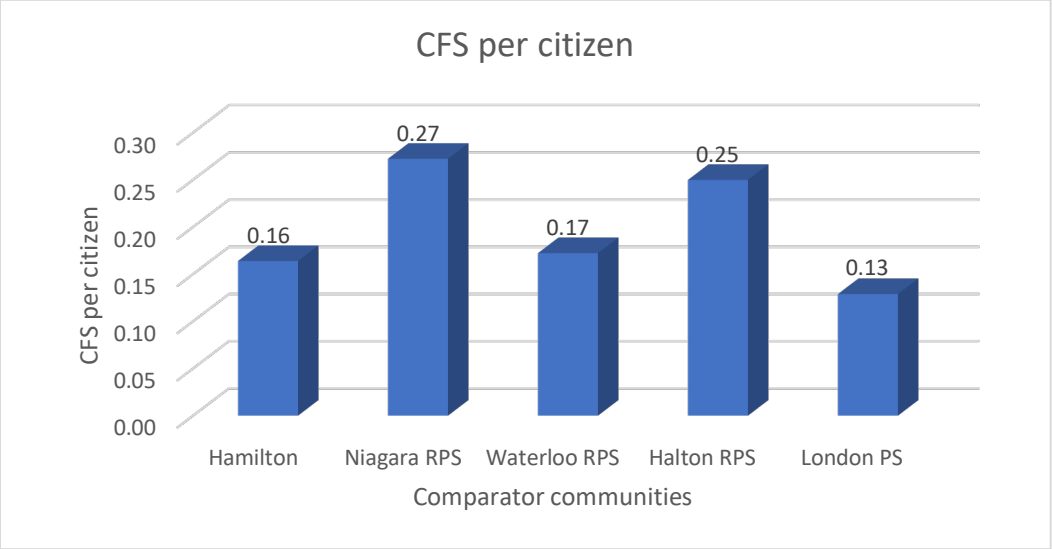
Ratio of Calls For Service to Population Served



Violent Crime Severity Index



Calls For Service Per Citizen



Appendix C: Strengths, Weaknesses, Opportunities, and Threats (SWOT) Analysis

A SWOT analysis is a strategic planning tool used to identify an organization's strengths, weaknesses, opportunities, and threats. A SWOT analysis is important because it provides a balanced view of the organization's current position, highlights priority issues, and supports informed decision-making. It also helps leaders build on existing strengths, address weaknesses, pursue opportunities, and mitigate potential risks when developing strategic goals and actions.

Introduction

This document outlines the findings of the SWOT (strengths, weaknesses, opportunities, and threats) analysis conducted as part of the current-state discovery and information-gathering phase for development of the HPSB Strategic Plan and future planning. This SWOT analysis forms part of the current-state assessment for the HPSB.

This report provides the Board with a roadmap for the Strategic Plan and will help the Chief support Service members, the Board, police partners, and the community. These themes are reflected in the Strategic Plan Themes in Section 1.

Purpose of a SWOT Analysis

The SWOT analysis evaluates an organization's current state by examining both internal and external factors. It is designed to provide a realistic view of an organization's strengths and weaknesses and is foundational to the organization's strategic response to its staffing and service delivery needs.

Key Takeaways

The SWOT analysis is fundamental to developing strategic and operational changes. It provides a framework for evaluating the current state, considering multiple viewpoints and sources of information, and developing a roadmap for moving forward.

The exercise pulls information from internal sources (strengths and weaknesses) and identifies external forces that may have uncontrollable impacts on decisions (opportunities and threats).

The process recognizes that not all threats and weaknesses are equally important or probable. Some may have a minor or negligible effect, while others may pose serious risks or challenges. Similarly, some may be very likely or imminent, while others may be remote or uncertain.

Following a review of all threats and weaknesses, the focus turns to those that are critical and actionable. Critical threats and weaknesses are those that have a high impact and a high likelihood; they require immediate attention and mitigation. Actionable threats and weaknesses are those over which the organization has some control or influence and that can be addressed with specific strategies, tactics, or recommendations.

Identified options to address the threats and weaknesses in the SWOT analysis include using the strengths and opportunities to counteract or overcome the threats and weaknesses. Leveraging strengths and opportunities can reduce the negative effects of the threats and weaknesses or turn them around to achieve positive outcomes.

Methodology

The SWOT analysis conducted for HPS provides information and insights gathered from a variety of sources, including reviews of:

- Annual reports, surveys, interviews, and community/partner inputs.
- Accomplishments and performance measures related to reports.
- Statistics on performance measures.
- Internal policies.
- Crime trends in the community and comparison cities.
- Budget and labour-force data.
- Organizational chart and human resources data.
- Previous reports to the Police Services Board and City Council.
- The Community Safety and Well-Being Plan.
- Identified comparator police services to assess performance measures and to identify potentially innovative best practices (benchmarking).

In addition to these reviews, the Consultant has conducted its own in-depth reviews, including:

- Environmental Scan: The scan summarizes research findings obtained from many sources, such as demographic, cultural, and crime-trend data and current news clippings. The scan provides insights into day-to-day issues and opportunities.
- Consultation Sessions: The Consultant consulted with members of the HPSB, Police Service, City Council and senior City staff, community and social service groups, multicultural groups, and local education providers.
- Internal Survey: The Consultant conducted an internal survey of HPS members.

- External Surveys: The Consultant conducted a community survey and a separate community organization survey to obtain insights on safety and police services as part of the strategic planning process.

Components of the SWOT Analysis

Strengths

Strengths describe areas in which HPS excels. They are areas where HPS has expertise and that contribute to the organization's continued success. Strengths help HPS align with its overall vision, mission, and values.

Weaknesses

Weaknesses identify internal areas where HPS may not be performing at an optimum level and where potential improvement is available. These weaknesses hamper the organization's success and growth.

Opportunities

Opportunities are favourable internal and external factors that could be explored to give HPS an advantage. For example, proactive and well-defined partnerships with community or other police organizations could reduce negative information and improve investigative capacity and information-sharing. Community partnerships could help with crime-reduction strategies through public education and activities that are not possible with the Service's current staffing levels. This could lead to a more engaged and satisfied community.

Threats

Threats are factors that have the potential to jeopardize the reputation, trust, and reliability of HPS. These factors include changes in economic vitality that can increase social issues such as mental illness, addictions, and homelessness; the infiltration of additional criminal elements; and recruitment and retention challenges that can affect service delivery.

Emerging Themes

The SWOT exercise provided insights into the challenges and opportunities faced by HPS. Eight focus areas or themes emerged:

- Community safety, well-being, and police visibility
- Community collaboration and partnerships
- Governance, transparency, and accountability
- Human resources, including leadership development, workforce planning, and psychological health

- Facility and technology infrastructure
- Performance management
- Communication (internal and external)
- Vision and values alignment

When addressed, these themes will provide a strong framework for implementing changes within HPS. The Consultant believes that these changes will have a positive impact on HPS members and the community.

The resulting themes are incorporated into the Strategic Plan.

SWOT Analysis

STRENGTHS

- Strong organizational foundation and commitment to public service, employees generally understand and support the mission, vision, and purpose of HPS.
- Experienced and committed workforce with strong operational knowledge, specialized expertise, and dedication to community safety.
- Established community and institutional partnerships across the City, social services, health, education, and community organizations.
- Strong core policing and investigative capabilities, including capacity to respond to serious and complex crime.
- Generally positive internal organizational indicators, including relatively strong perceptions of inclusion, role clarity, and access to equipment and resources.
- Sound financial oversight and governance practices, including regular Board reporting, financial controls, and growing attention to long-term planning.
- Demonstrated ability to collaborate and adapt, including alternative responses, specialized teams, and partnerships addressing emerging community needs.

WEAKNESSES

- Workforce capacity and sustainability pressures, staffing levels, workload, scheduling, absenteeism, burnout, recruitment, retention, and succession are affecting service capacity.
- Limited proactive capacity and police visibility, operational demands continue to drive a reactive model, reducing neighbourhood presence, prevention, and relationship-building.
- Leadership, training, and career development gaps, a need for stronger leadership development, mentoring, coaching, succession planning, and civilian and sworn career pathways.
- Technology, data, and digital evidence limitations, aging or fragmented systems, digital forensics pressures, cybersecurity needs, and insufficient use of data and performance analytics.

WEAKNESSES

- Administrative and operational inefficiencies, manual processes, role duplication, case and disclosure pressures, and opportunities to better optimize sworn and civilian resources.
- Communication, transparency, and organizational trust challenges, inconsistent internal communication, public follow-up, and limited ability to demonstrate outcomes and accountability.
- Financial and planning capacity constraints, limited finance and grant capacity, manual processes, and the deferral of initiatives can shift costs and pressures into future years.

OPPORTUNITIES

- Shift from reactive to proactive and prevention-focused policing through targeted deployment, neighbourhood visibility, intelligence-led policing, and alternative response models.
- Strengthen community trust through visible, accessible policing and improved communication, follow-up, transparency, and reporting of results.
- Expand youth prevention and early intervention, including stronger relationships with schools, families, community organizations, and youth-serving agencies.
- Formalize partnerships and shared responsibility for mental health, addictions, homelessness, and other social issues through co-response, referral pathways, and clearer service expectations.
- Modernize technology and digital policing through AI, digital evidence tools, cybercrime capability, integrated data, dashboards, online reporting, and automated processes.
- Use data and performance measurement to demonstrate value, including service outcomes, community safety results, customer experience, and progress against the Strategic Plan.
- Optimize the police workforce and service model by reviewing what work requires sworn officers, expanding civilian and specialized roles, and improving call triage.
- Strengthen financial sustainability through multi-year planning, grant capacity, automation, lifecycle costing, and strategic investment.

THREATS

- Growing demand exceeding available capacity, potentially further reducing proactive policing, investigative capacity, and service responsiveness.
- Mental health, addictions, homelessness, and social disorder pressures continuing to generate calls for police where other systems may be better positioned to provide sustained solutions.
- Workforce fatigue, burnout, and occupational health pressures, including significant WSIB and PTSD costs, absenteeism, and increased workloads for remaining employees.

THREATS

- Public confidence and legitimacy risks arising from perceived lack of visibility, inconsistent service, unmet expectations, negative incidents, and concerns regarding transparency and accountability.
- Financial sustainability pressures, particularly compensation, WSIB, legislated requirements, technology, facilities, equipment, and inflationary costs.
- Infrastructure and technology risks, including deferred investments, cybersecurity threats, aging facilities, and rapidly changing digital evidence requirements.
- Changing public expectations and role ambiguity regarding what police should be responsible for, as opposed to governments, health agencies, and community and social service partners.

Appendix D: Police Performance Metrics

Background

Through our consultations with the Chair, Chief and members of the command team, we endeavoured to identify and evaluate a set of statistical performance measures for the Service and to identify strategic issues arising from the analysis of those measures.

We were guided by the 2013 report on Canadian police board views on the use of police performance metrics prepared for Public Safety Canada. This document referenced the work of Mark Moore and his publications through the Police Executive Research Forum (PERF) on this topic. We also drew upon the report "Policing Canada in the 21st Century: New Policing for New Challenges – The Expert Panel on the Future of Canadian Policing Models", prepared by the Council of Canadian Academics[1]. We also relied on a broad spectrum of peer-reviewed articles on this topic, including those that are frequently referenced in this topic area, including James Q. Wilson, George L. Kelling and William Bratton. It should also be noted that this research paper was completed in 2023 and represents the most current performance metrics in Canada at that time.

While much has been written on police performance measurements and performance evaluation, each community provides a different focus based upon the needs and focus of their respective jurisdictions. We have principally examined works from Canada, Australia, the United Kingdom and the United States.

Principal variants in the focus for these three countries are the expectations on the police and the constraints in place to limit the police. In the United States, measures tend to be around containing or constraining police actions and intrusion. In the United Kingdom, the measures tend to be around police performance and meeting community expectations. In Canada, the measures tend to be around cost control.

Therefore, we provide the seven dimensions of police performance metrics identified by Mark Moore and Anthony A. Braga in their work for PERF in this report, which also includes the recommended statistical indicators. These metrics are reflected in the recommendations from the 2013 report on Canadian police board views on the use of police performance metrics

[1] The Expert Panel on the Future of Canadian Policing Models. Policing Canada in the 21st Century: New policing for New Challenges. CCA Reports, November 25, 2014. Available at https://cca-reports.ca/reports/policing-canada-in-the-21st-century-new-policing-for-new-challenges/

prepared for Public Safety Canada, and "Measuring the Performance of the Police: The Perspective of the Public", a 2015 research report for Public Safety Canada.[2]

However, we recognize that Moore's work dates from the early 2000s. Although the dimensions of police performance detailed in his work remain applicable in the U.S. context, we believe that the Canadian policing environment requires additional areas of focus.

We consider that a measure of efficiency for any police service includes problem resolution at the first available opportunity. The transfer of problems to other areas within the organization, or multiple visits to the same problem without resolving it, suggest an inefficient process, which by its very nature is also ineffective and uneconomical. Therefore, consideration should be given to measuring problem resolution at the first point of contact.

The Quadrants of Organizational Performance

The purpose of the balanced scorecard is to provide a measure of performance on the series of dimensions around which policing in Ontario is founded. We have broken down the major components of organizational performance into four quadrants and draw upon legislation along with community and government expectations of good organizational practice.



In Ontario, the Community Safety and Policing Act (SO 2019) (CSPA) provides the following declaration of principles of policing in Ontario:

1. The need to ensure the safety and security of all persons and property in Ontario, including on First Nation reserves.
2. The importance of safeguarding the fundamental rights and freedoms guaranteed by the Canadian Charter of Rights and Freedoms and the Human Rights Code.
3. The need for co-operation between policing providers and the communities they serve.
4. The importance of respect for victims of crime and understanding of their needs.
5. The need for sensitivity to the pluralistic, multiracial and multicultural character of Ontario society.

[2] Maslov, Anton. "Measuring the Performance of the Police: The Perspective of the Public". Public Safety Canada, 2015. Available at https://www.publicsafety.gc.ca/cnt/rsrcs/pblctns/2015-r034/index-en.aspx

6. The need to be responsive to the unique histories and cultures of First Nation, Inuit and Métis communities.
7. The need to ensure that police services and HPSBs are representative of the communities they serve.
8. The need to ensure that all parts of Ontario, including First Nation reserves, receive equitable levels of policing.

These principles are provided to help guide the delivery of the core police services, which the Act articulates as follows:

> Adequate and effective policing means all of the following functions provided in accordance with the standards set out in the regulations, including the standards with respect to the avoidance of conflicts of interest, and with the requirements of the Canadian Charter of Rights and Freedoms and the Human Rights Code:
>
> 1. Crime prevention.
> 2. Law enforcement.
> 3. Maintaining the public peace.
> 4. Emergency response.
> 5. Assistance to victims of crime.
> 6. Any other prescribed policing functions.

While these principles and core services identify critical elements in the delivery of police services, they do not provide the whole picture. Police services, as public organizations, require funding from the public coffers, and as such are accountable to the public and their governing bodies for the expenditure of those public funds. Therefore, financial accountability must also be a consideration in the performance measurement matrix. Finally, the police service, as its name provides, is a service that is provided to the public by people, the members of the police service, without whom no service can be provided. Therefore, the fourth component of the balanced scorecard must consider the health and wellness of those upon whom the public rely on to provide the core services and meet the principles of policing in Ontario.

Police Service Performance Quadrants and their Related Impact Factors



While the performance quadrant provides context for the origins of our performance measurement focus, the balanced scorecard draws upon the concept that a single dimension (not even the core business) of an organization is sufficient to provide fulsome insight into the organization's performance. Robert S. Kaplan and David P. Norton developed this concept in the early 1990's to support a more multi-dimensional view (and appraisal) of businesses beyond just "return on investment" and "earnings per share" for private sector companies. "They realize that no single measure can provide a clear performance target or focus attention on the critical areas of the business. Managers want a balanced presentation of both financial and operational measures."[3]

As with private sector companies, police services have no single measure to determine their success. While the leading principles and core services focus on safety, security, crime prevention and law enforcement, these would be pointless measures in the absence of financial evaluation of the expenditure of public money or the community trust, as well as

[3] Kaplan, Robert S., and David Norton. "The Balanced Scorecard: Measures that Drive Performance." Harvard Business Review 70, no. 1 (January–February 1992): 71–79. (Reprint #92105.) Available at https://hbr.org/1992/01/the-balanced-scorecard-measures-that-drive-performance-2

engagement and satisfaction with the services provided. Finally, as with all service organizations, the people who deliver the service cannot be considered simply a commodity. Selecting the correct skills, background, lived experience, knowledge, commitment and passion is critical to the success of the organization, and to undertaking its mission and meeting its goals.

Recognizing that these four quadrants all play a crucial and balanced role in police services' success, the balanced scorecard seeks to provide weight and evaluative performance measures on the dimensions of policing that fall into each of these areas.

The Balanced Scorecard

The balanced scorecard performance evaluation framework identifies performance measures that fall within each of the elements shown on the following graphic.

The Original Seven Dimensions of Police Performance – Mark Moore

Mark Moore's work on police performance measurements, undertaken through the Police Executive Research Forum in Washington D.C., has been recognized globally, and has been advanced and recommended by a number of reports published by Public Safety Canada. Moore has undertaken decades of research on this issue and provides detailed rationale for the recommended measurements. Given that research in Canada has found that most police services lack detailed statistical analysis capability, Moore's seven dimensions of value in police performance are an excellent baseline for police services in order to evaluate the success of their service delivery.

The seven dimensions of value in police performance are:

- Reduce crime and victimization
- Call offenders to account
- Reduce fear / enhance personal security
- Ensure civility in public spaces
- Use Force and authority fairly, efficiently and effectively
- Use financial resources fairly, efficiently and effectively
- Quality of service and customer satisfaction

Adding Dimensions for the Canadian Policing Environment

In discussions with police leaders, HPSBs, government auditing agencies and community groups, there emerged an additional layer of service delivery that we believe requires attention when undertaking the performance measurement of a police service. We have therefore

expanded on the elements captured within each of Moore's original seven performance dimensions and added three additional dimensions, with their associated elements, to create a balanced scorecard for Canadian police services.

The additional dimensions and elements fall into the following categories.

Procedural Justice

We examined the issue of procedural justice, and the academic work that has been undertaken to create a greater understanding of the concept. We have found that the work from the Yale University Law School on procedural justice has provided one of the leading practical applications of this concept, through the provision of "Four Pillars of Procedural Justice":

1. ***Voice*:** Individuals are given a chance to express their concerns and participate in decision-making processes by telling their side of the story.
2. ***Respect:*** All individuals are treated with dignity and respect.
3. ***Neutrality:*** Decisions are unbiased and guided by consistent and transparent reasoning.
4. ***Trustworthiness:*** Decision-makers convey trustworthy motives and concern about the well-being of those impacted by their decisions.

We believe that these elements are foundational in the provisioning of police services in Canada, and that organizations have the capacity to measure success in each of these pillars.

Issue Resolution

While effectiveness and efficiency in policing have many dimensions and factor largely in the assessment of any value-for-money analysis of policing (including the dimension of "Use financial resources fairly, effectively and efficiently"), there were additional elements to this issue that we felt needed focus and attention. The ongoing frustration within policing and the public discourse over police officers dealing repeatedly with the same problem, the same location and/or the same person has begged the question of the efficiency and effectiveness of police practices. This new dimension suggests that police services should measure their effectiveness and efficiency through problem resolution and partner engagement. Police services have at hand the ability to determine ongoing problems, problem location and repeated contact with individuals, which helps inform the discussion on their success in resolving issues.

Partnerships

Over the two decades since the seven dimensions of police performance were developed, there has been greater recognition of the need for police services to engage with community partners to support issue resolution. For this engagement to be successful, we believe that funding and governance, while critical, are outside the scope of this performance review framework. However, success is also impacted by efficient information exchange and success monitoring, which we believe is within the scope of this performance review framework.

Community Engagement

While community trust is widely accepted as a critical element of policing in a modern democracy (and is identified in the pillars of procedural justice), effective engagement and communication with the broader community, especially with specific and marginalized communities, is essential to building and maintaining that trust. Therefore, elements that reflect community engagement and communication have been added to a number of the dimensions to support the measurement of related activities and their success.

Internal Health and Wellness

The original seven dimensions looked principally outward from the organization, examining how the police interacted with the community and how they used their funds. There was, arguably, no inward perspective on the human resources of the police service, since the purpose of the framework was focused on public assessment of performance and value for money.

However, over the last two decades, the community awareness of mental health and the need for a focus on wellness in the workplace has shifted significantly. Police leaders and police service boards have promoted mental health and wellness in the workplace, and there is a wider appreciation of the factors that impact on individual as well as organizational health and wellness. There is now a broader acceptance that these impact upon the success of the organization as well as the organizations effectiveness, efficiency and fair use of fiscal resources (value for money). As a result, an additional dimension, “Ensuring a Healthy Workplace”, has been added to address the performance measurement requirements in this domain.

Governance and Compliance

Although the original dimensions embedded effective governance and compliance as an unspoken requirement to achieve the related elements, we have broken this out within several domains, as we believe that this aspect of policing is measurable and impactful in the

dimensions we have specified. We also believe that this element of policing should be measured at both the individual and organizational levels.

Using the Balanced Scorecard for Canadian Police Service Performance Measurement

The balanced score card provides a framework against which police service boards can evaluate their strategic plans to determine if their goals align with the framework, and how balanced they are against the elements of the scorecard. While there is no requirement for the board to have strategic priorities that align with the scorecard, scorecard dimensions that are weak or missing do provide the board with awareness of any gaps during the strategic planning phase.

Below are the 10 balanced scorecard dimensions and their associated measurement elements:

1. **Reduce crime and victimization**
    - Reducing crime and offences by category.
    - Reduction in levels of victimization.
    - Reducing opportunities for crime through increased crime prevention initiatives.
2. **Call offenders to account**
    - Identifying offenders and resolving crime related issues.
    - Coordinating actions and consequences for offenders, including arrest, charges and alternative resolution.
    - Successful prosecutions and resolution.
3. **Supporting Victims, reducing fear and enhancing personal security**
    - Provide support to victims of crime to reduce impact of victimization.
    - Reduce actual fear of personal violence associated with public space.
    - Enhance perceived level of personal security.
4. **Ensure civility and security in public spaces**
    - Ensure personal security in public space.
    - Ensure road safety.
    - Ensure pedestrian and cyclist safety.
5. **Use force and authority fairly, efficiently and effectively**
    - Ensure that force is used appropriately and judiciously.
    - Ensure that arrests are only used where necessary and appropriate.
6. **Use financial resources fairly, efficiently and effectively**

- Ensure that the cost of policing is fair and balanced (including across comparator communities).
- Ensure the effective and efficient allocation of resources.
- Ensure that the police agency operates within established budget parameters.

7. **Satisfy customer demands and achieve legitimacy with those policed, ensuring public trust**
   - Seek to provide a high level of satisfaction with service for those who engage with the police.
   - Seek to support community engagement activities that promote a safe and healthy community.
   - Seek to effectively communicate a fulsome understanding of community issues and concerns.
   - Ensure effective communication of recruitment efforts within the community.
   - Seek to promote a public perception of professionalism and quality of service to advance confidence in public safety.
8. **Ensure organizational compliance and procedural justice**
   - Ensure that organizational and individual actions are compliant with legislation.
   - Ensure the delivery of unbiased police services.
   - Ensure that all people are treated with respect by the agency.
   - Ensure that all parties are given a voice in their engagement with the police.
   - Ensure that policing actions and activities promote the trustworthiness of the agency and its people.
9. **Ensure issue resolution**
   - Reduce the number of engagements with the police.
   - Ensure the best services and resources are engaged to ensure success in problem resolution.
   - Ensure effective monitoring of repeat contacts to evaluate measures and activities to ensure effective service delivery.
10. **Ensure a healthy workplace**
    - Ensure the physical and mental health and wellness of members to enable them to provide the best services to the community.
    - Ensure that ongoing health and wellness services for members are efficient and effective.

- Ensure that issues affecting members are communicated internally in a timely and effective manner.
- Ensure that supervisory and management practices are professional, in compliance with all relevant legislation and informed by the impact on members' health and well-being.
- Ensure that new and existing policies consider member health and physical and mental wellness in their design and implementation.

Other Considerations in Public Reporting of Performance Measurement

While the general elements or dimensions of policing that Moore has identified in his work have application in Canada, there are specific issues that consistently arose as concerns or "pressure points" with community members, the Service's command team and the members of the Board. We therefore wanted to include these additional areas of focus in our recommendations for measuring performance and service delivery, mindful that when organizational focus of attention is applied to a service area, it conveys to the membership the importance being placed on it by the Service. The ability to measure therefore conveys importance but also provides the organization with information on the level of success of the initiative, and whether it is sufficiently resourced to achieve its mission and goals.

This balanced scorecard has been designed to capture the full spectrum of police-service performance. We believe that emerging issues that are putting pressure on police service delivery are constantly changing, so the elements within the balanced scorecard are designed to capture the changes in today's environment and the changes that will emerge in the future.

Today, the following issues have presented themselves as significant concerns for governments, policymakers and communities.

Reducing Crime and Victimization

As previously discussed, the Canadian paradigm on measuring police performance varies from other western democracies. However, it is critical to be mindful that the core services of the police are not provided by other agencies, so while there is a desire for to achieve success in all areas of police service delivery, the core service delivery, within the guiding principles, is essential to success. Therefore, efforts to reduce crime, enhance safety and call offenders to account is essential in any performance measurement matrix.

Repeat Call Locations and Repeat Contacts

These efficiency measures look at two principal elements; people and locations, which form the two main variables that the police focus upon (where it happened and who is involved). To

measure efficiency and effectiveness, occurrences at the same location and occurrences involving the same person need specific attention. Many police services acknowledge that calls for service to the same location and interactions with the same people account for more than 20% of their calls for service.

Calls to the same location for the same event suggest a longer-term underlying issue that requires focused attention. Although addressing the issue may require considerable time and effort, that investment should ultimately reduce service demand. This process runs counter to the Canadian policing model, which is driven by minimizing the time between a call and the response, with response time serving as a measure of success, and by an emphasis on information collection and report writing rather than problem resolution.

Community Mental Health

Many police services now suggest that over 20-30% of their calls for service involve mental illness. Therefore, early intervention and effective response may have a significant impact upon call volume, if repeat calls for service can be reduced. Effective intervention may involve resources such as a Mobile Crisis Response Teams or Community Crisis Response Services, directly engaging other community resources, or referral of persons or events to a community action table. All these responses provide opportunities to measure inputs, outcomes and successes.

The use of police resources in the management of community mental health is a poor fit. Front-line police officers are an expensive community resource and, while they are provided with training in a broad range of services and areas, they are not specialized in mental health services. The rationale for police engagement in mental health crisis is two-fold. First, there may be a public safety concern (that the mental-health patient will do harm to themselves or someone else), and secondly, that the police are a 24-hour service provider that is easily accessible. While the police may certainly play a role in the public safety area when dealing with mental health patients, the reliance upon the police to act as mental health specialists on behalf of other agencies during off hours has shown itself to be a recipe for poor community response. Efforts should therefore be made to engage mental-health specialists in calls involving mental-health patients.

Homelessness

Studies of homelessness, including those undertaken in small Ontario communities, have provided direct feedback from those experiencing homelessness and have found that the three principal factors leading to homelessness were domestic violence, unsafe households (including sexual assault by parent or guardian), and mental health and addiction. These are

three areas in which police may be engaged, and where the police could have a positive impact upon homeless reduction through early intervention.

In an effort to address homelessness, the HPSB may support the capturing of information pertaining to the three leading underlying causes of homelessness, and to coordinate with other community service agencies that have stewardship over those community issues. Through a coordinated support and monitoring effort, not only may the incidents of domestic violence, family sexual assault and crisis events involving mental health and addiction be reduced, but in turn this may reduce the incidence of homelessness in the community.

Other Opportunities for Measuring Effectiveness and Success

While Moore's work in the U.S. has been promoted by Public Safety Canada, police services and support agencies in the U.K. have developed a range of policing evaluation systems and models, many stemming from the work of the National Policing Improvement Agency (2007–2012). These include signal crime analysis, reassurance policing, evidence-based policing and multi-agency safeguarding hubs, which are similar to the community coordination tables that have evolved in Canada. These initiatives and their associated policing models have also developed their own sets of metrics, which are used by police services that have adopted those practices.

While there are great opportunities in the Canadian policing environment to apply these models, or even some of the key elements of these models, to date there are few applications in Canada of these policing practices (although evidence-based policing is garnering considerable attention from police executives and academics in Canada). However, the metrics related to these policing models and components are only relative to their application, and as such we do not feel that their associated metrics have application in police services that have not adopted those elements of those policing models.

Closing

The performance-measuring process provides an opportunity to evaluate the impact that resources, partnerships and strategies have had on an issue and the degree of success they have brought to bear on a problem. It also demonstrates to the organization and its membership the priorities that are of primary concern to the organization's leadership and governance teams. While the 2013 report of ***Canadian Police Board Views on the Use of Police Performance Metrics*** prepared for Public Safety Canada revealed that the majority of police services across the country had rudimentary performance evaluation models, it was significant that over 50% of the police services had no model by which to measure

performance. It is our desire to provide the HPSB with components that they may consider using in the future to evaluate their organizations' performance that are both practical and relevant.

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Kiedrowski, J., Petrunik, M., Macdonald, T., Melchers, R. (2013). "Canadian Police Board Views on the Use of Police Performance Metrics" Ottawa: Public Safety Canada, # PS14-12/2013E. Available at: https://www.publicsafety.gc.ca/cnt/rsrcs/pblctns/plc-vws-prfrmnc-mtrcs/index-en.aspx. Pg. 39-50

Appendix E: Equity, Diversity and Inclusion (EDI) Overview

To understand EDI, it is helpful to consider the dynamics of oppression through an anti-oppressive framework. Historically and currently, people experience varied forms of individual and systemic discrimination. Forms of oppression are often experienced in multiple and overlapping ways. As human beings, we are complex and hold multifaceted identities, and the barriers people face, both individually and within systems, often intersect.

The Canadian Association of Chiefs of Police stated, *"The public deserves and expects professional and accountable policing. The need and desire to maintain and build public trust and respect in policing in dynamic, complex, and constantly evolving political, socio-economic, technological, and demographic contexts has driven increased discussion and examination of professionalization of policing"*[4] These sentiments and concerns mirror the reality of policing in Ontario.

The Consultants recognize the significant work undertaken by the HPSB and HPS to develop the Beyond the Foundation EDI strategy. This comprehensive review of EDI is intended to support stronger policies, clearer accountabilities and enhanced governance by the Board and Chief of Police.

For many organizations, addressing racism and anti-racism is still an emerging process and can be uncomfortable. It requires recognizing that practices, beliefs, and policies may have created barriers to service delivery, efficiency, promotion, and retention. If resistance to this work is not addressed, important EDI measures implemented over the years may be weakened or dismantled.

EDI initiatives seek to address unconscious/implicit and explicit bias, power and privilege, microaggressions, discriminatory behaviours, stereotyping, institutional barriers and anti-Black racism (ABR), among other relevant factors. Inclusion is a relational construct. It is ultimately about how a team functions and performs based on the quality of social connections, openness to learning, agility, and depth of decision making.

As many are aware, unconscious or implicit bias can influence our conduct and behaviour. For some organizations, discussions about EDI, microaggressions, ABR, critical race theory, white privilege, and other anti-racism theories are new. Organizations should remain informed and

[4] Montgomery, R. (2021). The role of the Canadian Association of Chiefs of Police in supporting the professionalization of police in Canada. Policing: A Journal of Policy and Practice, 15(1), 222–233. https://doi.org/10.1093/police/pay105.

reflective as this learning and training evolves. This will help to bring about and maintain meaningful change and effective operations.

Systemic racism can occur because of unintended bias in policies and programs that appear neutral but that may have the effect of unduly disadvantaging Indigenous, Black, and racialized people. It can take root and be perpetuated through inaction to address systemic barriers and root causes that may underlie racial inequities in the impacts of policies and/or programs. Regular and ongoing racial equity assessments of policies and programs are integral to good decision making, quality improvements, and better outcomes for people.

Ontario is home to diverse First Nations, Inuit and Métis peoples. It is important to address staffing composition and the significance for recruitment and retention going forward. Any police service's anti-racism strategy, policies and procedures should be responsive to demographic change. Organizations should also be cognizant that even when the proportion of racialized staff aligns with the community's demographic profile, the overall staffing complement may not appropriately reflect the community. It is important to lead by example, and "walk the talk" of policy statements.

While many police agencies may be on a good footing with respect to emerging anti-racism strategies and frameworks, there are some areas in which improvements can and should be made to align with government guidelines and the Ontario Human Rights Commission (OHRC).

To integrate EDI and anti-racism principles, a police service should review its entire suite of policy documents. In addition, all written and verbal communication within the police service should be consistent with the revised policies. EDI cannot just be a "performative" effort; that is, it should be undertaken out of genuine organizational commitment, not merely to build social capital. It should be effectively codified, demonstrated and practiced. Key terms used in such communications should include "privilege," "power dynamics," "colonialism," "diversity," "inclusion," "white fragility" and "inequality."

Training should be consistent and delivered by facilitators experienced in anti-racism and anti-oppression strategies. This will help to advance conversations and delve into nuanced topics that many find uncomfortable, but which are relevant to all aspects of the service. It is crucial to ensure that the delivery of the training is managed and addressed appropriately. EDI training should not be treated as a box-ticking exercise and should include an in-person component for accountability, assessment and evaluation purposes. Online courses alone cannot demonstrate how well staff understand and apply anti-racism principles. Training should include opportunities to demonstrate learning.

Significant time should be allotted to the delivery of EDI training. Each module should allow sufficient time to support comprehension through various curriculum delivery methods, including group discussions, scenarios, role-play exercises, and reflections. EDI training is an important element of effective policing, community service and engagement. Individuals may know all their authorities, but if they are guided by a discriminatory mindset, their behaviour could undermine service delivery and lead to complaints, disciplinary investigations, and the Inspector of Policy for Ontario.

Scheduled refresher courses should keep staff aligned and informed on current trends and practices. Police services should make it a priority to remain current with anti-racism and anti-oppression practices. This can be accomplished with designated personnel with appropriate expertise and experience in EDI and anti-racism, or by a dedicated department within the service.

Implicit-bias testing may be offered to all staff to establish a baseline of existing bias and support assessment, evaluation, accountability, and service delivery. The results may also help assess racially biased policing and the effectiveness and adaptability of current training.

Some communities have historically had difficult relationships with the police, so it is important to give priority to community relationship-building. Such efforts can include small-group roundtables to engage in frank dialogue to enhance trust. Engaging directly with 2SLGBTQI+ communities, young people, and other groups could strengthen relationships and trust.

Staffing composition is also very important. It is incumbent on police services to use inclusive recruitment practices to attract candidates from diverse ethnic, religious, and racial backgrounds. Effective change requires the community's diverse voices to be represented and to provide meaningful input on policies and procedures that shape organizational practices.

Gender representation also warrants attention. Police services should work toward appropriate representation of sworn women officers in order not only to come closer to reflecting the community but also to encourage greater recruitment of female staff members. Underrepresentation of women, Indigenous members, and racialized members can limit their influence and increase the risk that their perspectives will be overlooked as the organization moves forward and advances the concept of inclusion in the organization.

Whether human-resources services are delivered internally or by municipal staff, it is important that the people delivering those services have a solid understanding of EDI and anti-racism strategies and frameworks. Human-resources staff have an integral role in selection, hiring,

retention, training, policy development, communication, file management, public relations and more. This requires experienced personnel who understand the organization's strengths and weaknesses, and the ramifications of any weaknesses.

Where an organization is not confident about delivering on EDI and anti-racism initiatives, a consultant should be engaged to help shape the police service's direction, needs, and objectives. Performative check-box initiatives and online service delivery without accountability, assessment, and evaluation will prove problematic in the long run.

Embedding equity-based language into police policies is not the equivalent of implementing anti-racist work. The two are different: anti-racist work requires action by the organization. Black, Indigenous, and other racialized communities bring essential knowledge and lived experience to work addressing equity and disparities. Superficial markers and general statements will not prevent repeated incidents of abuse or allegations of misconduct involving service users, stakeholders, staff, or management.

An anti-oppressive framework is the method and process by which we understand how systems of oppression such as colonialism, racism, sexism, homophobia, transphobia, classism and ableism can result in both discriminatory individual actions and in structural or systemic inequalities for certain groups in society. Anti-oppressive practices and goals seek to recognize and dismantle such discriminatory actions and power imbalances. This framework guides the identification of strategies and solutions to address power imbalances and privilege. In this way, organizations can mitigate and address the systemic inequalities that often operate simultaneously and unconsciously at the individual, group and institutional level.

Examples of Best Practices

1. Undertake an inventory of the various EDI training delivered over the past five years to assess the validity and effective use of the material by learners.
2. Implement implicit bias training for all staff. Senior command members, managers, IT personnel, and administrators should participate in the first round. This allows people in positions of power and influence to assess their own awareness of bias. This process can increase their awareness of how they lead and manage and will help the police service and its board govern accordingly.
3. Hire a reputable EDI company or consultancy experienced in anti-racism work to facilitate all anti-racism and ABR-focused training. The provider should have subject-matter expertise and experience in strategic organizational change, policy development, curriculum design, facilitation, investigation, research, analysis, and data collection.

The consultants should be prepared to recommend interventions and assess the police service's approach to effective service delivery, and its use and incorporation of anti-racist or oppressive language, data collection and metrics, whether used internally or externally.

4. Review all policies and procedures to ensure that current language and terminology reflect standards of equity and inclusion.
5. Undertake team-building exercises to further build healthy relationships within the organization with sworn and civilian staff. These exercises should support meaningful interaction and ensure that all voices are heard. The sharing of lived experiences and concerns will help to advance the organization.
6. Create a community-led chief's advisory committee that works directly with the chief of police. Members should be appointed through a clear and transparent process. An excellent example of such a committee is the SALT committee of Hamilton and the Police and Community Engagement Review (PACER) Committee of the Toronto Police Service.
7. Avoid using the acronym "BIPOC" (Black, Indigenous, and people of colour) in documentation and speech because it can group distinct communities into a single category. Use "racialized" where appropriate, while naming specific communities when the distinction is relevant.

It is important to note that HPSB has reviewed and improved their organizations by making the required changes to policies, processes, systems, and structures to eliminate systemic barriers and ensure unbiased and fair treatment for sworn and civilian members and their communities and partners. It is imperative that each board review and update internal and community-facing policies, procedures and processes to address barriers and to increase fairness and transparency. One specific way to do this is to ensure that all formal meetings begin with a land acknowledgement. Boards should also publicly acknowledge, wherever feasible, that the historical and current relationship between Indigenous women and girls and the justice system has been largely defined by colonialism, racism, bias, discrimination, and fundamental cultural and societal differences.

Equity impact assessments should be embedded into all relevant operational plans, procedures and board reports to determine how projects and deployments will affect Indigenous communities.

Finally, it is crucial to review and revise use-of-force and other key procedures to ensure that service delivery is culturally appropriate and trauma-informed, and that it reflects no bias or

racism toward Indigenous peoples, including victims and survivors of violence. This can be advanced by ensuring appropriate representation from the Indigenous, Black and racialized communities as well as women, girls and 2SLGBTQI+ people on advisory, governance and decision-making bodies and discussion tables.

Appendix F: Section 39 of the Community Safety and Policing Act, 2019

The **Community Safety and Policing Act, 2019** (CSPA) received Royal Assent in 2019 and came into force on April 1, 2024. Under the CSPA, groups that govern municipal police services, such as the Hamilton Police Service, are known as police service boards. Sections 37 through 41 of the CSPA outline the duties and powers of these boards.

The requirements for strategic plans are outlined in Section 39, which (as of October 2023) is as follows:

> **3**9 (1) The police service board shall, in accordance with the regulations, if any, prepare and adopt a strategic plan for the provision of policing, which shall address at least the following matters:
>
> 1. How the police service board will ensure the provision of adequate and effective policing in accordance with the needs of the population of the area.
>
> 2. The objectives, priorities and core functions of the police service.
>
> 3. Quantitative and qualitative performance objectives and indicators of outcomes relating to,
>
> i. the provision of community-based crime prevention initiatives, community patrol and criminal investigation services,
>
> ii. community satisfaction with the policing provided,
>
> iii. emergency calls for service,
>
> iv. violent crime and clearance rates for violent crime,
>
> v. property crime and clearance rates for property crime,
>
> vi. youth crime and clearance rates for youth crime,
>
> vii. police assistance to victims of crime and re-victimization rates,
>
> viii. interactions with persons described in paragraphs 4 and 5 of this subsection,
>
> ix. road safety, and
>
> x. any other prescribed matters.
>
> 4. Interactions with,

i. youths,

ii. members of racialized groups, and

iii. members of First Nation, Inuit and Métis communities.

5. Interactions with persons who appear to have a mental illness or a neurodevelopmental disability.

6. Information technology.

7. Resource planning.

8. Police facilities.

9. Any other prescribed matters. 2019, c. 1, Sched. 1, s. 39 (1).

Same

(2) The strategic plan must also provide an overview of the consultations that were conducted under subsection (3) and state whether and, if applicable, how the needs and concerns regarding policing identified during the consultations have been addressed by the plan. 2019, c. 1, Sched. 1, s. 39 (2).

Consultations

(3) In preparing or revising the strategic plan, the police service board shall consult with,

(a) the chief of police;

(b) the municipal council of any municipalities in the board's area of policing responsibility;

(c) the band councils of any First Nations in the board's area of policing responsibility;

(d) groups representing diverse communities in the board's area of policing responsibility;

(e) school boards, community organizations, businesses and members of the public in the board's area of policing responsibility; and

(f) any other prescribed persons, organizations or groups. 2019, c. 1, Sched. 1, s. 39 (3).

Considerations

(4) In preparing or revising the strategic plan, the police service board shall consider, at a minimum,

(a) the results of the consultations conducted under subsection (3);

(b) any community safety and well-being plans adopted by the municipalities or First Nations that are in the board's area of policing responsibility; and

(c) the needs of members of diverse communities in the board's area of policing responsibility, including the needs of members of racialized groups and of First Nation, Inuit and Métis communities. 2019, c. 1, Sched. 1, s. 39 (4).

Review and revision

(5) The police service board shall review and, if appropriate, revise the strategic plan in accordance with the regulations, if any, at least once every four years. 2019, c. 1, Sched. 1, s. 39 (5).

Publication

(6) The police service board shall publish the strategic plan on the Internet in accordance with the regulations made by the Minister, if any. 2019, c. 1, Sched. 1, s. 39 (6).

Appendix G: About the Consultants

Consultant was originally composed of four former first-responder leaders but has expanded substantially to encompass other aspects of local and regional government and the private sector. Its original partners are retired command and senior members of the Toronto Police Service, and its chief strategy officer, now also a partner, has extensive experience in the administration and security of major financial institutions and real estate holding companies.

Consultant also includes more than 40 associate consultants, both practitioners and academics, with a broad range of competencies relevant to public-sector institutions and operations. They include retired chiefs of police, an assistant deputy minister, two retired police finance directors and chief executive officers, and a retired deputy city manager, many of whom were involved in this project. The team also has a thorough understanding of private enterprise. Several consultants have project management experience and qualifications, and the administrative coordinator is skilled in logistical, administrative, and report presentation duties.

Consultant has combined experience, education, and training in areas such as leadership, governance, organizational behaviour, organizational structure, project management, business analysis, human resource management, training, technology, and financial and budget controls. It leverages decades of practical experience coupled with academic rigour and expertise. Its portfolio of projects includes organizational, systemic, and service delivery reviews of policing and other municipal and service organizations, and its consultants have completed an array of studies in the public and academic sectors.

More information is available from the Consultant.