

CLOSED COUNCIL MEETING
MONDAY, JUNE 15, 2023

Confirming the Police of Jurisdiction in Surrey

That Council authorize staff to publicly disclose a version of the City's report "Confirming the Path Forward on the Police of Jurisdiction in Surrey: A Feasibility Analysis" in accordance with City's confidentiality obligations.

APPENDIX “II”

Confirming the Path Forward on the Police of Jurisdiction in Surrey: A Feasibility Analysis

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Information released to the public on November 14, 2023.

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Purpose and Approach to this Report

Purpose

The purpose of this report is to provide Council with a feasibility analysis of the “*City of Surrey’s Police Model Transition and Decision to Retain the RCMP: Director of Police Services’ Report to the Minister of Public Safety and Solicitor General*” (“Director’s Report”) released by the Minister on April 28, 2023. This report outlines the process to date on the transition and an analysis of the Director’s binding conditions related to Council’s June 15, 2023 decision to either continue the transition to the Surrey Police Service (“SPS”) as the Police of Jurisdiction (“POJ”) under the direction of the Surrey Police Board (“Board”) or to maintain the RCMP as the POJ in Surrey.

Approach

This report uses a feasibility analysis framework as its guiding methodology. Generally speaking, a feasibility analysis considers four elements - financial feasibility, operational feasibility, legal feasibility and technical feasibility. This report incorporates all four elements concurrently. Each element is defined as follows:

1. **Financial feasibility** addresses the financial viability of the project and if the required resources and revenues are, or can be, in place for each policing option.
2. **Operational feasibility** considers the viability of each of the policing options being considered with respect to staffing, organizational and governance requirements, and operational equipment and resources required for the project to be successful.
3. **Legal feasibility** refers to an assessment of the legal and legislative framework required for each policing option and the current assessment of whether these now exist now or may be put in place in the future.
4. **Technical feasibility** refers to determining if the technical resources (information management and information technology) are available, or can be put in place, for successful implementation of each policing option.

Following the feasibility analysis of each element, the feasibility of the area of work is assessed as follows:

- The element is assessed as **Feasible**, if based on current information available the work can be fully completed; or
- The element is assessed as **Feasible with conditions** if the work is feasible, but further actions and/or authority are required to enable the work to be fully completed ; or
- The element is assessed as **Not Feasible** if based on current information available the work either cannot be completed or is very unlikely to be completed within a reasonable time frame by the relevant party(ies).

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1 Executive Summary

Choosing the model by which a community receives its policing services is a profoundly impactful decision. Research has shown that modern, urban, and diverse communities such as Surrey have specific challenges that require specific approaches to policing services to support public safety and community wellbeing. Research has also shown the negative consequences for the community, particularly marginalized groups, when the policing services do not meet the needs of community members.

Research has also demonstrated that the very nature of policing is changing in Canada and elsewhere. The proportion of time spent on criminal code violations (e.g., theft, property crime, violent assaults etc.) is declining whereas the proportion of time spent on regulating social disorder (e.g., overdoses, welfare checks, mental health crises etc.) is increasing. This places significant demands on police to adapt law enforcement approaches to meet the needs of the community. Changes to the regulatory environment (e.g., decriminalization of possession of certain amounts and classes of drugs) also change the demands on police and shift the focus of effort towards other social service agencies.

The continued uncertainty about the policing model in Surrey impacts all involved, including police officers, civilian staff, taxpayers, Surrey community members and the wider regional community in BC. These consequences can be both tangible, creating financial impacts, and by potentially reducing confidence in policing more generally.

This feasibility analysis considers the conditions outlined in the Director's Report and assesses the feasibility of each of the two pathways – either maintaining the RCMP or continuing the transition to the SPS - to provide Council with a summary of the best available information and analysis. As this feasibility analysis is informed by a consideration of the confidential (unredacted) information from the Director's Report it can only be reviewed by those who have signed the provincial Confidentiality Agreement.

In preparing this feasibility analysis the City relied on supplementary information from the RCMP and the SPS to address the issues outlined in the Director's Report and to assess the updated information relative to the City's December 2022 and February 2023 submissions to the Minister. Since then, both police agencies have updated certain data relative to their previous submissions.

The report has four key sections, Background, Maintaining the RCMP as POJ, Continuing the Pathway to the SPS as POJ, and Feasibility Analysis Summary and Recommendations. The feasibility analysis is also supported by several important appendices which provide critical detail and data that informed the analysis.

In November, 2022 Surrey Council resolved, in keeping with its statutory authority in the Police Act (section 3(2)) to maintain the RCMP as the POJ for Surrey, thereby directing the end of the transition to the SPS that began in 2018.

The Background section provides a high level overview of the Director's findings noting concerns with the methodology and approach used. The background section also provides a brief summary of the legal/agreement status for the transition to the SPS to date.

For each of the two following sections – maintaining the RCMP and continuing the transition to SPS – a summary of the current status is provided including an outline of the accomplishments to date and

challenges that may impact the future implementation of each pathway. Each section also provides an overview of the feasibility of meeting the binding conditions set forth in the Director's Report. This is followed by a detailed issue by issue breakdown and assessment of the financial feasibility, operational feasibility, legal feasibility and technical feasibility of that pathway based on the best available information. A summary of the feasibility analysis for the relevant option closes each section.

The Director's Report also highlights the importance of engaging in consultation with land based and urban Indigenous community members. While this is not a binding condition from the Director, the discussion on the feasibility of each pathway outlines additional steps the City can take to extend and enhance the consultation done to date.

The feasibility analysis report concludes with a section that summarizes the feasibility analysis for both options.

Findings

The Director is concerned with the ability of the RCMP to restaff the Surrey RCMP without significant detrimental impacts to policing in the province. Other concerns **s. 13(1), 14, 15(1), 16(1)** also informed the Director's advice to the Minister as captured in the Director's Report. This feasibility analysis shows that this concern of the Director is valid and must be dealt with thoroughly and cautiously. Staff are monitoring the risks carefully, and in conjunction with the Province.

A Council decision to maintain the RCMP is considered **s. 13(1), 16(1)**, all of which can be met with careful monitoring by the Mayor (as CEO of the contract), City staff, and collaborative planning led by the Province and the City. The Province has through the position of the Strategic Implementation Advisor created an opportunity for new governance and coordination of this vital collaboration between the parties.

Much of the independent work to develop the SPS as a policing agency has been done without **s. 16(1), 17(1)(c)(d)**. This is not a recent development and has been the case since the beginning of the formation of the Board. **s. 16(1)**

Continuing the transition to the SPS is also **s. 13(1), 16(1)** most of which are beyond the capacity or legislative authority of the City to control or monitor. Significant new governance frameworks would be required to address process challenges currently in place and it is not clear if these can be achieved solely through the appointment of a Strategic Implementation Advisor as proposed by the Province.

In summary, neither pathway is straightforward and each require fundamental conditions to be met by other parties in order to be successful.

The City is not able to meet the binding conditions for Option 1 (RCMP as POJ) at the present time and will require a collaborative process to prepare individualized HR plans. The RCMP is a known quantity, and Option 1 is less complicated to implement from a legal perspective than Option 2 (SPS as POJ) as

there are significant outstanding questions about the legal framework that would be required to implement the second phase of the transition to the SPS as POJ.

Financial analysis based on information provided by the RCMP and the SPS in June 2023 is provided with a ten year projection (2023-2032) for each pathway that includes assumptions for annual growth in the number of police officers or Members required. Financial impacts are significantly impacted by the timing of a final decision on the POJ. Until a final resolution to the issue is achieved, each party is empowered to make impactful decisions that drive the City's financial obligations.

The total cost estimate for the City for Option 1 (RCMP) is \$2.13 Billion dollars over ten years (including one time severance obligation estimated at \$113.3M, which is \$32M higher than the previous estimate for severance of \$81M). The total cost estimate for Option 2 (SPS) would be \$2.55 Billion dollars over the same period. Option 1 will cost \$424.1M less than Option 2 over the ten year period. Analysis indicates that, if the provincial funding in the amount of \$150M were received if the City chose Option 2, then there would be a net difference of \$314.1M (2023-2032), in favour of Option 1.

Therefore, based on the parameters indicated in the financial analysis, Option 1 represents the lowest cost option for the City for both the short term and the long term.

2 Background

To ensure Council has a full understanding of the context and the relevant information, this feasibility analysis provides significant background information related to the path to date as well as the feasibility of both options before Council. This section of the report provides:

- an outline of the **process and milestones to date** on the policing transition to the SPS;
- an update on the **current status of police deployment** in Surrey;
- a summary of the **legal/agreement framework** that currently governs the hybrid police model in Surrey currently;
- a summary of the **findings** outlined in the Director's Report; and
- an overview of **issues of note** regarding the Director's Report.

2.1 Process and Milestones to Date

Commencing in November 2018, the City of Surrey embarked on a process to establish an independent municipal police service. Between 2019-2022 the City implemented transition work plans to establish the SPS and in 2021 began phase 1 of the transition with SPS officers deployed into the Surrey RCMP Municipal Police Unit ("Surrey MPU") in a phased, integrated transition model.

In November 2022 Council resolved to maintain the RCMP as POJ. In this way, Council resolved to cease the transition to SPS. Following a request from the Minister of Public Safety and the Solicitor General, the City, the RCMP and the SPS submitted plans to Province regarding this motion. Subsequent to the submission of those reports, and supplementary information, the Province released the Director's Report and recommendations that were endorsed by the Minister.

Appendix 6.1 provides a chronology of the significant milestones on the policing transition since 2018. All three levels of government, the two police agencies, and the Board have collaborated over the past four years to transition the POJ to the municipal police service in an integrated and phased approach to ensure public safety was maintained.

IMPORTANT NOTE: *The remainder of this report contains information and analysis based on the minimally redacted Director's Report. As such, the entirety of the report is only accessible to City representatives who have signed the Confidentiality Agreement. While the minimally redacted report withholds information considered by the Province to be highly confidential, it is the opinion of senior staff that have thoroughly reviewed the report that, the minimally redacted report provides sufficient information to allow Council to make an informed decision to either affirm the December 2022 decision to maintain the RCMP, or to accept the Minister's recommendation and continue the transition to the SPS.*

2.2 Current Status- Police Deployment

The first SPS officer deployed into the Surrey MPU on November 30, 2021. In order to enable that first, and all subsequent deployments, the Surrey Police Transition Trilateral Committee (“SPTTC”) facilitated the development of a joint RCMP and SPS HR Strategy & Plan to govern deployment until May 30, 2023, when an anticipated subsequent phase under SPS command was planned to begin. The joint RCMP and SPS HR Strategy & Plan outlined the agreed bi-monthly cadence, cohort size and structure for deployments of SPS operational officers into the Surrey MPU. The joint RCMP and SPS HR Strategy & Plan also outlined the target for deployments set by the Director of Police Services in 2021 for the deployment of [§ 15(1)] SPS officers, and demobilizations through transfer or other attrition from the Surrey MPU in the amount of [§ 15(1)] RCMP Members. The targets set out in the joint RCMP and SPS HR Strategy & Plan were not met as work on deployments and demobilization effectively ceased in October 2022. There were additional deployments of SPS operational officers into the Surrey MPU in January 2023, March 2023 and May 2023 for a total of [§ 15(1)] currently deployed officers.

For context on the current status of police deployment in Surrey, which sees SPS officers deployed under RCMP command, Figure 1 provides updated statistics on the current state of SPS establishment and the role they play in the Surrey MPU using figures valid to the end of May 2023. As of this same period, the RCMP has reported that [§ 15(1)] Members have been transferred or otherwise demobilized from the Surrey MPU.

Figure 1. SPS Statistics (May 2023)

s. 15(1), 16(1)

Based on the data above, the SPS is providing officers for the Surrey MPU, making up over [§ 15(1), 16] of the frontline sworn officers.

While [§ 15(1)] SPS officers were initially deployed into the Surrey MPU, currently there are [§ 15(1)] sworn officers on deployment to the Surrey MPU due to withdrawals for a variety of reasons (e.g., maternity leave) and due to termination of their assignments by the RCMP for some officers. The SPS has a further [§ 15(1)] officers serving in administrative capacities within the SPS who are working on preparation for the SPS to be authorized as the POJ and other establishment activities for the police agency. In addition, the SPS has [§ 15(1)] administrative civilian staff. Therefore, only [§ 15(1), 16] of the SPS sworn officer complement is currently operationally deployed. It will be a priority, should the transition to SPS as POJ continue, to ensure that all available officers are deployed operationally and the comparable number of RCMP Members are demobilized as quickly as possible to manage down costs for the City.

2.3 Current Status- Legal / Agreement Framework

To facilitate the implementation of phase 1 of the transition to date a legal/agreement framework was put in place comprising:

- Municipal Police Services Agreement (BC-Canada) (“MPSA”);
- Surrey Municipal Police Unit Agreement (BC-City) (“MPUA”);
- Memorandum of Understanding regarding the Interim Assignment of Surrey Police Service Officers into the Surrey Municipal Police Unit (BC- Canada); (“BC-Canada MOU”)
- Memorandum of Understanding regarding the Interim Assignment of Surrey Police Service Officers into the Surrey Municipal Police Unit (BC- City); (“BC-City MOU”) and
- Assignment Agreement for the Interim Assignment of Surrey Police Service Officers under the Command of the Royal Canadian Mounted Police at the RCMP Surrey Detachment 2021-2023 (City, Board, SPS, RCMP) (“Assignment Agreement”).

Together, these legal instruments form a framework that supports the deployment of [REDACTED] SPS officers into the Surrey MPU to date. It is critical that the entire framework is maintained in place until such time as it is replaced or no longer needed. For the pathway to maintain the RCMP as POJ this would likely be until the SPS officers leave operational duty in the Surrey MPU and their deployment is terminated at a date yet to be determined. For the transition to the SPS to continue this would be until the SPS has satisfied all provincial requirements to assume authority as the POJ, and until alternative legal/agreement frameworks are in place for phase 2 of the transition.

The Assignment Agreement expired in May 2023 and the BC-City MOU expires in July 2023. An extension to the MOU is set to be considered by Council on June 19, 2023. The Assignment Agreement is currently being reviewed by the City, the RCMP, and SPS. 16(1)

[REDACTED] Staff will keep Council updated on progress on the Assignment Agreement. As the Assignment Agreement deals largely with operational issues, the City’s role is primarily to ratify and then monitor the Assignment Agreement.

2.4 Director’s Report – Summary of Findings

Table 1 provides a summary of the key elements of the unredacted Director’s Report (Appendix 6.2) and paraphrases the positions taken by the Policing Security Branch and key findings indicated in the Director’s Report. This is provided for information and without analysis by the City. Please note that items of particular importance to Council’s decision-making are presented in ***bold italics***.

Table 1. Summary of Director’s Report

Report Sections	Details in the Director’s Report
Background	The Responsibilities of the parties derive from the BC Police Act (“Police Act”), RCMP Act, and existing policing agreements.

Report Sections

Details in the Director's Report

Police Act is the legislative authority and sets the terms by which policing is governed in the Province.

The Provincial Police Services Agreement ("PPSA") between BC and Canada allows the RCMP to act as BC Provincial Police Service.

The Municipal Police Unit Agreement ("MPUA") between BC and Surrey allows the RCMP, under contract, to act as the POJ in Surrey.

The Minister, as per section 2 of the Police Act, has responsibility to ensure adequate and effective level of policing is maintained.

The Director of Police Services ("Director"), on behalf of the Minister, is responsible for superintending policing (section 39).

The Director set deployment and demobilization targets in phase 1 of the transition to manage the impact on other BC municipalities from SPS establishment and RCMP demobilization.

s. 16(1)

However the City moves forward, the existing policing agreements, Memorandums of Understanding and Assignment Agreement must remain in place during the transition period.

Transition work to date

This transition is unprecedented in every way and is exceedingly complex. Stopping the transition in the midst of implementation and reversing the steps taken is also unprecedented and complex.

The Province requested and received from the City detailed proposals and plans in 2019 for the decision to transition to the SPS as documented in various correspondence (p.14).

No legal mechanisms are yet in place to support phase 2 of a continued transition (p.17)

s. 13(1), 16(1)

that remain unresolved.

Report Sections	Details in the Director's Report
	<p><i>Collaboration has been a critical success factor to date and will be even more vital on the path forward.</i> S. 16(1)</p> <p>[REDACTED]</p> <p>S. 13(1), 16(1)</p> <p>[REDACTED]</p> <p><i>The Province has played a key role in the transition and this will need to continue to ensure the Director's responsibilities are satisfied and there is confidence that the POJ meets the necessary standards.</i></p>
<p>Process For Provincial Assessment</p>	<p>The report indicates that the submissions received from the City, the RCMP and the SPS only partially addressed its requirements. Supplementary information provided by the City and the RCMP addressed some of the gaps identified. However, the report finds <i>that the City's and the RCMP plans</i> S. 16(1)</p> <p>[REDACTED] <i>of the transition.</i></p> <p><i>The Report does not seek to provide a comparative assessment of the two police models.</i> Its focus is on the considerations for either continuation or reversal of the transition that would inform the recommendations to the Minister.</p>
<p>SPS Readiness for POJ</p>	<p>The Province S. 16(1) evaluation elements required to support the assessment of SPS readiness for POJ, S. 16(1)</p> <p>[REDACTED] (pp. 15,16).</p> <p>SPS's readiness to become POJ was assessed, along with the plan to maintain the RCMP as POJ with a focus on the broader impacts of the transition on other agencies, and communities across BC.</p> <p>S. 16(1)</p> <p>[REDACTED] The timeline to enable SPS readiness for POJ was not verified given the data submitted and assumptions made by the SPS.</p> <p>The Province estimates <i>it could take up to an additional three (3) years for the SPS to staff to full strength</i> using a conservative approach that seeks to avoid destabilization in other police organizations.</p> <p>The Director's Report notes that there is a considerable amount of work required to continue the transition to the SPS including legal instruments</p>

Report Sections

Details in the Director's Report

to support phase 2 and the SPS timeline **S. 15(1), 16(1)** (p.37) noting that it is likely the many challenges to date will continue.

S. 13(1), 16(1)

RCMP Restaffing Plan Concerns

The report raises concern with the feasibility of the RCMP restaffing plan. Specifically, the report raises questions about both the number of Members needed to restaff the Surrey MPU and the ability of the RCMP to staff these positions given the 1,525 Member vacancies across the RCMP business lines in the Province.

The report specifically *calls into question how the RCMP will staff the hard vacancies and, **S. 15(1), 16(1)** soft vacancies on top of the RCMP's need to manage up to **S. 15(1), 16(1), 19(1)(b)** position vacancies* that arise from natural attrition (retirement, resignations) annually and **S. 15(1), 16(1), 19(1)(b)** to account for municipal business line ("MBL") growth (p.23).

Questions are also highlighted regarding the projection for how many SPS officers would seek to patch over and become RCMP Members and the processes to achieve which are untested. The estimates provided were described as **S. 16(1)** by the RCMP but the report calls this into question. As well it notes that officers patching over will require security clearances and timelines for obtaining these will be a concern should the transition be reversed.

Adequacy of Mitigation Strategies

The report takes issue with the mitigation strategies proposed to limit regional impacts from restaffing the Surrey MPU. The Province is clear that strategies proposed are **S. 16(1)**, noting that this may impact the proposed timeline to complete the reversal of the transition.

Sufficient mitigations strategies are not provided by the RCMP should their recruitment estimates not prove feasible. **S. 16(1)**

The City did not provide strategies to ensure SPS officers remain available during a reversal period. Strategies will be required to mitigate the risk that should the RCMP be maintained as POJ, SPS officers will seek other employment and create resource challenges for the Surrey MPU. This will need to be addressed.

Report Sections

Details in the Director's Report

s. 16(1), 17(1)(c)(f)

The need for s. 16(1), 17(1)(c)(f) to support the RCMP restaffing plan and provide improved coordination between the RCMP and the City.

The Province raises additional questions about the vacancy rates and numbers put forward by the RCMP in the December 2022 restaffing plan, as well as the s. 16(1), 17(1)(c)(f)

Questions are raised about the efficacy of the Direct Entry Program for experienced officers entering the RCMP s. 15(1), 16(1), 17(1)(c)(f), 19(1)(b)

Fundamental questions are raised in the Director's Report about the restaffing plan and the mitigation strategies s. 15(1), 16(1), 17(1)(c)(f), 19(1)(b)

Therefore the reliance on bringing Members from outside Surrey to staff the Surrey MPU is seen as increasing risk and prioritizing Members to Surrey rather than meeting agreed targets for other business lines (p.36).

Management of long-standing vacancies, and challenges with Depot and recruitment

Analysis of the RCMP restaffing plan in the context of long-standing vacancies across the Province was key to the recommendation of the Minister. Concerns are expressed that the inability to address vacancies, especially in the context of a reversal of the transition, represents a significant risk to adequate and effective policing in BC.

s. 16(1), 17(1)(c)(f)

The report notes that s. 16(1) *with recruitment generally for the RCMP and this undermined confidence in the RCMP restaffing plan.*

Report Sections	Details in the Director's Report
Provincial Vacancy management and impact to BC detachments	<p>The Province notes that \$230M has been authorized to enable the RCMP to reach its full authorized strength of 2,602 for the RCMP's provincial policing complement and it is a priority for the Province that the RCMP achieve this by reducing hard vacancies across BC. The concern is that this will not be achievable in the context of the proposed restaffing plan.</p>
Cost Estimation	<p><i>The significant severance costs should the transition be reversed are noted, with concern for the impact on Surrey tax payers. However, the Province found that the gaps in the submissions mean that costs have likely been underestimated.</i> More work would be required to satisfy the Province that costs of reversing the transition have been accurately assessed.</p>
Indigenous Consultation	<p>The Director's report notes the importance of the City's obligations to consult with and consider Indigenous perspectives on the transition most especially with Semiahmoo and Katzie (whose reserve lands are within and adjacent to Surrey's jurisdiction) but also with urban Indigenous people living off reserve, and those of the Kwantlen, Tsawwassen, Kwikwetlem, and Qayqayt First Nations whose traditional territory are also in Surrey.</p> <p>Indigenous consultation will be required for either pathway forward.</p>
RCMP Contract Policing & findings of Mass Casualty Commission	<p><i>The report also goes beyond the submissions received, to raise questions about the sustainability of the RCMP contract policing in general.</i> It notes the work underway regarding modernization of policing in BC and s. 13(1), 16(1)</p> <p><i>The findings of the Nova Scotia "Mass Casualty Commission" are also noted - especially the finding that the RCMP must be "more responsive to the needs of contracting partners" and has "largely failed to resolve long-standing criticisms". (p40)</i></p>
Public Confidence in Policing	<p>Finally, the analysis concludes with concerns about how the public confidence in policing is impacted by the transition and the adversarial nature of the process to date.</p>
Recommendations	<ol style="list-style-type: none"><i>1. Reversing the transition presents a significant risk to adequate and effective policing in Surrey and across BC.</i><i>2. Given concerns about the ability of the City and the RCMP's plans to mitigate challenges in maintaining the RCMP, this approach could undermine policing in Surrey</i> s. 13(1), 16(1), 17(1)

Report Sections	Details in the Director's Report
	<p>s. 13(1), 16(1), 17(1)</p> <p>3. s. 13(1), 16(1), 17(1) <i>effective implementation of either pathway will continue to require significant provincial intervention in the multi-party collaboration required.</i></p> <p>4. <i>Mitigation strategies identified do not adequately address the impacts of a reversal of the transition and estimates are viewed as unreliable</i> s. 15(1), 16(1), 19(1)(b) These issues would have to be addressed in a response to the Director's Report.</p> <p>5. <i>Indigenous consultation is required for both pathways forward</i></p> <p>6. <i>Conditions must therefore be placed on implementation should the City maintain the RCMP as POJ, specifically;</i></p> <ul style="list-style-type: none">a. <i>Appoint Strategic Implementation Advisor.</i>b. <i>Create Individualized HR plans for SPS officers.</i>c. <i>Submission of a revised plan that comprehensively addresses gaps identified including updated cost estimates.</i>d. <i>Establishment within the RCMP of a Senior Contract Officer position.</i>e. <i>Establishment within the RCMP of a Senior Transition Leader for Surrey with necessary delegated decision-making authority (this individual to be dedicated to the transition and not otherwise involved in operations).</i> <p>7. <i>The strong recommendation is that the transition to the SPS continue with some conditions.</i></p> <ul style="list-style-type: none">a. <i>Appoint Strategic Implementation Advisor.</i>b. <i>That the RCMP appoint a Senior Transition Advisor with decision making authority.</i>c. <i>That the City negotiate with the Province to confirm contribution towards transition costs over five years.</i>

2.5 Director's Report – Issues of Note

On April 28, 2023, the City received a redacted copy of the Director's Report. The Director's Report was prepared by the Policing Security Branch of the Ministry of Public Safety ("MPSSG") under the authority of the Director of Police Services under the BC Police Act [R.B.S.C. 1996] ("Police Act") sections 40(1)(c) and 40(1)(e)(iii). The Director's Report includes several recommendations from the Director to the Minister, all of which were subsequently accepted.

Importantly, the Director's Report confirms the City's authority to determine its policing model (p.11).

However, the Director's Report recommends the continued transition to the SPS as POJ. The Minister supports the recommendation.

The Director's Report acknowledges, as stated in the City's Policing Surrey report in December, 2022, that *"extensive multi-party collaboration across all levels of government, and both police agencies"* (p.38) is required to ensure continued public safety for Surrey residents throughout the process, and this is true regardless of the pathway selected.

Following receipt of the heavily redacted public report, City staff worked with provincial staff to confirm a process for Council and select senior staff to have access to the minimally redacted copy of the report for purposes of assisting Council in future determinations on the police transition. The Province subsequently produced a Confidentiality Agreement (often called a Non-Disclosure Agreement or NDA). On May 21, 2023, a mutually acceptable Confidentiality Agreement was finalized. On May 22, 2023 the Province of BC began providing access to a minimally redacted version of the report to City representatives who signed the Confidentiality Agreement.

While the Director's Report provides analysis regarding the submissions from the City, the RCMP and the SPS there are several issues of concern regarding how the analysis was framed and the interpretation of the data provided. There are six key elements as follows:

1. Inconsistent approaches and standards applied to the review of information provided during the police transition;
2. Expectation that the City go beyond the City's limited authority to satisfy binding conditions;
3. The analysis of the process for sworn officers to change employment from the SPS to the RCMP;
4. Impact of the RCMP demobilization and a lack of analysis of regional impacts;
5. Lack of a viable SPS pathway for Council consideration; and
6. Indigenous Consultation

These issues are important for Council to understand in making its decision regarding the policing model for Surrey.

1. Inconsistent approaches and standards applied to the review of information provided during the transition

The Director's Report did not use a consistent approach or apply the same standards for the April 2023 report that were used to approve the original plan to establish the Board and the SPS in 2019-20.

The staffing plan set out in the December 2019 Report of the Provincial Municipal Policing Transition Study Committee ("PMPTSC"), often called the Oppal Report, that was used to confirm the Minister's approval of the SPB in February 2020 was premised on assumptions about the future ability of the SPS to recruit officers. The PMPTSC report did not provide any certainty for meeting the required officer levels to effect the transition however its assumptions were accepted by the Minister and formed the basis of the green light for the transition to commence. At the time it was clear that a trilateral committee involving the three levels of government and the police agencies would be required to provide the specificity required. Hence, this recommendation formed the basis for Ministerial approval.

Further, the process to develop the PMPTSC report was fully bi-lateral. Leadership of the Ministry at that time was fully engaged with City staff, and with multiple independent experts in all aspects of the report and its development. s. 16(1)

The development of the extremely comprehensive PMPTSC report took three months (October – December, 2019), two months less than it took the Province on their own to do the analysis contained in the Director’s Report. Additionally, the Province made clear at the time of the PMPTSC report, and the Minister repeated often, that all financial matters were the responsibility of the City and were not considerations from a provincial perspective.

In contrast, the December 2022 RCMP restaffing plan has outlined several options, with ranges, and mitigation strategies contained in each option. The Director’s Report raises concerns with several elements in the RCMP restaffing plan, including:

s. 13(1), 15(1), 16(1)

2. Expectation that the City go beyond the City’s limited authority to satisfy binding conditions

The Director’s Report criticizes the City strongly for not providing a sufficiently detailed HR plan for employees of the SPS. However, as is made clear later in this report, the data needed to compile this information would have to be provided by SPS and the Board as the City does not have authority to compel the delivery of such information. s. 16(1)

(Appendix 6.3). Additionally, the Board is itself constrained in requesting sensitive information from employees regarding their employment

preferences and intentions. There have also been other well documented cases where the Board and the SPS have denied the City access to required information.

While there are clear limits to the authority of the Minister and the Director to dictate the policing model for the City, there is nothing that limits the Ministry's ability to collaboratively lead a planning exercise that would have better informed the Director, the Minister, and all other parties on facts relevant to the Minister's concerns. This is in fact what was done when the PMPTSC was formed.

The Province could have at a high level, provided a pathway to implementation of the Province's preferred option that addressed the still significant hurdles that are mostly the responsibility of Canada and BC (legal frameworks, asset transfer, file transfer, assignment of RCMP Members under SPS command). s. 16(1)

The Director's Report does not recognize a fundamental reality of the Police Act that the City does not control the Board, and that there are limits to the information the Board can request from its employees.

3. The analysis of the process for sworn officers to change employment from the SPS to the RCMP

The Director's Report references 1,525 RCMP Member vacancies across federal, provincial, municipal, and First Nations and Inuit Provincial Policing ("FNIPP") business lines (p. 23). s. 13(1), 15(1), 16(1)

In any event, if the SPS officers do not patch over as estimated by the RCMP, it is likely that SPS officers seeking employment elsewhere will offset other vacancy issues in municipal departments across BC, which may free up experienced officers who would patch over to the RCMP and address hard vacancies in the PBL. The interconnected nature of estimates for patch overs and other recruitment by the RCMP and municipal agencies is not fully accounted for in the Director's Report.

The Director's Report also fails to acknowledge overarching issues related to the evolving eco-system of increased police employment mobility. A transition in policing services is taking place in many jurisdictions across Canada. The significant salary increases resulting from the RCMP collective agreement, as well as increases in Vancouver Police Department ("VPD") recruiting targets during a time when applicants for new police officer positions is lower than in pre-pandemic times, means that in-service police officers are in greater demand and are more willing to move than ever before to other police agencies during their career or upon retirement. This is a challenge far beyond Surrey. Expecting the City of Surrey and the RCMP to resolve those issues and provide certainty is unrealistic, s. 16(1)

Only through the type of collaborative planning called for in the City's *Policing Surrey* report, can structures be created that allow for that mobility while also stabilizing policing in Surrey, the region and across the Province. The Director's Report does not acknowledge this, s. 16(1) [REDACTED] while expecting the City to solve all shortages of policing throughout the Province is unrealistic.

Furthermore, reference to the SPU's statement (December 2022) that 95% of their membership have no intention of joining the RCMP as a way of discrediting the RCMP's patch over estimations is also concerning s. 16(1) [REDACTED]. It is especially concerning given the Province rejected similarly weak data when presented by the National Police Federation ("NPF") earlier in the transition. Currently, there is no empirically reliable data held by either police agency with respect to the number of officers that may seek to, and be accepted for, patching over.

4. Impact of the RCMP demobilization and a lack of analysis of regional impacts

The Director's Report acknowledges that while the Surrey RCMP's authorized strength has yet to be formally reduced as Annex adjustment letters have not been completed by Canada and BC, the reality is that RCMP Members have already been demobilized in the transition (pp. 33,35). s. 15(1), 16(1) [REDACTED]

5. Lack of a viable SPS pathway for Council consideration

The Minister accepted the Director's recommendation that the City should continue the transition to the SPS. However, the Director's Report does not adequately account for the fact that several obstacles to the successful adoption of the SPS as POJ remain. s. 13(1), 15(1), 16(1) [REDACTED]

s. 16(1) [REDACTED]

[REDACTED] The Director's Report further states that "*progress on an integrated transition will still rely on extensive multi-party collaboration, leaving SPS POJ timelines difficult to estimate*" (p. 37). These references, without additional analysis, understate the complexity and challenges to complete

the transition. s. 16(1)

6. Indigenous Consultation

The Director's Report finds that the City and the RCMP plans did not address the considerations for Indigenous people in Surrey and did not demonstrate that consultation had occurred with Indigenous people regarding the process to maintain the RCMP as POJ or to continue with the transition. The analysis in the Director's Report is silent on the work that was done in 2021 and early 2022 with respect to attempts to engage with Semiahmoo First Nation ("SFN") in the first instance and the offers made by the City to provide capability funding to SFN to support consultation processes. This feasibility analysis outlines additional actions the City and its partners will undertake to ensure further appropriate consultation with both land based and urban Indigenous people. That process has begun. A Council to Council session took place that addressed this issue in May 2023. Subsequent activities and consultation will be planned with all Nations and parties.

3 Option 1- Maintaining the RCMP as Police of Jurisdiction

This section provides information for Council related to Option 1 – maintaining the RCMP as the POJ in the City of Surrey. Specifically it includes the following:

- the current status of **deployments** to the Surrey MPU;
- an overview of **issues identified with the RCMP submissions** by the provincial government;
- current **legal status** of agreements supporting Option 1;
- the feasibility of meeting the **binding conditions** outlined in the Director's Report;
- an overview of the feasibility of each of the **financial, operational, legal and technical** elements of the work; and
- **additional legal and financial considerations** that arise if the City cannot meet the binding conditions set out in the Director's Report.

3.1 Current Status

The RCMP continues to operate as the POJ. The Surrey MPU is staffed with an estimated ^{s. 15(1)} 'roadable' or operational RCMP Members and a further ^{s. 15(1)} SPS operational officers assigned to the unit for a total of ^{s. 15(1)} actively operational sworn officers. This is slightly above the target FTE utilization and headcount calculation of 734 positions agreed by the RCMP and the SPS in the joint RCMP and SPS HR Strategy & Plan and previously supported by the Director.

The targets for cohorts outlined in the joint RCMP & SPS HR Strategy & Plan (Appendix 6.4) were not met due to issues since its inception and delays after October 2022. ^{s. 15(1), 16(1)}

To date the SPS has hired ^{s. 15(1)} sworn officers and recruits and has hired ^{s. 15(1)} civilian staff for a total current headcount of ^{s. 15(1)} employees.

The RCMP has transferred, lost through retirement or attrition, lost due to Members patching over to SPS, or otherwise demobilized ^{s. 15(1)} Members from Surrey MPU.

The authorized strength of the detachment is currently 843 Members, the allocation for Integrated Teams remains in place, meaning that there are 785 positions in the Surrey MPU and to date ^{s. 15(1)} % (^{s. 15(1), 16(1)}) of these positions are currently staffed by RCMP Members and SPS operational officers.

The Assignment Agreement governs the deployment of SPS operational officers has expired. While the RCMP and the SPS are in negotiations regarding extending this agreement, senior leadership of the

police agencies are not in agreement about amending the Assignment Agreement as a condition of extension.

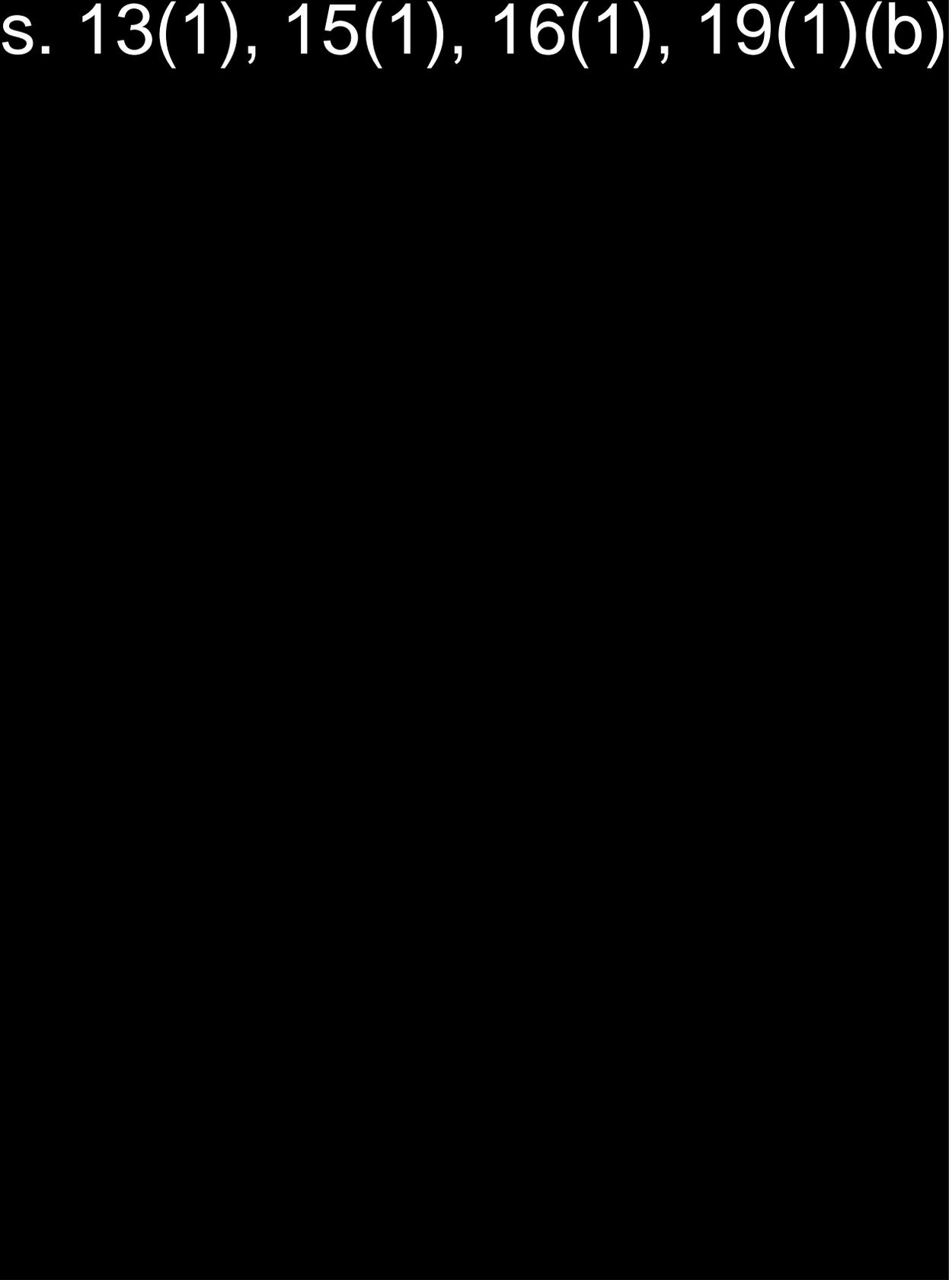
3.1.1 Director's Report – Issues with the RCMP Submissions

The Director's Report outlined several issues with respect to the assessment of the RCMP data provided. The RCMP data provided in both of the City's submissions and subsequent and parallel RCMP submissions was cross-referenced with data from other provincial sources and from other reporting from the RCMP to the Province. This led the Director to raise concerns about the assumptions underpinning the RCMP restaffing plan. Concerns were also raised with respect to related issues for provincial and federal business lines. In addition, the Director's Report notes several challenges with respect to the transition to date s. 13(1), 15(1), 16(1), 17(1)

Specifically, the Director's Report raises the following concerns and questions. These are core to the Director's recommendation to continue to the SPS and are thus extremely important for Council to review and consider. Key among the Director's concerns are:

s. 12, 13(1), 15(1), 16(1), 19(1)(b)

s. 13(1), 15(1), 16(1), 19(1)(b)



Together, these and other questions raised in the Director's Report and the unredacted RCMP data submitted, mean that the 18 month restaffing timeline is not deemed feasible by the Director (p.29). ^{s. 16(1)}

Overall, these issues served to undermine the Director's confidence that the RCMP can effectively manage vacancies (across all business lines), and implement the RCMP restaffing plan, without prioritizing the Surrey MPU over other business lines.

3.1.2 Legal Frameworks in Place

Legal agreements are currently in place to facilitate the pathway to maintain the RCMP as POJ, most important of which is the MPUA. The City had previously advised the Province and Canada of its intent to terminate the MPUA under article 22.1 and had advised a date of March 31, 2021. Prior to that date, the City advised the provincial government and Canada that it was taking that date off the table due to lack of progress on the transition at the time. A formal revocation of the termination notice will be required to implement this option and this is a relatively straightforward process ^{s. 16(1)}

In addition to the MPUA, two MOUs exist to support the assignment of SPS officers into Surrey MPU as well as an Assignment Agreement. The Assignment Agreement is expired and the MOUs expire imminently. Work is underway to complete formal extension of these MOUs and the Assignment Agreement to support the continued deployment of SPS operational officers into the Surrey MPU for as long as they are required.

The demobilization of ^{s. 15(1)} Members from the Surrey MPU occurred prior to the completion of the necessary Annex "A" processes under the articles of the MPUA. The MPUA provides that the size (authorized strength) of the Surrey MPU can be increased or decreased at any given time through written communication to change the authorized strength of the unit which is codified in Annex "A" of the MPUA.

The so called "Annex A letters" must be exchanged between the City and the Province in the first instance advising of the requested change to the authorized strength. The Province reviews and agrees to this change and then letters are exchanged between the Province and Canada to confirm the authorized strength reduction and a new Annex "A" is appended to the MPUA showing the revised authorized strength.

The City initiated this work over a year ago by sending an Annex "A" letter to the Province ^{s. 16(1)}
 If this Option 1 is selected the reversal of these Annex "A" processes must be undertaken.

3.2 Meeting the Director's Binding Conditions for Option 1 (RCMP as POJ)

The Director's Report recommends that the City of Surrey continue the transition to the SPS, although acknowledges the decision on the policing model rests with the City (p.11). Under his authority to ensure adequate and effective policing the Director has established several binding, non-negotiable conditions if Council decides to maintain the RCMP as POJ. These include:

- The City provides a revised plan, supported by an RCMP Plan, that does not prioritize Surrey RCMP re-staffing over other PBL and federal business lines ("FBL"), and includes transition reversal components and updated costs;
- Establishment of a Senior Contract Officer position within the BC RCMP to support management of the contracts with municipalities in BC;
- The RCMP appoint a Senior Transition Leader for Surrey (not involved in operations) "*with the authority to support RCMP decision-making*" (p. 9);
- A Strategic Implementation Advisor is appointed to oversee the transition and resolve issues; and
- Individualized HR plans are put in place to ensure ongoing SPS deployment through the process of Surrey RCMP re-staffing and SPS dissolution.

This section outlines the operational implications and feasibility of the City, in collaboration with the SPS and the RCMP as indicated, in meeting these binding conditions.

RCMP Revised Restaffing Plan

In response to the issues identified and questions raised in the Director's Report regarding the City and the RCMP submissions in December 2022 and February 2023, the RCMP provided updated information to the City to support preparation of the feasibility analysis in June 2023 (Appendix 6.5).

s. 15(1), 16(1), 19(1)(b)

. They are proposing to do this within 18 months (by end of 2024).

s. 15(1), 16(1), 19(1)(b)

s. 15(1), 16(1), 19(1)(b)

s. 15(1), 16(1)

s. 15(1), 16(1)

Provincial, Federal and other Municipal Business Lines

Additional data has been provided with respect to PBL, FBL and other MBL restaffing requirements outlined in the Director's Report. The restaffing of these other business lines has an indirect impact on the feasibility of the Surrey MPU restaffing plan as the restaffing plan must demonstrate to the Director's satisfaction that the restaffing plan will not prioritize Surrey MPU recruitment over other business lines.

s. 15(1), 16(1)

s. 15(1), 16(1)

s. 15(1), 16(1)

The additional data on strategies to restaff the other RCMP business lines, combined with revised estimates for the Surrey MPU mean that the RCMP restaffing plan **s. 13(1), 16(1)**

Revisions to Current Surrey MPU Member Complement

s. 15(1), 16(1), 19(1)(b)

Timeline for the Restaffing Plan

The RCMP has retained the proposed timeline to restaff of 18 months and although changes have been made to estimates of staffing for each hiring pool, there is no additional evidence to support the conclusion that this is achievable in the 18 month timeframe and no information is provided with respect

to the potential to change the timeframe as part of a mitigation strategy. The submission would have been enhanced with a discussion of possible approaches to cascade the restaffing over a longer period as part of a mitigation strategy to reduce regional impacts. As a result, the City cannot assess the feasibility of maintaining the timeline proposed in the RCMP February 2022 version of the restaffing plan.

Revised Numbers and Approach for Surrey MPU Restaffing

s. 15(1), 16(1), 19(1)(b)

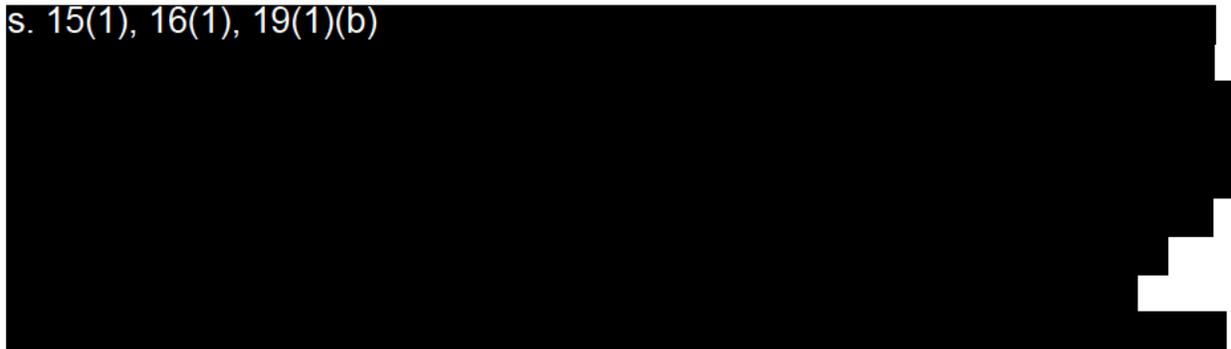
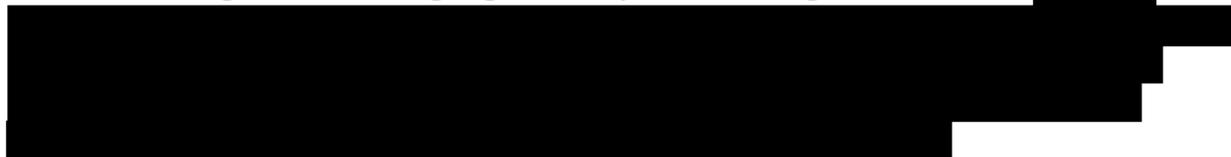


Table 2 provides a summary of the new data for restaffing to a target of 734.

Table 2. Revised Restaffing Estimates for Surrey MPU

Category	Number of Assignments (FTE)
SPS Operationally Deployed officers s. 15(1), 16(1) Cst. s. 15(1), 16(1) Sgt.	s. 15(1), 16(1)
SPS operational officers that are hard vacancies (withdrawn from assignment but not yet backfilled by another SPS officer) s. 15(1), 16(1) Cst. s. 15(1), 16(1) Sgt.	s. 15(1), 16(1)
SPS operational officers that are soft vacancies (e.g., off duty sick, leave etc.) s. 15(1), 16(1) Cst. s. 15(1), 16(1) Sgt.	s. 15(1), 16(1)
Total RCMP Members in Surrey MPU	s. 15(1), 16(1)
Total Restaffing Required to get to 734 target for Surrey MPU	s. 15(1), 16(1)

Updated information was also provided regarding the RCMP's assessment of the risks, based on the likelihood of failing to meet its hiring targets and impact if these targets were not met. s. 15(1), 16(1)



Initial projections of 50% patch over rates remain, with the assertion added that if this rate falls to 25% for SPS operational officers and recruits, the overall target could still be met. s. 15(1), 16(1)

s. 15(1), 16(1)

Table 3 outlines the calculation for the hiring targets based on the information provided.

Table 3. Hiring Target Scenarios for RCMP Restaffing (FTE rounded)

Candidate Pool	Total Potential Pool	Hiring Target (A)	Projected Hires (Scenario A)	Hiring Target (B)	Projected Hires (Scenario B)
SPS Operational officers	s. 15(1)	s. 15(1), 16(1)	s. 15(1)	s. 15(1), 16(1)	s. 15(1)
SPS non-operational officers (excl. ranks above Sgt.)	s. 15(1)	s. 15(1), 16(1)	s. 15(1)	s. 15(1), 16(1)	s. 15(1)
SPS Recruits	s. 15(1)	s. 15(1), 16(1)	s. 15(1)	s. 15(1), 16(1)	s. 15(1)
RCMP Cadets	s. 15(1)	s. 15(1), 16(1)	s. 15(1)	s. 15(1), 16(1)	s. 15(1)
Other EPO	s. 15(1)	s. 15(1), 16(1)	s. 15(1)	s. 15(1), 16(1)	s. 15(1)
Total projected restaffing			s. 15(1)		s. 15(1)
Total required restaffing to reach 734 target			s. 15(1)		s. 15(1)
Restaffing Surplus/(Deficit) if reaching target of 734			s. 15(1)		s. 15(1)

s. 15(1), 16(1)

If the initial hiring targets were missed under scenario B, there would be a restaffing deficit of ^{s. 15(1)} positions. s. 15(1), 16(1)

Questions regarding Security Clearance Bottlenecks

s. 13(1), 15(1), 16(1)

s. 15(1), 16(1)

s. 15(1), 16(1)

Director's Report. Therefore, this aspect of the operational restaffing is s. 13(1), 16(1) –
i.e., changes to the method or model of security clearance processing. s. 15(1), 16(1)

Mitigation Strategies

The revised submission also provides additional detail to support the RCMP's proposed mitigation strategies. The same strategies are provided as submitted in December and February, s. 15(1), 16(1)

Restaffing s. 15(1), 16(1)

The revised data from the RCMP also outlines the potential for the RCMP to restaff the Surrey MPU on an immediate basis s. 15(1), 16(1)

The RCMP has confirmed that there are multiple mechanisms by which it could quickly move to maintain the 734 target strength s. 15(1), 16(1)

s. 15(1), 16(1)

Conclusion

The revised restaffing numbers provided demonstrates that the restaffing plan s. 13(1), 16(1) – i.e., that the RCMP meet its hiring targets in scenario A, that the mitigation strategies prove effective while not impacting other business lines and that the issue of security clearance bottlenecks be resolved.

s. 14, 15(1), 16(1), 17(1)

RCMP appointment of a Senior Contract Officer and Senior Transition Leader

s. 15(1), 16(1)

[REDACTED] This binding condition of the Director's Report is therefore [REDACTED] s. 13(1), 16(1)

The Senior Contract Officer will be assigned from the RCMP's Project Transition team and will provide support for effective administration of the MPUA under this pathway. This position will be dedicated to focus on contract management of policing in BC and will be locally appointed.

The RCMP has indicated that the Senior Transition Leader will be assigned from the Commanding Officer's Executive Team. This would be an appointment within E-Division in BC and would be an officer of senior rank to work directly on transition matters for either pathway. s. 15(1), 16(1)

Appointment of a Strategic Implementation Advisor

City staff have long advocated for the need for appointment of an individual with the appropriate decision making authorities to guide the transition. While the SPTTC has played an important oversight role on behalf of the three levels of government, the parallel and in some cases competing authorities of the parties s. 13(1), 16(1) | s. 13(1), 16(1)

[REDACTED]

[REDACTED]

[REDACTED] | s. 16(1)

s. 13(1), 16(1)

s. 13(1), 16(1)



Figure 2. Advisor's Oversight Structure – RCMP as POJ

s. 13(1), 16(1)

S. 13(1), 16(1)

s. 13(1), 16(1)

s. 13(1), 16(1)

Creation of Individualized HR Plans for SPS officers

In June 2023, the SPS provided an updated submission to the City addressing many of the concerns and questions arising from the Director's Report. The most critical of these with respect to the binding conditions set in place, is the creation of individualized HR plans for all SPS employees that would be enacted for the maintain the RCMP pathway.

Both of the unions representing SPS sworn officers (the SPU and SPIA), have indicated that they will not facilitate or support the development of individualized HR plans for all SPS employees to support the restaffing of the Surrey MPU. They have documented in letters (Appendix 6.6) that the unions actively oppose such efforts and s. 16(1), 17(1)(c)(d)

s. 16(1), 17(1)(c)(d) The City is not aware of any position taken by CUPE 402, the union representing civilian staff of SPS, on this issue.

Appendix 6.7 outlines that in its view, “the SPS is not legally obligated to provide this information on behalf of its employees, or to compel SPS employees to provide this information, and would be breaching privacy law if it were to do so.” (p.8). This was further reinforced in a letter from the SPS to the City on June 13, 2023 where the SPS reiterates the challenges in providing this information to the city and notes “the Surrey Police Board and SPS remain willing to cooperate on the individualize HR Plan model, within its legal and resources constraints” (Appendix 6.8). SPS also notes the applicability to this issue of collective agreement provisions, Freedom of Information legislation, and employment and other labour related legislation that may inhibit the participation of employees in such activity and/or protect their rights not to respond to request to participate in these activities.

The City and the RCMP have no standing with SPS employees as neither organization is the employer, and as such cannot (i.e., without the support of unions, and the employer) create or solicit this information from SPS employees. Employees could choose of their own volition to volunteer information of the sort needed to create individualized HR plans, but the City cannot solicit this information directly and the Board, and the SPS have indicated that they will not solicit the information and they cannot compel employees to provide the information. The unions representing sworn officers actively oppose solicitation of this information from their members.

Therefore, for these reasons the binding condition to provide individualized HR plans for SPS sworn and civilian employees s. 13(1), 16(1)

Civilian Staffing

In addition to the process to support SPS officers through the pathway to maintain the RCMP as POJ the City also has a plan with respect to civilian staff hired by SPS.

There are s. 15(1), 16(1) SPS civilian employees These staff are a combination of exempt civilian s. 15(1), 1 and CUPE 402 civilian staff s. 15(1), 1. To mitigate employment and financial consequences of the transition, the City will make every reasonable effort to provide offers of employment to this group of staff. At any given time, the City has a significant number of vacant jobs, many of which are similar to those of the SPS civilian positions. Prior to posting vacant positions and making them available to external applicants, the City will provide the SPS civilian employees with priority consideration. We anticipate that the majority of this group of employees will be provided with alternate offers of employment from the City.

Neither the Board, the SPS nor the City can compel net new SPS civilian employees to apply for positions within the City, these employees will retain their individual choice in whether they want to seek positions based on vacancies in police support services or other departments of the City. There are SPS civilian positions with highly transferrable skills that may seek opportunities in other departments within the City. For others who wish to stay in policing and may not seek opportunities in police support services they are likely to be in high demand from other police agencies seeking to maintain staffing levels. In particular areas, there is high demand for these skilled positions (e.g., crime analysis, crisis communications, and specialist administrative roles in policing).

The City believes that the combination of the opportunity to apply for City vacancies prior to these being opened to external candidates and the high demand for these employees will mitigate against undue impacts for these SPS civilian employees.

3.3 Feasibility Analysis Approach

This report uses a feasibility analysis framework as its guiding methodology. Generally speaking, a feasibility analysis considers four elements - financial feasibility, operational feasibility, legal feasibility and technical feasibility. This report incorporates all four elements concurrently. Each element is defined as follows:

5. **Financial feasibility** addresses the financial viability of the project and if the required resources and revenues are, or can be, in place for each policing option.
6. **Operational feasibility** considers the viability of each of the policing options being considered with respect to staffing, organizational and governance requirements, and operational equipment and resources required for the project to be successful.
7. **Legal feasibility** refers to an assessment of the legal and legislative framework required for each policing option and the current assessment of whether these now exist now or may be put in place in the future.
8. **Technical feasibility** refers to determining if the technical resources (information management and information technology) are available, or can be put in place, for successful implementation of each policing option.

Following the feasibility analysis of each element, the feasibility of the area of work is assessed as follows:

- The element is assessed as **Feasible**, if based on current information available the work can be fully completed; or
- The element is assessed as **Feasible with conditions** if the work is feasible, but further actions and/or authority are required to enable the work to be fully completed ; or
- The element is assessed as **Not Feasible** if based on current information available the work either cannot be completed or is very unlikely to be completed within a reasonable time frame by the relevant party(ies).

The following sections will examine each dimension of the work required for this pathway – financial, operational, legal and technical – to consider the feasibility of the work based on current direction from Council and other considerations and provide an assessment of the overall feasibility of the path to the RCMP as POJ.

3.4 Financial Feasibility

Analysis by City staff was based on the adopted 2023-2027 Five Year Financial plan, and revised submissions in June 2023 from the RCMP and the SPS concerning the planned deployment and demobilization model. The SPS also provided detailed budgets and supporting data outlining its assumptions with regard to timing of hiring and current obligations for the existing sworn and civilian staff.

Appendix 6.9 provides the totality of the financial analysis building on previous reports provided to Council on transition matters. In this section, the findings with respect to Option 1 – maintaining the RCMP as POJ will be summarized further detail is provided in Appendix 6.9.

It is important to note that for both pathways elements of the financial analysis are heavily reliant on decisions or actions by other parties (e.g., Canada, BC, the RCMP, the Board, the SPS) and as such outside the control of the City. Until a final determination is reached each of the parties is empowered to make impactful decisions without consultation with the City. Therefore, achieving a resolution is vital to providing greater clarity on the assumptions driving the City's financial model.

The financial analysis of Option 1 relied on the following assumptions:

- i. RCMP costs predicated on adopted 2023 – 2027 Financial Plan (reflecting RCMP's most recent MYFP submission to the City), with inflationary assumptions applied for the five-year period beyond the scope of the Financial Plan;
- ii. SPS personnel levels and operating costs based on information received from SPS as of June 2023;
- iii. Surrey Police Board provides s. 13(1), 17(1)(c)(d) [REDACTED] (included within SPS operating costs in Table 2);
- iv. Surrey Police Board provides s. 13(1), 17(1)(c)(d) [REDACTED] (included within SPS severance costs in Table 2);
- v. SPS unionized sworn members' severance calculation attributed to 2023, assumptions include elements from union employment agreements in place along with advice and interpretations from the City's consultants:
 - 18-months severance calculation includes base salary and benefits;
 - Severance payments are subject to any previously agreed upon compensation increases scheduled to take effect after the notice of termination date;
 - Union employment agreements include provisions to subject sworn members who obtain work as a police officer with alternate police agencies to a [REDACTED] % reduction on all remaining severance payments subsequent to the hire date with their new employer;
 - Notwithstanding f) iii., due to the uncertain nature of sworn members obtaining work as a police officer with alternate police agencies, the analysis assumes that [REDACTED] % of unionized sworn members will obtain alternate employment and receive a reduced severance; and
 - All unionized sworn members are hired with "Recognized Policing Service".
- vi. SPS non-unionized sworn members and civilian staff severance calculation effective end of December 2023:

- Non-unionized sworn member severance of 18-months; and
 - Civilian staff severance of ^{s. 13(1), 17(1)(c)(d)}
- vii. Legal and consulting costs for City’s due diligence activities regarding retention of RCMP as POJ and Provincial transition oversight personnel included;
- viii. Potential contractual obligations, with consideration for recoveries, to address in-stream and potential procurement activities included; and
- ix. Costs for City Police Support Services and Integrated Teams are excluded (assumed to be equal under both police models).

Under Option 1 the remaining balance of the one-time transition funding would be redirected to the police operations budget as offset against 2023 SPS expenditures. Table 5 outlines the 10 year projection for Option 1.

Table 5. Ten Year Funding Projection – Option 1 RCMP as POJ

Estimated Costs for Policing – Retaining RCMP as POJ (\$millions)	2023	2024	2025	2026	2027	5 Year Subtotal	
SPS Operating Costs	\$69.6	\$0.0	\$0.0	\$0.0	\$0.0	\$69.6	
SPS Severance Costs ¹	\$113.3	\$0.0	\$0.0	\$0.0	\$0.0	\$113.3	
Potential Contractual Obligations ¹	\$3.0	\$0.0	\$0.0	\$0.0	\$0.0	\$3.0	
Remaining One-Time Transition Funding	(\$15.8)	\$0.0	\$0.0	\$0.0	\$0.0	(\$15.8)	
Subtotal SPS Costs	\$170.1	\$0.0	\$0.0	\$0.0	\$0.0	\$170.1	
RCMP Operating Costs							
RCMP Operating Costs	\$117.1	\$169.1	\$180.4	\$191.1	\$201.6	\$859.3	
City Legal & Consulting, Provincial Oversight Costs	\$3.0	\$0.5	\$0.0	\$0.0	\$0.0	\$3.5	
Subtotal RCMP Costs	\$120.1	\$169.6	\$180.4	\$191.1	\$201.6	\$862.8	
Total							
	\$290.2	\$169.6	\$180.4	\$191.1	\$201.6	\$1,032.9	
Estimated Costs for Policing – Retaining RCMP as POJ (\$millions)	2028	2029	2030	2031	2032	5 Year Subtotal	10 Year Total
SPS Operating Costs	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$69.6
SPS Severance Costs ¹	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$113.3
Potential Contractual Obligations ¹	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$3.0
Remaining One-Time Transition Funding	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	(\$15.8)
Subtotal SPS Costs	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$170.1
RCMP Operating Costs							
RCMP Operating Costs	\$207.6	\$213.8	\$220.2	\$226.8	\$233.6	\$1,102.0	\$1,961.3
City Legal & Consulting, Provincial Oversight Costs	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$3.5
Subtotal RCMP Costs	\$207.6	\$213.8	\$220.2	\$226.8	\$233.6	\$1,102.0	\$1,964.8

Total	\$207.6	\$213.8	\$220.2	\$226.8	\$233.6	\$1,102.0	\$2,134.9
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Note: 1 – Timing of obligations is unknown, 100% of potential severance and contractual obligations have been attributed to fiscal 2023

As shown in Table 5, the total cost over five years for Option 1 is estimated at \$1.0B and the total cost for the full ten year period to 2032 is estimated at \$2.13B.

The biggest risk to these estimates is the considerable variability in the decisions of the Board to dissolve SPS operations. If the timeline is prolonged beyond the assumed timeframes and demobilization period this may result in costs higher than those shown above.

3.5 Operational Feasibility

There are several areas of work related to the operation of the Surrey MPU during a restaffing period under the pathway to the RCMP as POJ. Over and above the RCMP restaffing plan noted regarding Director's binding conditions, the operation of the Surrey MPU requires a monitoring and reporting framework to support effective oversight and administration of the MPUA by the Mayor as CEO of the MPUA. The operational feasibility is also impacted in terms of the facilities, equipment and other operational considerations such as Indigenous consultation required by the Director, and this pathway also requires operational planning with respect to dissolution of the SPS and the Board at the point at which the last officer is no longer required to support the Surrey MPU. Each of these operational aspects is outlined below.

Proposed Monitoring and Reporting Framework

The effective administration of the MPUA is a priority under the pathway for the RCMP as POJ. To support this, the City has prepared a Monthly Detachment Monitoring and Reporting Framework (Appendix 6.10). The framework builds on earlier frameworks used by the former Mayor and OIC. It outlines processes and reporting requirements that will provide the City through the Mayor (as the CEO of the MPUA) with the necessary transparent access to information to administer the MPUA during the restaffing period and beyond. The framework would also be useful in the context of the alternative pathway to the SPS as POJ.

Facilities, Equipment and other Operational Considerations

Work with respect to the facilities, equipment and other operational areas **S. 13(1), 16(1)**

For facilities, the RCMP continues to occupy and control access to the majority of City owned and leased policing facilities. This would continue, and the facilities that have been segregated for SPS use in the main policing facilities would be progressively returned to the RCMP's control as SPS units were disbanded or consolidated in other locations. Support Services staff would lead this work. This would require the reapplication of the RCMP access controls and Departmental Security to these areas but would otherwise be simple to implement on a progressive basis.

The facilities currently used as stand-alone SPS sites would also be progressively decommissioned for this use as SPS employees and units were stood down. This would require the City to manage this downscaling over time and recycle, refurbish and repurpose these facilities back to their previous or other new uses.

With respect to equipment in use by the Surrey MPU there would be negligible effect for the continuity of operation of the unit by the RCMP as its Members are currently fully provisioned by the MPU equipment, which would not change. Instead, the focus for this work would be on decommissioning the SPS net new equipment. This could occur by transfer of some items into the Surrey MPU (although this would likely be very limited in scale and scope) and by otherwise recycling, selling, or securely disposing of SPS equipment procured during previous stages of the transition. This assumes SPS equipment for officers assigned into the Surrey MPU would be maintained until the last SPS officer assignment was terminated. s. 13(1), 17(1)

he City would likely assume ownership of much of the generic equipment (e.g., servers, hardware, devices) but policing specific assets would likely be s. 13(1), 17(1) Sequencing this work is also relatively straightforward to ensure no disruption to the dissolution of the SPS and the Board.

Vehicles procured by SPS may be absorbed into the allocation of the Surrey MPU. However, there are technical issues that would need to be resolved for this as the specifications are very different from federal RCMP specifications. Similarly s. 13(1), 17(1) items would be unlikely to transfer to the RCMP from SPS and would likely be otherwise securely disposed of or sold.

The final aspect of the work on facilities, equipment and other operational considerations reflects the fact that investments in regular upgrades and replenishment of Surrey MPU equipment ceased in 2019 due to the transition. The workplan to replenish the Surrey MPU equipment and resources has been prepared and there are some technical aspects with respect to information management and information technology (“IM/IT”) equipment but also practical items such as furniture, refurbishment of spaces to meet security requirements, space allocation for the RCMP teams (as they restaff) and other administrative equipment. Irrespective of the pathway determined by Council, s. 15(1), 16(1)

and work is well underway in this regard. This will involve transitioning the s. 15(1), 16(1) s. 13(1), 16(1) will be sequenced to ensure no disruption to operational activity in the Surrey MPU.

Indigenous Consultation

The Director’s Report noted that in either pathway, the City should undertake consultation with both land based and urban Indigenous community members. Although consultation with Indigenous group is not one of the specific binding conditions outlined in the Director’s Report, the City intends to build on its existing relationships with both land based and urban Indigenous groups to undertake consultation as the work moves forward.

As outlined in the Director’s Report, the traditional territories of the Semiahmoo, Katzie, Kwantlen, Tsawwassen, Kwikwetlem and Qayqayt First Nations are within the boundaries of the City of Surrey and

Surrey has the second largest urban Indigenous off reserve population in BC. The City is responsible for providing policing services within its boundaries including on the reserve lands governed by SFN. The Surrey MPU provides responses to calls for service on the Barnston Island Reserve although outside the municipal boundary. The Sacred Waters Development Corporation (“SWDC”) was created in 2021 through partnership of the Semiahmoo, Katzie and Kwantlen First Nations. Their primary mandate is to undertake economic development opportunities and they may also be an important organization to facilitate consultation with the three land based First Nations in Surrey.

The Government of Canada provides dedicated policing services to Indigenous residents via the FNIPP. These services are provided by the RCMP by allocating [REDACTED] Full Time Equivalent Members to Indigenous policing activities under a Community Tripartite Agreement between the RCMP, the Government of Canada and SFN. The City is not a party to this agreement and is not involved in administering the FNIPP within its jurisdiction, it also does not fund the FNIPP resources as costs are shared between Canada and the Province.

First Nations on reserve lands have a direct relationship with the Crown as represented by the Government of Canada and the Province of BC. As such, during the policing transition project to date the City, in collaboration with the Province, has made attempts to engage with the SFN respecting the Nation-to-Nation relationship that SFN has with the Crown. The Province facilitated development of a SPTTC Engagement Plan to outline the steps that would be taken to support SFN and engage them in dialogue regarding the transition to the municipal police service. S. 16(1), 17(1)

[REDACTED]

The key steps that would be required with respect to Indigenous consultation to maintain the RCMP as POJ include:

1. Meeting with SFN – Council To Council – to discuss the process to date and confirm an engagement process moving forward on issues related to the process to maintain the RCMP as POJ and renewing the offer in 2022 to provide capacity funding to SFN to support consultation processes with additional resources – this was completed in May 2023 and further meetings are scheduled.
2. The draft Engagement Plan with SFN will be finalized in partnership with SFN and then steps taken to implement that plan.
3. The City will, in collaboration with the RCMP, consult with the Province and Canada and SFN regarding any efforts (if needed) to update the Community Tripartite Agreement that governs the FNIPP. The City will play a support role only with respect to FNIPP activities with the RCMP taking the lead in this work.
4. The City will approach the Surrey Urban Indigenous Leadership Committee (“SUILC”) in a way that is consistent with the expectations outlined in the SUILC Statement of Community Engagement, to request that they lead a process of engagement with the urban Indigenous community, other land based First Nations and the City. SUILC has developed a Skookum Surrey process to engage deeply with the urban Indigenous community on complex issues such as child poverty, housing and racism. If SUILC considers it appropriate, SUILC will be contracted to use

their Skookum Surrey process to consult and develop solutions related to policing issues. SUILC has also been contracted by the City to lead community consultation sessions on issues of interest to the City such as transportation. To date, SUILC has not identified policing issues as a priority and is focused on housing, child poverty, cultural gathering places and other key concerns for its members. However, they will be given an opportunity to lead community engagement on the issue either through a simple consultation process or the more fulsome Skookum Surrey process. If SUILC does not have an interest in, or capacity to, lead such a process, the City will reach out directly to individual SUILC members (i.e., Indigenous non-profit organisations and government partners) through one-on-one meetings.

5. The City will also approach the SWDC to determine what role they may seek to play in either participating in or facilitating an engagement process. This may occur in partnership with SUILC or as a parallel effort.

The City will make good faith efforts to engage with all relevant parties noted in the Director's Report s. 13(1), 16(1), 17(1)

The goal of engagement with Indigenous populations regarding maintaining the RCMP as POJ will be to focus on areas of concern for Indigenous groups and setting in place a foundation for ongoing dialogue and input to the policing approaches taken in Surrey by the RCMP and to ensure that future programs maintain a focus on the particular concerns and requirements for culturally safe and appropriate engagement with Indigenous community members in Surrey.

Following completion of the outlined steps to engage with land based and urban Indigenous groups, the City will prepare a report of the consultation process and lessons learned and will use this to inform further implementation of the work to ensure the path forward respects the information shared and desires of Indigenous groups to the fullest extent possible.

Board and SPS Dissolution Plan

In the event that the pathway to maintain the RCMP as POJ is confirmed, the City will revisit its earlier plans to support the provincial government, the Board and the SPS with the steps required to progressively wind down operations and dissolve the legal entities. The SPS must be operationally viable until the last SPS employee was severed and all legal obligation discharged. The Board will need to exist in some form until after this point to oversee the dissolution of the SPS and the formal motion to disestablish the police agency. s. 16(1), 12(3)(a)

. In addition, the provincial government will need to play a key role in this work.

Provincial Responsibilities - Dissolution of the Board

The Province is ultimately responsible for oversight of the Board pursuant to the Police Act and other provincial legislation. Therefore, MPSSG and the Director will be primarily responsible for ensuring

effective oversight of the Board for this pathway to the RCMP as POJ. The Board was created through Order in Council by the provincial government, and only the provincial government has the power to dissolve and/or replace the Board.

If Council decides to maintain the RCMP, the Board will be expected to align the priorities, goals and objectives of the SPS in accordance with this direction, and to take all reasonable steps to facilitate this pathway.

It may be possible that, following Council decision on this pathway, s. 16(1)

|s. 16(1), 13(1)

s. 15(1), 16(1)

S. 16(1)

3.6.1 Current Status of Legal Work

The provincial and federal governments are in the process of extending their MOU, and the Province and the City will follow with extending their MOU on substantially the same terms. The purpose of the extensions is to support the ongoing assignment of SPS into the MPU until Phase I is completed. The parties to the Assignment Agreement are currently negotiating an extension.

On November 6, 2018, the City served notice on the Province of its decision to terminate the MPUA. Pursuant to its terms, the earliest termination date possible for the MPUA was March 31, 2021. By letter dated January 27, 2021, the City confirmed its intention to terminate the MPUA, but stated that it was premature to fix an exact termination date at that time given the need for the continued presence of the RCMP as the transition developed.

The transition to the SPS entailed a gradual decrease in the number of regular RCMP members assigned to the MPU, which is set out in Annex "A" of the MPUA. Pursuant to the terms of the MPUA, the City made formal requests to the Province beginning on January 2022 to reduce the number of members assigned to the MPU from the 843 members that was currently recorded in Annex "A". The Province has forwarded the City's request for a reduction to Canada; S. 16(1)

3.6.2 Future Legal Work Required to Support Option 1

Extensions of the Assignment Agreement and/or MOUs will likely be necessary for a limited period of time, as the RCMP re-establishes the MPU with its members. This should be a straightforward process, given that the parties are already operating under these legal instruments, and requires cooperation of the RCMP and the SPS.

Revocation of the City's intention to terminate the MPUA will also be necessary. This should be a straightforward process, given that the MPUA is currently in effect until March 31, 2032 and no earlier termination date was ever set. If Council decides to retain the RCMP, the City will send a letter to the Province confirming that it no longer intends to terminate the MPUA.

Similarly, the City will revoke its formal requests for reductions to the number of RCMP members assigned to the MPU as set out in Annex "A" of the MPUA. Article 6.0 of the MPU sets out a straightforward process by which the City may make a written request to the Province, which the Province then makes to Canada, to increase or reduce the number of members in the MPU.

Cooperation and Dissolution of the Board

Upon the City retaining the RCMP as the POJ, it will be necessary to ultimately, and in an orderly way, disband the Board.

In the near term, there will be a role for the Board in facilitating retention of the RCMP.

The Board is the employer of all the employees of the SPS. It is anticipated that SPS personnel will have an immediate role to play in transferring certain infrastructure and equipment, and other operational capacity, to the RCMP. The Board will oversee this transition work by SPS personnel.

As employer of the SPS personnel, the Board will also be required to ultimately conclude the employment of all SPS personnel, s. 16(1), 17(1)(c)(d)

The Board has a collective agreement with the Surrey Police Union ("SPU") that includes an 18-month notice period that is triggered at the election of the Board. As discussed below, to the extent the decision is made to provide s. 16(1), 17(1)(c)(d)

s. 14, 16(1), 17(1)(d)(f)

[REDACTED]

Termination Notices for SPB Employees and Severance

A significant issue for Council's consideration for retaining the RCMP as POJ is the termination of employees of the Board and the provision of notice. In the event of a wind-up of SPS, the City expects that the Board s. 16(1), 17(1)(c)(d)

. This includes accounting for statutory obligations arising under the Employment Standards Act, RSBC 1996, c. 113 ("ESA") and the Labour Relations Code, RSBC 1996, c. 244 (the "Labour Code"). It also includes providing the notice pursuant to the Letter of Understanding "D" (the "Termination LOU") between the Board and the SPU.

s. 14, 16(1), 17(1)(c)(d)(f)

It is the City's understanding that the entire purpose of the Termination LOU was to establish in advance the parties' rights and obligations upon a decision to wind-down the SPS, including in what circumstances an employee will be entitled to severance. s. 14, 17(1)(d)(f)

It is also the City's understanding that under the various agreements with other groups of employees, the Board can satisfy its legal obligations to most of its employees s. 16(1), 17(1)(c)(d)

In particular, the Termination LOU contemplates that during the 18-month notice period (the "Notice Period"), the Board may, in its sole discretion, elect between requiring an employee to continue performing their work duties (Art. 1.4.1), assign the employee to other duties (Art. 1.4.2) or excuse the employee from performing work duties (Art. 1.4.2). It is only the employees excused from performing their duties under Art. 1.4.2 s. 14, 17(1)(c)(d)

s. 14, 16(1), 17(1)(c)(d)

Given the number of employees to be terminated it is very likely that the SPB will be required to provide group termination notice under the Employment Standards Act ("ESA"). Under section 64(3) of the ESA, notice of group termination must be given before the effective date of the first termination, and for at least the following periods depending on the size of the affected group, as follows:

- 8 weeks for 50 to 100 employees;

- 12 weeks for 101 to 300 employees; and
- 16 weeks if 301 or more employees.

It is the City's understanding that group termination notice under section 64(3) of the ESA ^{s. 14, 17(1)(c)(d)}
[REDACTED] The City therefore expects that for the majority of
the Board's employees, including the members of the SPU bargaining unit, group termination obligations
under the ESA will be satisfied by the ^{s. 14, 17(1)(c)(d)}
[REDACTED]

^{s. 14, 17(1)(c)(d)}
[REDACTED]

Transfer of Civilian Employees to the City

As for the transfer of civilian employees to the City, the City and CUPE 402 entered into a Letter of Understanding on April 8, 2020, in respect to the transfer of Support Service employees to the Board. The Board subsequently entered into a Successorship Agreement with CUPE 402. The City expects that the Board will engage directly with the City, and where applicable CUPE 402, to discuss appropriate terms for the transition of both unionized and non-unionized Support Service employees to the City.

With the exception of providing section 54 Notice to CUPE 402, these terms should be negotiated ^{s. 13(1), 14}
[REDACTED] The terms under
which unionized civilian employees may be transitioned to the City will be addressed as part of the
section 54 consultation process and in discussions between CUPE 402 and the City. ^{s. 13(1), 14, 17(1)(c)(d)(f)}
[REDACTED]

Section 97 of the ESA provides that if all or part of a business or a substantial part of the entire assets of a business is disposed of the employment of an employee of the business is deemed, for the purposes of the Act, to be continuous and uninterrupted by the disposition. ^{s. 13(1), 14, 17(1)(c)(d)}
[REDACTED]

Letter of Intent Between Board and SPU

On June 7, 2023, the City received a copy of a Letter of Intent between the Board and the SPU, dated November 16, 2022 ("LOI"), one day after the new Council was sworn in. ^{s. 14, 17(1)(d)(f)}
[REDACTED]

its interpretation of the LOI. To date no response has been received. City staff will seek to confirm the Board's interpretations and plan and update Council accordingly.

As discussed above, the Termination LOU expressly provides that if the Board **s. 14, 17(1)(c)(d)(f)**

[Redacted]

At the time the Termination LOU was entered into the parties would necessarily have contemplated that the SPS Officers assigned into the MPU would be under the command and control of the RCMP.

Despite this fact and the clear language of the Termination LOU, **s. 14, 17(1)(c)(d)(f)**

[Redacted]

A discussion of the implications of the LOI is contained in section 3.6.3 of this report.

3.6.3 Legal Action in Response to Risks of Option 1

s. 13(1), 14

[Redacted]

[Redacted]

[Redacted]

[Redacted]

s. 13(1), 14

Letter of Intent (“LOI”) between the Board and the SPU

Another risk is that the Board and the SPS employees s. 13(1), 14, 17(1)(c)(d)

to ensure adequate and effective policing is maintained per the municipality’s obligations under the Police Act, and to protect the municipality’s financial interests on behalf of its ratepayers.

Correspondence from the SPU to the Board (Appendix 6.11) indicates that SPU’s position is that should Option 1 be selected by Council it would expect there to be no working notice periods for employees assigned to the MPU and they would therefore be eligible for severance payment immediately following their withdrawal from operational duty under the command of the RCMP. Subsequent correspondence received from the Board *“caution[s] the City of Surrey from relying on the Surrey Police Union’s letter”* (Appendix 6.12) s. 16(1), 17(1)(c)(d)

In a situation where employees are terminated as a group, provisions of the ESA – section 64 – would likely require additional payments to be made over and above severance outlined in the Collective Agreement if termination dates were not s. 16(1), 17(1)(c)(d)

s. 13(1), 14, 17(1)(c)(d)

Irrespective of options available to the City, it is ultimately the Province’s responsibility to safeguard public safety. s. 14, 17(1)(d)

s. 15(1), 16(1), 17(1)(d)

As to protecting the City’s financial interests, the City has informed the Board in its June 9, 2023 letter that there is s. 16(1), 17(1)(c)(d)

Any change to this requires authorization via an updated budget submission, negotiations with the City, and the approval of Council.

The City would therefore be requesting that the Board provide, as soon as practicable after the Council decision, a revised budget that contemplates the maintenance of the RCMP for the City's approval. s. 14

3.6.4 Summary of Legal Feasibility of Option 1

As discussed above, most of the legal agreements are already in place to accommodate a return of the RCMP as the POJ, should this be Council's decision. Therefore, s. 13(1), 16(1). Further, requirements to revoke the termination notice of the MPUA and requested reductions to RCMP members listed in Annex A s. 13(1), 16(1) with the cooperation of BC and Canada.

More complicated legal issues pertain to a decision by Council to return to the RCMP in the event that s. 14

Another complicated matter is the provision of notice and potentially severance for SPS employees currently working in the MPU. s. 14, 16(1), 17(1)(d)

s. 13(1), 16(1)

s. 13(1), 14

3.7 Technical Feasibility

There are several technical aspects that must be addressed in the pathway to maintain the RCMP as POJ. These include both information management and information technology (“IM/IT”) processes and tools and the disposition of technical systems and capabilities created for SPS during the transition period. As well, the disposition of work to date to onboard SPS to the PRIME system for case files and the status of investigative files created by SPS officers currently assigned into the Surrey MPU.

IM/IT planning recognizes the need to work within the bounds of the conditions outlined in the Director's Report and highlights the importance of developing a coordinated plan to ensure public and officer safety. While aspects of the RCMP required activities are clear, the downscaling and dis-establishment of SPS IT present complex challenges, necessitating a high-level of planning and coordination between all parties, most especially with the SPS.

This technical feasibility analysis has been conducted by the City's IM/IT team based on the best available information at this time. The work to establish the SPS IM/IT capabilities to date has been based on close collaboration with the SPS and as such the assumptions made to inform this analysis have a high degree of confidence. s. 16(1)

The City also reached out to the RCMP to confirm its replenishment needs based on a halt in all but essential procurement in 2019 for the Surrey MPU and as such estimates for the RCMP IM/IT needs also have a good degree of confidence. It is important to note however that procurement and provisioning of IM/IT assets for the Surrey MPU is traditionally done by the RCMP and Shared Services Canada with little to no involvement of the City beyond funding the assets. Police Support Services civilian IM/IT staff do coordinate this work for the Surrey MPU and maintain the RCMP systems in collaboration with E-Division and Shared Services Canada.

3.7.1 Current Status of Technical Work

Over the past two years, the City has assigned dedicated technical resources to support the establishment of the SPS. The focus of this work has been on standing up the necessary systems and capabilities that the police agency will need to be authorized to assume the responsibility as POJ. Over the past s. 16(1), 17(1)(d), SPS has progressively s. 15(1), 16(1), 19(1) IT specialists to support this work but the majority of the effort has been undertaken by City IT teams and third party vendors and contractors with the appropriate clearance.

Following the November 2022 decision of Council to maintain the RCMP as POJ and halt the transition, the City paused all new IM/IT work and continued only with maintenance of systems and capabilities that were already in place for SPS. The IM/IT directive stressed the importance of maintaining support activities and focused on the release of City IT technical resources from the SPS IT Program, unless required for knowledge transfer to SPS IT personnel.

As outlined in Appendix 6.13 several systems and capabilities are already stood up for SPS and others are in flight through agile project management processes and shows at a very high level the status of this work grouped by complete, in progress and not yet started.

Note that 'complete' in this context refers to basic capabilities being in place for SPS to assume POJ, additional required features or functionality are planned for several of these elements that would have been put in place after SPS was authorized as POJ. In the RCMP as POJ pathway, these additional functions would no longer be required.

3.7.2 Feasibility of Future Technical Work Required

As part of the program restart of IM/IT work a key initial deliverable will include redefining the program roles and mandates to ensure all parties (City, RCMP and SPS) are coordinated. The planning will be a multi-stream effort involving the replenishment of Surrey RCMP IM/IT and the simultaneous recycling or other disposition of SPS IM/IT. Key to this work is to maintain functionality s. 16(1), 17(1)(c)(d)

staff to have the administrative and operational systems needed to complete their work.

The key IM/IT focus of this workstream relates to the aspects necessary to maintain the RCMP as the POJ. These include restarting IM/IT technology refresh activities for Surrey RCMP, focusing on purchasing new or replacing aged-out end-user devices and reviewing internal applications for required updates. It also includes the initiation of reviews by Shared Services Canada for necessary updates and refreshments, along with any required remediations or upgrades.

In this workstream, the IM/IT focus is developing and managing a plan for the dis-establishment of SPS. This includes developing an approach and timeline to determine IM/IT requirements for shutting down and removing SPS IM/IT infrastructure and systems. This includes engaging with City legal and procurement teams in the execution of contract cancelations. Additionally, analysis will be required to assess and incorporate legal requirements for data retention and ownership. Finally, the workplan will need to address the disposal or redistribution of SPS IM/IT equipment to the City, the RCMP or selling of components to other police agencies after the last SPS officer is off-boarded. Appendix 6.14 provides a high level, implementation of this pathway from a technical feasibility perspective.

The most important dependency for the work to disestablish SPS IM/IT systems currently in place is ensuring this is appropriately sequenced s. 16(1), 17(1)(c)(d)

Appendix 6.14 also outlines the anticipated timeline for this technical work based on information available to date however, this must be further tested and validated by the RCMP and the SPS before timelines for this workstream were confirmed.

This anticipated timeline indicates that full IM/IT roll out would not be completed until the s. 15(1), 16(1) based on current assumptions. The high degree of interdependence of tasks on the critical path for IM/IT implementation, coupled with the importance of confirming positions to be taken

on this work by the RCMP and the SPS mean that these estimates have only a moderate degree of confidence. S. 13(1), 16(1)

3.7.3 Summary of Technical Feasibility

The execution of the first part of the IM/IT workplan to maintain the RCMP as POJ is relatively straightforward, focusing primarily on a technology refresh rather than new systems. Coordination with RCMP E-Division and Shared Services Canada will be necessary to plan and implement the activities required. Execution of the second part of the work plan, the dis-establishment of SPS IM/IT, is far more complex, requiring extensive work and collaboration with both SPS and the RCMP to ensure a safe and appropriate path forward for downscaling SPS systems. The workplan identifies significant involvement of legal and procurement teams in handling S. 16(1), 17(1)(d) and the recycling, secure disposal, re-assignment, or sale of IT equipment.

3.8 Additional Considerations if City Does Not Meet Binding Conditions for Option 1

If Option 1 is advanced by Council, there are additional potential challenges that may arise with respect to the operation of the Surrey MPU. The first of these is the potential that S. 14, 16(1), 17(1)(c)(d)

Potential Action by the Board, Unions and/or Employees

As outlined in the legal feasibility section above, there is a risk that the Board and/or employees would S. 15(1), 17(1)(c)(d) would create risks to public safety and the ability of the OIC to operate the Surrey MPU effectively.

Letters signed by the Board and the SPU indicate their mutual agreement to abridge the provisions of Letters of Understanding in place in the Collective Agreement ("LOU D") whereby the Board can institute a working notice period for SPS employees. S. 13(1), 14, 17(1)(c)(d)

This also moderates the immediate impact of severance costs on the City and stages any payments that are necessary out over time.

s. 14

[REDACTED]

s. 14

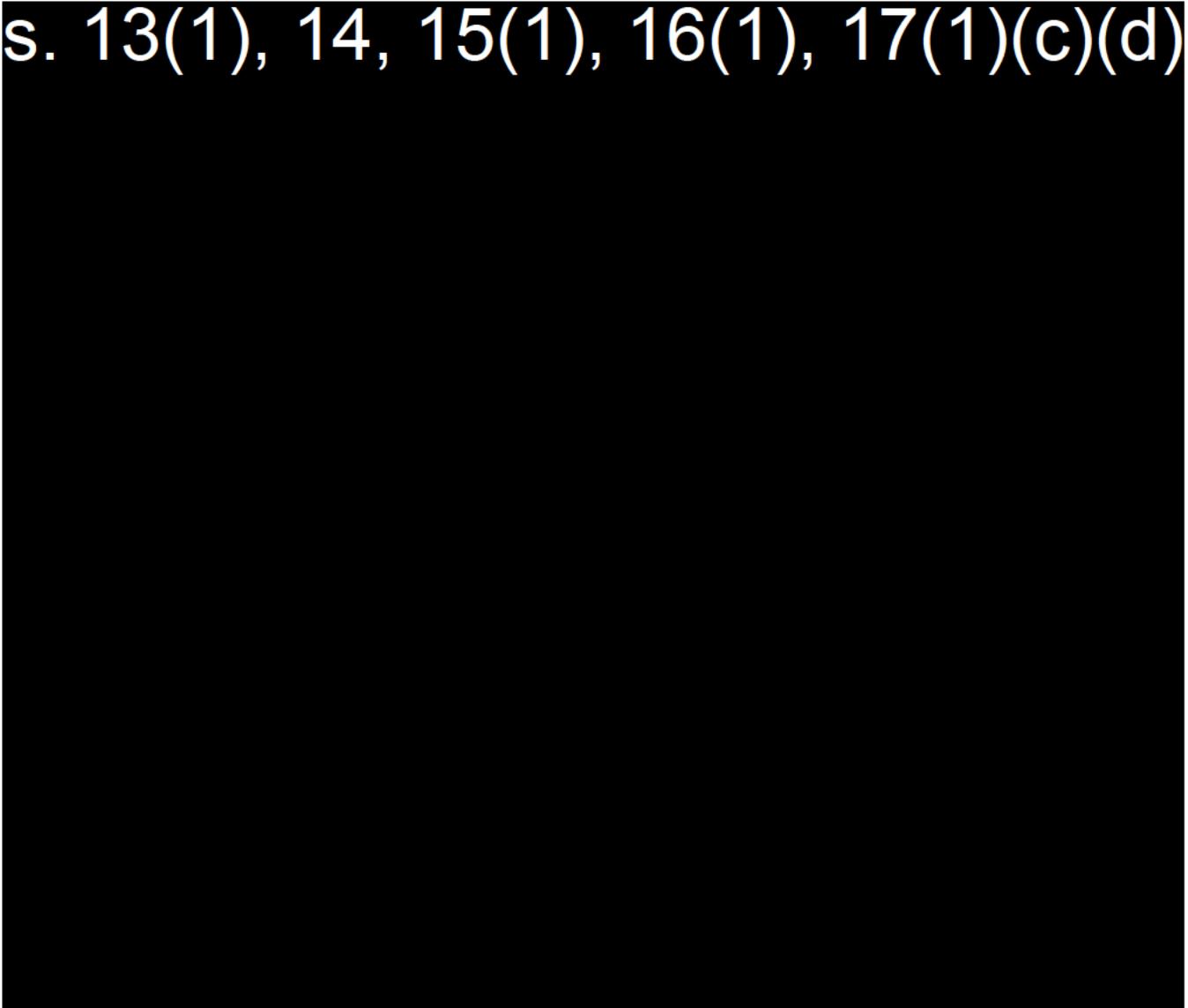
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3.9 Feasibility – Option 1 (RCMP as POJ)

s. 13(1), 16(1)

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s. 13(1), 14, 15(1), 16(1), 17(1)(c)(d)



4 Option 2- Continuing the Transition to the SPS as Police of Jurisdiction

This section outlines information for Council review and consideration, required information regarding the option for Council to direct that the City continue the transition to the SPS as the POJ in the City of Surrey. It includes the following information:

- an overview of the **creation of the SPS**;
- the current status of **SPS establishment** work including **accomplishments** and **unresolved challenges**;
- **analysis of the SPS submissions** to the Director (December 2022 and February 2023);
- an overview of the **feasibility of meeting conditions** for Option 2 outlined in the Director's Report; and
- an overview of the feasibility of each of the **financial, operational, legal and technical** elements of the work.

4.1 Creation of the SPS

Since the initial resolution of Council in November 2018 that staff should “take all appropriate steps to immediately create a Surrey Police Department in accordance with the BC Police Act.” (MIN-RC 2018-11-05) a number of documents were prepared to inform and guide the transition.

The initial transition plan was externally and independently authored by the VPD under a Technical Assistance Agreement s. 16(1)

, particularly with reference to the IT infrastructure.

This was followed by a report prepared by the PMPTSC involving the MPSSG and the City. This report reflected a significant contribution by City staff. This report followed up on the VPD report and outlined the phased, integrated approach later adopted by the SPTTC.

Prior to the provincial government establishing the Board, the City had undertaken over one year of work to outline detailed project plans and supporting materials to enable the Board to ‘hit the ground running’ with pre-prepared organization charts and plans for establishing each aspect of the Board and the police service (facilities, HR, pensions, IM/IT, equipment, governance etc.) that reflected the City’s priorities, goals and objectives in changing its police model. s. 16(1)

the development of the SPS and plans that were eventually established by the Board and the SPS Executive s. 16(1)

to all priorities, goals and objectives.

s. 16(1) utilize the groundwork laid by City staff with expertise in key areas created a pattern s. 16(1)

implementing a hiring plan that saw

s. 15(1), non-deployable officers onboarded out of alignment with the SPTTC directions. This caused

unexpected costs to the City. Collective Agreements were also signed without awareness or involvement by the City despite significant obligations these created for taxpayers. This pattern continues as seen in the description of the current uncertainty around the implications of the LOU on ^{s. 16(1), 17(1)(c)(d)} between the Board and the Union. If Council chooses Option 2, it is vital that Council are aware that City staff have **s. 16(1)** key activities of the Board or to have the Board consider and report back on Council's priorities, goals and objectives.

4.2 Current Status of Transition to SPS as POJ

The SPTTC has, since September 2020, guided the implementation of the transition. The SPTTC is the mechanism that was intended to collaboratively bring together the three levels of government (under a terms of reference) and the police agencies to effect a timely, transparent and effective transition from the RCMP to the SPS as POJ. The SPTTC guiding committee of the Assistant Deputy Ministers (BC and Canada) and the City Manager met monthly (and more frequently when required) from September 2020 to October 2022. They were supported by a working group as senior staff level of the three government partners and a broader group of up to 100 subject matter experts and other contributors who worked throughout this period often meeting daily to move the transition planning and implementation forward.

Due to several challenges **s. 16(1)**, the transition is still in an early stage of development. Although ^{s. 15(1)} SPS officers are currently deployed as resources into the Surrey MPU and make up approximately ^{s. 15(1), 16(1), 17(1)(c)(d)} of the Detachment strength, there is still considerable work outstanding to complete the transition to the SPS.

The Director's Report, while recommending that the City continue to transition to the SPS as POJ does not address the many outstanding issues that have delayed and challenged the transition process to date. It focuses on the questions raised about the RCMP and the City plans to maintain the RCMP and does not provide significant commentary on the process required to continue the transition.

4.2.1 Phase 1 – Accomplishments and Unresolved Issues

Accomplishments

Appendix 6.1 outlines the key milestones achieved to date. The key accomplishments of the transition to date were:

- Provincial establishment of the Board
- Board establishment of the SPS
- Completion of three key phase 1 legal/agreement frameworks for interim assignment of SPS sworn officers into the Surrey MPU
 - BC Canada MOU
 - BC City MOU
 - City, Board, RCMP and SPS Assignment Agreement
- Deployment of the first SPS officers into the MOU on November 30, 2021

- Completion of the phase 1 joint RCMP and SPS HR Strategy & Plan
- Entry of the first cohort of SPS recruits into the Justice Institute of BC program
- Completion of a plan to incorporate SPS recruits into the Surrey MPU
- SPS work to complete implementation of their plan to achieve POJ to meet the Province's evaluation standards.

Since October 2022, the SPTTC has not met and all City work on the continued transition to the SPS has been halted pending further direction from Council. The exception to this was ongoing City support for SPS IT, payroll and budget management, and SPS stand alone work regarding its hiring plan and work to meet the requirements for POJ (e.g., policy development). Aside from early project management support, the City has not been party to the work undertaken by SPS to meet the requirements for POJ.

Unresolved Issues

Challenges with regard to the transition to date fall broadly into six categories:

1. Approach of the Board and SPS Executive **s. 16(1)** goals of the transition;
2. Structural and process issues within the RCMP;
3. **s. 16(1)**
4. Lack of policy and legal frameworks to enable the transition;
5. Limitations on authorities, and structural challenges with workplan development and implementation; and
6. Delayed action **s. 16(1)**

There are numerous examples of each of these types of challenges however some brief examples will be further outlined below. These challenges remain unresolved and will continue to impact progress with the transition to the SPS. In the absence of new governance structures, additional resources, and commitment to timely, transparent and collegial collaboration the transition to the SPS as POJ **s. 13(1), 16(1)**

1. Approach of the **s. 16(1)**

Since its inception, the City has attempted to support the Board and provided considerable initial administrative support through both seconded and City staff, and documentation and planning. The City prepared training materials for the Board and SPS Executive that outlined all the pre-planning work the City had done to date and encompassed an omnibus of all the work that would be required to establish the SPS. This work reflected the priorities of the City and the goals and objectives for the new police agency.

s. 16(1)

At several points between 2020 and 2022 the City made unsuccessful attempts to provide input to the Board and SPS Executive **s. 16(1)** plans developed through the SPTTC process.

s. 16(1)

The lack of transparency by the Board and SPS Executive has continued since October 2022 with s. 16(1), 17(1) to inform the City's submissions to the Minister in December 2022 or February 2023.

s. 16(1)

This has created financial consequence for the City and Surrey taxpayers, most especially from s. 16(1), 17(1) under phase 1 legal/agreement frameworks and from early procurement of equipment that could not be used until SPS was approved as POJ. The most explicit example of this was the purchase and fit up of s. 16(1), 17(1)

s. 16(1) These remain in a City facility unable to be deployed.

2. Structural and process issues within the RCMP

As noted, the RCMP Act and the National Headquarters ("NHQ") Project Board put in place by the RCMP represented s. 16(1) of the transition to the SPS. The RCMP, while participating actively at the SPTTC s. 16(1) plans that were collaboratively agreed in the SPTTC forum. Attempts by the SPTTC to provide more specific direction on this (to both police agencies) were unsuccessful and this contributed to delays in the transition.

The bureaucracy and lack of delegated authority to local decision makers was and will continue to be an impediment to transition to the SPS. s. 16(1) and even if a Senior Transition Leader and Senior Contract Officer are appointed as per the Director's binding conditions, there is no evidence that these positions on their own will address the fundamental structural and process issues that limit the ability of the RCMP to support a transition.

The issue with providing security clearances to SPS officers is the best example of this in practice. s. 15(1), 16(1)

This will not likely change should the transition continue and will continue to be a significant bottleneck to effective implementation.

s. 16(1)

4. Lack of policy and legal frameworks to enable the transition

The lack of appropriate policy frameworks and legal/agreement frameworks to manage a transition of this nature remain a constraint. As this transition has been unprecedented in Canada it would be assumed that legal frameworks would not be in place, however the issues are more profound than the absence of existing legal frameworks. The interpretation of existing policy, regulations and legislations has been a roadblock to flexible and nimble implementation of the transition.

In almost every aspect of the transition, from officer deployments to sharing resources and equipment, even where existing instruments were in place s. 16(1)

The strictures imposed by the federal regulations and policy have had and will continue to have implications for the continuation of phase 1 and the ability to implement phase 2. The broad powers of the RCMP Commissioner s. 15(1), 16(1)

with the collaboratively agreed SPTTC processes and plan.

The existing policing agreements (MPUA, MPSA) are problematic. The additional MOUs and Assignment Agreement that were required to facilitate phase 1 do not resolve all the impediments created by the rigid and limited structure of the MPUA/MPSA to enable a transition. While they must be extended for an interim period (or SPS officers will not be able to support the Surrey MPU), they do not provide the required policy or legal support to implement the transition.

The work required to create legal/agreement frameworks for phase 2 will require s. 16(1) to confirm a model and it is possible that the parties will not be able to agree on a framework for phase 2 that would see the RCMP provide resources to support SPS as POJ. That work is completely 'green field' for the RCMP and Canada s. 16(1) to achieve.

5. Limitations on authorities and structural challenges with workplan development and implementation;

The SPTTC process and the role the City played as Secretariat has been vital in the early stages of the transition but will no longer suffice should the transition to SPS continue. The process has been

s. 16(1)

As many issues emerged the consensus based approach of the SPTTC was not sufficient to resolve issues in a timely way, if at all. The SPTTC has no power to direct the police agencies which

contributed to the issues noted above of both agencies acting s. 16(1) as agreed through consensus within the SPTTC.

Challenges building workplans and implementing them in this context was and is one of the reasons the transition is still at such an early stage after four years of work. The ways in which each of the parties engaged in the planning and implementation processes did s. 16(1) due to the lack of authority to direct action.

While it is possible that the appointment of the Advisor will assist, new authorities and governance is required if the continued transition to the SPS is to succeed.

6. Delayed action s. 16(1)

As noted above, authorities of levels of government over the police agencies has been a continual challenge. The processes and delays to obtaining pragmatic solutions has also been a major issue for the transition and will impede its future implementation.

The City commenced work on the transition in October 2018. s. 16(1)

The City has done considerable work as Secretariat to ensure other levels of government were prioritizing the necessary review and approval steps for aspects of the transition s. 16(1)

Work on the termination of the MPUA and the Annex A reductions is a good example where the City moved quickly to exercise its obligations under the MPUA and the Police Act. s. 15(1), 16(1)

The time required to complete additional Annex A reductions and termination of the MPUA are considerable s. 16(1)

Phase 1 workplans

Appendix 6.15 includes the current SPTTC workplan status summaries for phase 1 and phase 2 of the transition to the SPS as POJ. The implementation of the joint RCMP and SPS HR Strategy & Plan is the most pressing issue to consider as this work halted in s. 16(1) and this work would need to be entirely recast in the new context.

Additionally a new workplan has been created (Appendix 6.16) in response to the conditions in the Director's Report that outlines some of the new actions required by the parties to move the transition forward. Once a new governance process is put in place, the parties would have to assess the best pathway to build new workplans for the remainder of phase 1 prior to consideration of workplans and work to continue phase 2 of the transition to the SPS as POJ.

Phase 2 Planning

While the SPTTC had made some progress on building high level workplans for phase 2 of the transition s. 16(1) and considerable effort would be required to advance this in the context of the Director's Report. The draft SPTTC phase 2 workplan is included in Appendix 6.15 for context. However, s. 16(1) much has changed in the intervening period which calls into question some of the fundamental assumptions of the early work.

Some of the major challenges to continuing the transition have been noted above but there are several key pitfalls to implementation of a second phase of the transition.

- Challenge to confirm legal/agreement frameworks s. 16(1)
- Constraints of the federal regulations and policies and no mechanism for the RCMP to support municipal police agencies
- No mechanism for asset transfer
- Inability to leverage the RCMP IT and ownership of existing equipment
- Difficulty in transferring occupancy and control of existing facilities
- Difficulty in file transfer and ownership (information management and file handover)

Challenge to confirm legal/agreement frameworks at provincial and federal levels

It is not clear the status of discussions at provincial and federal levels with respect to necessary processes, s. 16(1), to enable the draft plans for phase 2 legal agreement frameworks. The early work focused on framing out a possible pathway but beyond this no drafting of documentation is believed to have commenced s. 16(1) to support a continued transition using the draft plan.

Time and resources are needed to further scope this work and the City is not confident that the draft framework for phase 2 s. 16(1) (s. 14) s. 16(1)

Constraints of the federal regulations and policies and no mechanism for the RCMP to support municipal police agencies

To date the RCMP has s. 15(1), 16(1) the federal regulations and policies and the power of the Commissioner to direct action beyond the status quo of the RCMP. There is no provision in legislation, regulations or policies for the RCMP to play a role in support of a municipal police agency. At question is whether, and how, the RCMP Members could be part of a chain of command outside the RCMP. This would be unprecedented s. 15(1), 16(1)

period of time that would likely be required for phase 2. This is even more of an issue when the Director's Report concerns regarding regional impacts are considered. s. 13(1), 16(1)

No mechanism for asset transfer

While there has been considerable discussion there is yet no clarity on whether, how and when asset transfer from the Surrey MPU could occur to the SPS. Signs to date indicate that much of the asset base the City has funded at 90% cost share to date would be s. 15(1), 16(1) for the SPS and those assets that would be useful have been considerably amortized already and hold little value. Tasks on the workplan to date rely on significant assumptions s. 16(1)

For assets that are s. 16(1) to the SPS this essentially requires an entire duplication of assets for the SPS, something has been a challenge in phase 1 as noted above.

Inability to leverage the RCMP IT and other equipment

Despite the City funding the IT assets of the Surrey MPU at 90% cost share over the decades, the majority of IT systems, applications, hardware and software are owned by Shared Services Canada and s. 16(1) the terms of article 13.0 of the MPUA. There are many IT systems that are s. 15(1), 16(1) for SPS to utilize as POJ. Therefore, as has been seen in phase 1 there would need to be a further scaling up of IT procurement and maintenance if the transition to the SPS were to continue.

Difficulty in transferring occupancy and control of existing facilities

The work required to enable shared occupancy (in a segregated model) during phase 1 will be further amplified in phase 2 as there is s. 16(1) agreed for transfer of facility occupancy and retrofitting in phase 2. While the facilities occupied by the RCMP and the SPS are owned or leased by the City, the RCMP Members are required to work in facilities that meet Departmental Security policy set by NHQ. This creates questions about how and whether RCMP Members can work in facilities subject to SPS security access controls. s. 15(1), 16(1)

Difficulty in file transfer and ownership (information management and file handover)

The ownership, control and custody of all exhibits, files and other information management are s. 16(1) for phase 2 of the transition. Early work to scope out the requirements and tasks has been initiated but there is s. 15(1), 16(1)

Revising Governance and Workplans

As noted, there are several issues that will require an entirely new approach to governance of the transition to the SPS and of development and implementation of shared workplans where these are required. The City has outlined above some of the steps needed with respect to the new roles and responsibilities for parties based on the appointment of the Advisor. The City supports this step but

more work will be required to create new terms of reference, and other instruments to support the continued transition from a governance and project management perspective. The time and scope of this work s. 16(1) and would have to be considered with respect to the feasibility of continuing the transition work.

4.2.2 Policing Transition Progress Report- SPS Submission to the Director

On December 22, 2023 the SPS provided the “Surrey Police Service – Policing Transition Progress Report” (“SPS Report”) to the MPSSG. City staff were not involved in the preparation of this content and did not receive a copy until a formal request was made to the MPSSG. A redacted version was received in April 2023. In late May 2023, Council and select City staff were able to access an unredacted version of the SPS submission in the appendices of the unredacted Director's Report (via the Confidentiality Agreement). The SPS Report is divided into four parts – Progress Overview; Police of Jurisdiction Task Update; Challenges and Mitigation Strategies; and Adverse Consequences of De-Transition.

s. 16(1)

s. 16(1)

s. 15(1), 16(1)

s. 15(1), 16(1)

The SPS Report, and subsequent supplementary information provided February 10, 2023 to the Director of Police Services, focus on asserting the SPS’s perspective that it remains confident that it can progress the transition without undue disruption to policing in BC or to public and officer safety.

Staff Analysis of the initial SPS Report to the Director

The SPS Report and subsequent submission of supplementary information to the Director on February 10, 2023, provide detail on the SPS and Board perspectives on continuing the transition to the SPS as POJ and commentary on the impacts of de-transitioning on the pathway to the RCMP as POJ.

s. 13(1), 15(1), 16(1)

The SPS report repeatedly asserts timelines within which the remaining work would be completed and asserts steps to complete this work

s. 15(1), 16(1)

SPS likely concludes it is well placed to meet its stated timelines. However, for almost all of the work listed, s. 15(1), 16(1)

. This serves to s. 16(1) in the SPS's assessment of the work and may have contributed to the assessment in the Director's Report that the SPS timelines were understated and that it may take 3 years to scale to full strength for SPS.

The second overall concern with the SPS submissions regards the proposed mitigation strategies should their estimates prove inaccurate. In several cases the primary mitigation strategy mentioned is s. 15(1), 16(1)

These estimates do not seem to be aligned. s. 15(1), 16(1)

with respect to the SPS mitigation strategies articulated.

Some specific examples where timelines are likely s. 16(1)

that stated include:

- The submitted budget assumed the joint RCMP and SPS HR Strategy & Plan would be fully implemented by May 2023 s. 15(1), 16(1). Future methods of working collaboratively have not yet been determined.
- To date s. 15(1), 16(1) officers have been hired to Investigative Bureau however only s. 15(1), 16(1) % have been available for deployment, ramping these deployments up quickly s. 16(1)

s. 13(1), 15(1), 16(1)

These issues in the SPS analysis and submission limits the confidence of the City in the estimated time and feasibility for some of the work suggested. It is likely that timelines would have to be extended further and more complex analysis of the work required be undertaken so the agencies have a shared understanding of the feasibility of the programs of work.

SPS does highlight some important and feasible risks in its submission s. 15(1), 16(1), 17(1)(c)(d)

[REDACTED]

The work outlined by SPS is operationally s. 13(1), 16(1) , however more work is required to make accurate assessment of timelines based on all the interdependent factors for each workstream. The SPS report does not adequately address the interrelationships between the workstreams and the impact that a blockage or delay in one area can have on other areas of work.

4.3 Meeting the Director's Binding Conditions for Option 2 (SPS as POJ)

The Director's Report outlines two conditions for the City to progress with the transition to establish SPS as POJ including; provincial appointment of a Strategic Implementation Advisor and the RCMP appointment of a Senior Transition Leader. In addition to these conditions the City s. 13(1), 16(1)

[REDACTED]

Strategic Implementation Advisor

For the pathway to SPS as POJ a new structure will be required as the SPTTC Terms of Reference are no longer sufficient or applicable. Therefore, the City strongly supports the appointment of the Advisor and the establishment of a new governance structure to support the Advisor in advancing the work with all parties. As noted, the City understands that this individual will be appointed by the Minister, will have sufficient profile, expertise and experience to work effectively with all parties and will be supported by a team. The City also understands that this Advisor and their team will be funded by the City.

The Advisor will work in parallel with the Canada, BC, the City, the RCMP and the SPS to complete the necessary work plans and oversee their implementation. s. 16(1)

[REDACTED]

Figure 3 shows a proposed project governance structure under the Advisor for the work to continue the transition to the SPS as POJ. This will involve shared workstreams through a multi-agency delivery team that the Advisor will coordinate.

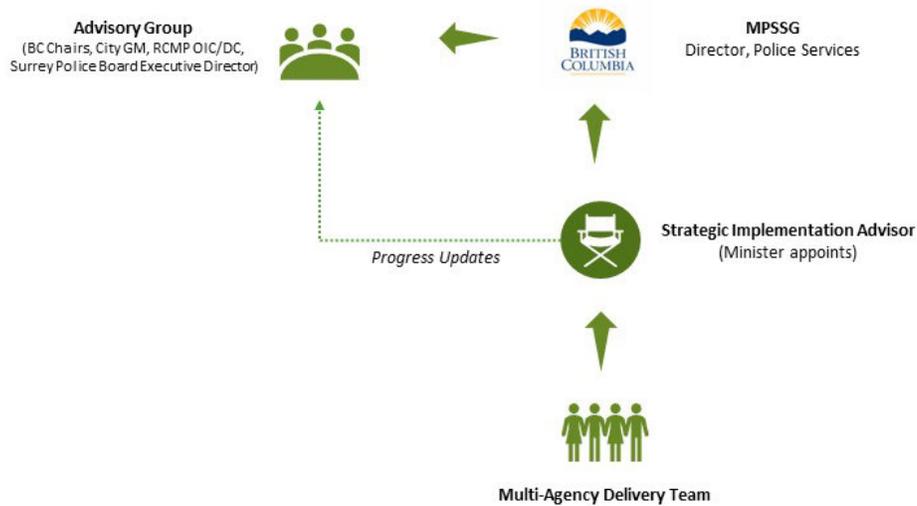


Figure 3. Advisor’s Oversight Structure – SPS as POJ

In this context the Advisor will oversee and direct the shared work required to establish the SPS as POJ and in particular will need to facilitate the work to enable RCMP Members to support the SPS in this capacity. The role of the Advisor and other parties will include those outlined in Table 7.

Table 7. Roles and Responsibilities of the Parties – SPS as POJ

Province	<ul style="list-style-type: none"> • Appoint Advisor • Chair Advisory Group • Extend existing legal frameworks for interim period and prepare phase 2 legal/agreement frameworks • Receive project updates from Advisor • Monitor implementation • Participate in multi-agency delivery team
Advisor	<ul style="list-style-type: none"> • Coordinate implementation via the Multi-Agency Delivery Team • Prepare and deliver updates to Advisory Group • s. 16(1) escalated by the RCMP and SPS as needed • Ensure critical path for implementation plan for each workstream is maintained • Ensure project management processes are robust and maintained throughout project • Engage with the RCMP Senior Transition Leader on workplan and ensure alignment of internal processes to the shared workplan • Engage with SPS Executive on SPS establishment work that is independent of the shared workplan
City	<ul style="list-style-type: none"> • Support implementation of workplan and participate in the multi-agency delivery team • Fund policing • Participate in Advisory Group • Extend existing legal frameworks for interim period and prepare phase 2 legal/agreement frameworks
Board	<ul style="list-style-type: none"> • Executive Director to participate in Advisory Group

	<ul style="list-style-type: none">• Provide direction to Chief Constable to determine SPS POJ planning and establishment to full strength• Extend existing legal frameworks for interim period and prepare phase 2 legal/agreement frameworks• Complete updated SPS as POJ work plan with activities specific to SPB/SPS only and provide this to the Advisor for context
SPS	<ul style="list-style-type: none">• Assign core members to participate in Multi-Agency Delivery Team• Provide additional subject matter experts as needed• Provide updates and data to Advisor and escalate issues arising as needed to Advisor• Participate in phase 2 HR plan
RCMP	<ul style="list-style-type: none">• Extend existing legal frameworks and prepare phase 2 legal/agreement frameworks• Provide reports and updates to Advisor to inform demobilization planning• Participate in phase 2 HR plan• Escalate issues arising as needed to Advisor• Align the RCMP Project Board processes to support shared implementation plan agreed by Advisory Group and communicated by the Advisor• Appoint a Senior Contract Officer and Senior Transition Leader. Senior Transition Leader (“STL”) would be primary contact for the Multi-Agency Delivery Team and Advisor.• Provide input from subject matter experts as required to the Multi-Agency Delivery Team

s. 16(1)



RCMP Appointment of Senior Transition Leader

The RCMP submission to the City in June 2023 (Appendix 6.5), confirms that the RCMP will appoint an individual as Senior Transition Leader, as one of the binding conditions of the Director's Report. This binding condition of the Director's Report **s. 13(1), 16(1)**.

s. 15(1), 16(1)



4.4 Feasibility Analysis Approach

The following sections will examine each dimension of the work required for this pathway – financial, operational, legal and technical – to consider the feasibility of the work based on current direction from Council and other considerations and provide an assessment of the overall feasibility of the path to the SPS as POJ.

When considering the feasibility status of each dimension of the work that dimension will be assessed as **one** of the following:

- The element is assessed as **Feasible**, if based on current information available the work can be fully completed; or
- The element is assessed as **Feasible with conditions** if the work is feasible, but further actions and/or authority are required to enable the work to be fully completed ; or
- The element is assessed as **Not Feasible** if based on current information available the work either cannot be completed or is very unlikely to be completed within a reasonable time frame by the relevant party(ies).

4.5 Financial Feasibility

City staff have undertaken considerable financial analysis of the estimated costs from 2023-2032 for Option 2, continuing the transition to the SPS as POJ. A summary of the findings are provided here with further detail in Appendix 6.9. As noted above, these estimates are based on submissions in June 2023 from the SPS and analysis of the SPS and the Board’s hiring plans, and anticipated demobilizations of the RCMP Members.

It is important to note that for both options elements of the financial analysis are heavily reliant on decisions or actions by other parties (e.g., Canada, BC, the RCMP, the Board, the SPS) and as such outside the control of the City. Until a final determination is reached each of the parties is empowered to make impactful decisions without consultation with the City. Therefore, achieving a resolution is vital to providing greater clarity on the assumptions driving the City’s financial model.

Board Collaboration on Budget Monitoring

Due to the particular concerns regarding impactful decisions by the Board, the City ^{s. 13(1), 16(1), 17(1)(d)}

[REDACTED], to ensure sound fiscal management and effective collaboration on the budget going forward. Ensuring alignment of the SPS **S. 16(1)**

[REDACTED] is a priority and would be achieved with support from the Advisor. ^{s. 13(1), 16(1)}

[REDACTED] relatively straightforward as long as the **S. 16(1)** [REDACTED] by all parties and subsequent plans aligned to that shared timeline and critical path. The Advisor would also

support this work with robust project management practices to support this operational aspect as well as others.

Key Assumptions

The estimates for Option 2 – continuing the transition to the SPS - are based on the following assumptions.

- i. SPS personnel levels, operating costs, ongoing capital requirements, and One-Time Transition costs based on information received from SPS for 2023 – 2027, with inflationary assumptions applied for the subsequent periods of the analysis;
- ii. s. 15(1), 16(1), 17(1)(c)(d)
- iii. s. 15(1), 16(1), 17(1)(c)(d)
- iv. s. 15(1), 16(1), 17(1)(c)(d)
- v. s. 15(1), 16(1), 17(1)(c)(d)
- vi. s. 15(1), 16(1), 17(1)(c)(d)
- vii. RCMP costs based on adopted 2023 – 2027 Financial Plan, adjusted for the declining member strength of RCMP;
- viii. City’s costs for Provincial transition oversight personnel included; and
- ix. Costs for City Police Support Services and Integrated Teams are excluded (assumed to be equal under both police models).

Table 8 outlines the projected costs for Option 1 over a ten year period (2023-2032) to ensure a comparable timeline was used for Option 1 and B. Based on the assumptions noted above, Option 1 is estimated to cost \$2.55B over ten years.

Table 8. Estimated Costs for Option 2 – Continue Transition to the SPS

Estimated Costs for Policing – Continuing the Transition to SPS (\$millions)	2023	2024	2025	2026	2027	5 Year Subtotal
SPS Operating Costs	\$113.6	\$155.5	\$199.3	\$217.7	\$232.2	\$918.3
Estimated SPS Ongoing Risk and Claims Costs ¹	\$3.0	\$3.1	\$3.2	\$3.3	\$3.4	\$16.0
Provincial Oversight Costs	\$0.3	\$0.5	\$0.5	\$0.5	\$0.2	\$2.0
Subtotal SPS Costs	\$116.9	\$159.1	\$203.0	\$221.5	\$235.8	\$936.3
RCMP Operating Costs	\$117.6	\$109.7	\$73.3	\$31.9	\$1.7	\$334.2
Total	\$234.5	\$268.8	\$276.3	\$253.4	\$237.5	\$1,270.5

Estimated Costs for Policing – Continuing the Transition to SPS (Millions)	2028	2029	2030	2031	2032	5 Year Subtotal	10 Year Total
SPS Operating Costs	\$239.2	\$246.4	\$253.8	\$261.4	\$269.2	\$1,270.0	\$2,184.7
Estimated SPS Ongoing Risk and Claims Costs	\$3.5	\$3.6	\$3.7	\$3.8	\$3.9	\$18.5	\$34.5
Provincial Oversight Costs	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$2.0
Subtotal SPS Costs	\$242.7	\$250.0	\$257.5	\$265.2	\$273.1	\$1,288.5	\$2,224.8
RCMP Operating Costs							
RCMP Operating Costs	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$334.2
Total	\$242.7	\$250.0	\$257.5	\$265.2	\$273.1	\$1,288.5	\$2,559.0

It is important to note that there is potential for considerable variability in the expected timeline for the required HR Plan approval and full RCMP demobilization. Prolonging the timeline beyond the ^{s. 16(1)} [REDACTED] period and assumed demobilization period may result in costs being higher than shown above.

Based on available information the SPS has indicated it would require a new training facility in order to deliver policing services to the City. The current estimated capital construction cost of this facility is at least ^{s. 17(1)} [REDACTED]. The City is not aware of any similar capital requests from the RCMP.

The financial analysis demonstrates that Option 2 creates a net difference of \$314.1M over ten years, even accounting for a contribution of \$150M offered by the Province and documented in correspondence from the Minister.

4.6 Operational Feasibility

To support the operational feasibility of continuing the path to the SPS as POJ several considerations must be addressed. These include:

- revisions to the SPS hiring plan and proposed deployment plan;
- the need for an updated RCMP demobilization plan;
- scale up of facilities and equipment – most especially resolution of outstanding issues noted above with respect to equipment transfer;
- understanding the federal position on phase 2 legal mechanisms; and
- undertaking Indigenous consultation.

This section examines these elements with respect to the operational feasibility of continuing to work towards SPS as POJ.

SPS Hiring and Deployment Plan

The SPS provided the City with a supplementary submission in June 2023 (Appendix 6.7) to support this feasibility analysis. The submission shows that SPS has addressed many of the items noted in the Director's Report and in the subsequent questions and requests for information sent by the City to assist with the feasibility analysis.

The SPS has provided a revised hiring plan and a revised deployment approach with accompanying budget analysis to enable the City to assess costs for the pathway to the SPS as POJ over a period of three years. In its original submissions to the province the SPS estimated it could achieve POJ authorization by s. 13(1), 15(1), 16(1) and a stand alone police agency (i.e., not requiring support from the RCMP) s. 13(1), 15(1), 16(1)

Current Staffing Numbers

s. 15(1), 16(1)

s. 13(1), 15(1), 16(1)

Table 9. Current Sworn Officers and Civilian Staff of the SPS

Sworn Officers by Rank	Number	Civilian Staff	Number
Chief Constable		Exempt	
Deputy Chief Constable (DCC)		CUPE 402	
Superintendent (Supt.)		TOTAL	
Inspector (Insp.)			
Staff Sergeant (S.Sgt.)			
Sergeant (Sgt.)			
Constables (Cst.)			
Recruits			
TOTAL			

Hiring Plan

To achieve the transition to the SPS as a full strength independent municipal police agency

[Redacted]

Table 10 shows the breakdown of this hiring per annum and the anticipated hiring pools from which these individuals will be drawn. Also, Appendix 6.7 provides the detailed sworn member hiring cadence by month for S. 16(1) and further detail on the hiring approaches to be used.

s. 15(1), 16(1)

[Redacted]

Table 10. Hiring Pool Projections per annum for the SPS

Year	Sworn Officers	Total	Hiring Pools	Total projected
2023	Experienced officers		ex. RCMP	
	Recruits		ex. Municipal (BC)	
	<i>subtotal</i>		ex Municipal (not BC)	
2024	Experienced officers		Recruits	
	Recruits		Total	
	<i>subtotal</i>			
2025	Experienced officers			
	Recruits			
	<i>subtotal</i>			
Total				

These data provide supporting evidence for the projections provided by the SPS and further detail is provided in Appendix 6.7. Therefore, this hiring approach is feasible assuming SPS can meet its projected numbers for each hiring pool and the approach outline effectively responds the questions raised in the Director's Report.

A civilian transfer plan (Appendix 6.18) has been prepared by the City and the SPS to support the phased transfer of the City's civilian support services staff if the transition to the SPS as POJ continues.

Deployment Plan

s. 13(1), 15(1), 16(1)

[Redacted]

s. 13(1), 16(1)
s. 15(1), 16(1)

These constraints are not likely to change so this deployment approach in 2023 s. 13(1), 16(1)

s. 15(1), 16(1)

[Redacted]

s. 15(1), 16(1)

[Redacted]

The deployment plan outlined by the SPS s. 13(1), 16(1)

due to the tight interrelationship between deployment and demobilization in an integrated and phased approach to transition.

SPS Plan for RCMP Demobilization

The SPS s. 15(1), 16(1) to support Option 2 in terms of its recommended cohort size, composition and cadence over the timeline for the SPS deployments. s. 15(1)

[Redacted]

The SPS recommends that s. 15(1), 16(1)

They indicate this should commence in s. 15(1), 16(1). The SPS assumptions about its deployment pattern impacts the demobilization as well. Specifically their plan to deploy s. 13(1), 15(1), 16(1)

across the

Surrey MPU. Also the demobilization tables provided on (p.6) in Appendix 6.7 s. 15(1), 16(1) cadence in all cases. To align the s. 15(1), 16(1) tables it proposed, SPS indicates several periods with s. 13(1), 15(1), 16(1) cadence in phase 1 of the transition.

The process for the RCMP to demobilize Members requires s. 15(1), 16(1) and relies on a number of strategies to mitigate risk for operational activities under control of the OIC. The RCMP have instead focused on demobilization through s. 15(1), 16(1), 17(1)(c)

s. 16(1) s. 15(1), 16(1) for the OIC. Therefore, the strategy proposed by the SPS for RCMP demobilization is s. 13(1), 16(1) as their operational and organizational constraints have not changed since this was last proposed.

It is more likely that the RCMP will continue to demobilize as it has to date under Option 2 and that if the SPS hiring plan and deployment plan is not adjusted to reflect this, there would continue to be a misalignment between hiring, deployment and demobilization during the transition to the SPS as POJ. This misalignment has had negative financial consequences to date which would be exacerbated should this misalignment continue.

In any event, if the transition to the SPS continues, a new joint RCMP and SPS HR Strategy and Plan would be required that creates an agreed cadence, cohort size, and timing for both deployment and demobilization that would be aligned to minimize costs and maximise operational effectiveness. This plan would have to cover the remainder of phase 1 (i.e., deployment of SPS into the Surrey MPU and demobilization of RCMP from the MPU) and it would also have to provide for phase 2 (i.e., the deployment of RCMP Members into the SPS and demobilization of non-deployed RCMP members from the MPU) of the transition.

Therefore, the SPS proposed approach to demobilization s. 13(1), 16(1) but could be adjusted to better align to the RCMP demobilization constraints in a revised joint RCMP and SPS HR Strategy & Plan that would be required to be developed and agreed.

Approval of the SPS as POJ

s. 15(1), 16(1)

The City confirms that elements solely within the control of the SPS and the Board may be achieved by the timeline proposed. s. 13(1), 16(1)

s. 13(1), 16(1) in the timelines indicated. Therefore the SPS as POJ planning s. 13(1), 16(1)

Equipment, Vehicles and Facilities

s. 15(1), 16(1)

Due to the long timescale to procure vehicles and have these fitted up the SPS is well positioned continue with procurement of vehicles and other operational equipment and scale up of these is s. 13(1), 16(1) The amount of equipment that will be required will be relative to the degree to which asset transfer from the RCMP will be sought and facilitated but also relative to the speed of the SPS hiring plan. These can be used to mitigate peaks in demand for equipment scale up.

With respect to transfer of vehicles and scale up of a stand alone SPS fleet, there are many issues yet to resolve. Due to wear and tear on operational police vehicles and end of life issues it is likely that a portion (the size of which is yet to be determined) of the Surrey MPU fleet will not transfer to the SPS and as such net new vehicles will be required. Also the planning for re-equipping and re-decating the portion of the existing fleet that would transfer is yet to be completed. Work is required to resolve the ownership of the fleet assets and manage the movement of the fleet from ownership by Canada to ownership by the City and/or SPS. The greatest risk to the feasibility of the pathway to the SPS as POJ with respect to the fleet is the high cost to the City to scale up the operational staff, facilities and capabilities to manage the fleet once SPS is POJ. A fleet framework has been drafted for the SPS as POJ pathway but this requires further validation and collaboration with others before it can be finalized. Therefore, there are several unknowns for the City with respect to the feasibility of completing fleet transfer and scaling up for maintenance and management of the SPS fleet.

The June 2023 SPS submissions reflect further analysis of potential contingency plans for fleet management in particular and the City infers from these that SPS is proposing its ability to scale up its independent fleet procurement to prepare for POJ in the event asset transfer or sharing agreements are not in place when other elements for the SPS to receive authorization as POJ are in place. s. 15(1), 16(1)

This issue has been negotiated at length during phase 1 of the transition without success, and the s. 15(1), 16(1) based on available information. As long as SPS is deployed in the Surrey MPU it must use RCMP equipment only including vehicles. The only exception is for s. 15(1), 16(1) already agreed.

With respect to facilities, the SPS currently fully occupies s. 15(1), 16(1) City facilities and occupies s. 15(1), 16(1). The SPS has also procured s. 15(1), 16(1) and has a phase 1 plan for a police training facility (not

yet funded). The biggest feasibility challenge for facilities is managing facilities transfer from the RCMP to the SPS as the transition continues as this requires practical and legal questions to be resolved with respect to the occupancy model prior to and after the SPS is POJ. To date, access control has been segregated for all non-deployed SPS officers and civilian staff. This means that only those SPS officers deployed with RCMP security clearance have access to the RCMP controlled areas of the buildings. This segregated model s. 13(1), 16(1) over the medium to long term. Therefore, post decision early work will need to focus on agreeing an approach and s. 15(1), 16(1) to move beyond a segregated to a hybrid model. If that cannot be achieved, the segregated model will need to remain in place until SPS is POJ and possibly afterwards. There is a risk that the s. 15(1), 16(1) will continue to apply in phase 2 for any RCMP Member assigned to support the SPS as POJ. This would require that facilities retain segmented sections to accommodate these resources s. 15(1), 16(1).

Federal Commitment

Prior to October 2022, the SPTTC had prepared a critical path for phase 2 legal instruments and mechanisms required s. 16(1). However, much has occurred since that time and it will be necessary for the City, the provincial government and Canada to reengage both bilaterally and trilaterally under new governance structures and with s. 16(1) from the Advisor to support future planning around phase 2 for the necessary legal work.

It is not clear what s. 16(1), to facilitate the implementation of phase 2 workplans - legal and otherwise. A key constraint to date has been the s. 16(1) to the Advisor by the provincial government and to what degree additional support or direction could be provided to s. 16(1). Therefore, the feasibility of s. 16(1) cannot yet be determined.

Indigenous Consultation

The Director's Report noted that in either pathway the City should undertake consultation with both land based and urban Indigenous community members. Although consultation with Indigenous group is not one of the specific binding conditions outlined in the Director's Report, the City intends to build on its existing relationships with both land based and urban Indigenous groups to undertake consultation as the work moves forward. The City also notes that in its submission to the Director the SPS outlined the considerable work done to date with respect to its Indigenous Strategy (p. 29-31) and the City would support the continuation of this work under the pathway to SPS as POJ.

With respect to continuing the transition to SPS additional actions to those outlined by SPS in its submission will include:

1. Building on the consultation SPS completed in 2021 and ongoing community engagement plan currently in place to support the SPS efforts to receive input from Indigenous community members.
2. Meeting with SFN – Council To Council – to discuss the process to date and confirm an engagement process moving forward (building on the work done to create the SPTTC Engagement Plan).
3. Renewing the offer to **s. 16(1), 17(1)** to support consultation processes with additional resources.
4. The City will work with the SPS to confirm the steps taken to consult with Indigenous groups to date and ensure these are used to inform the implementation plans moving forward.
5. The Engagement Plan with SFN will be finalized in partnership with SFN and SPS and then steps taken to implement that plan. Including ongoing direct engagement between SFN and SPS as well as additional steps by the City to engage with SFN directly and with SPS.
6. The City will also, in collaboration with the Province and the RCMP, consult with the Province and Canada and SFN regarding any efforts to update the Community Tripartite Agreement that governs the FNIPP. The City will play a support role only with respect to FNIPP activities.
7. The City will approach the Surrey Urban Indigenous Leadership Committee (“SUILC”) in a way that is consistent with the expectations outlined in the SUILC Statement of Community Engagement, to request that they lead, a process of engagement with the urban Indigenous community, other land based First Nations and the City. SUILC has developed a Skookum Surrey Process to engage deeply with the urban Indigenous community on complex issues such as child poverty, housing and racism. If SUILC considers it appropriate, SUILC will be contracted to use their Skookum Surrey process to consult and develop solutions related to policing issues. SUILC has also been contracted by the City to lead community consultation sessions on issues of interest to the City such as transportation. To date SUILC has not identified policing issues as a priority and is focused on housing, child poverty, cultural gathering places and other key concerns for its members. However, they will be given an opportunity to lead community engagement on the issue either through a simple consultation process or the more fulsome Skookum Surrey process. If SUILC does not have an interest in, or capacity to, lead such a process, the City will reach out directly to individual SUILC members (i.e., Indigenous non-profit organisations and government partners) through one-on-one meetings.
8. The City will also approach the SWDC to determine what role they would seek to play in either participating in or facilitating an engagement process. This may occur in partnership with SUILC or as a parallel effort.

s. 13(1), 16(1), 17(1)

The goal of engagement with Indigenous populations regarding continuing the transition to SPS as POJ will be to focus on areas of concern for Indigenous groups and setting in place a foundation for ongoing dialogue and input to the policing approaches taken in Surrey by the SPS and to ensure that future

programs maintain a focus on the particular concerns and requirements for culturally safe and appropriate engagement with Indigenous community members in Surrey.

Following completion of the outlined steps to engage with land based and urban Indigenous groups, the City will prepare a summary report of the consultation process and lessons learned and will use this to inform further implementation of the work to ensure the path forward respects the information shared and desires of Indigenous groups to the fullest extent possible.

4.7 Legal Feasibility

During the current first phase of the transition, operational and administrative authority over Surrey MPU continues to reside with the RCMP. All of the RCMP policies and procedures continue to be utilized. The MPUA remains in place. Furthermore, all critical infrastructure, including information technology, equipment, exhibits and files, are supplied by and remain under the control of the RCMP.

In phase 2 of the transition as currently planned, operational and administrative authority shifts to the SPS. The SPS will be Surrey's POJ. Critical infrastructure begins to be supplied by the SPS under the control of the SPS. Surrey RCMP officers will serve under the direct or indirect command of the SPS.

There are no agreements in place to govern phase 2 of the transition. The legal mechanisms necessary to continue with a transition are yet to be negotiated and developed. The main governance agreements will likely need to be changed s. 14, 16(1), 17(1)(d)

Subsidiary agreements will also need to be negotiated and developed to implement the details of the transition including s. 16(1), 17(1)(d)

Finally, it should be noted that aspects of the above negotiation and development of the subsidiary agreements and protocols will need to be revisited for the final phase, where the RCMP have exited Surrey as a policing body, and policing is provided exclusively by SPS officers.

4.7.1 Future Legal Work Required for Option 2

Governance Agreements to be Negotiated and Created

A police transition of this magnitude was never contemplated by the existing police governing agreements. None of the existing agreements provide the flexibility that is required to implement phase 2. In particular none contemplate the gradual complete withdrawal of the RCMP Members from a

municipal police service and none contemplate having the RCMP Members serve under the command of an SPS officer.

s. 13(1), 16(1), 17(1)(d)

Surrey has been advised s. 13(1), 16(1), 17(1)(d)

Alternatively, another legal mechanism for the provision of temporary municipal RCMP officers to Surrey may be pursued. The Province has s. 14, 16(1), 17(1)(d)

This legal mechanism s. 14, 16(1), 17(1)(d) and likely will involve negotiations with Canada, the RCMP and Surrey. Being novel, complications are likely. For example, it will likely require s. 14, 16(1), 17(1)(d)

Regardless of the legal mechanism employed to provide RCMP Members to Surrey during phase 2, there are also statutory difficulties with having the RCMP Members serve under the direct command of another police service. An additional s. 12, 14, 16(1), 17(1)(d) may be needed to allow this to occur.

s. 14, 16(1), 17(1)(d)

. At the moment, these fundamental issues have not been resolved.

In addition to the issues relative to the MPSA, changes will be required to s. 14, 16(1), 17(1)(d). The Surrey MPUA will ultimately be terminated under this pathway. However, during phase 2 when municipal RCMP Members are still required to police Surrey, there will still be need for an agreement with the Province to continue to provide these RCMP Members. The legal mechanism for that provision remains to be identified. s. 14, 16(1), 17(1)(d)

Issues to be considered and resolved in the above include:

- Term;
- Command structure;
- Deployment and reduction of RCMP resources;
- Financial arrangements for the costs of providing the RCMP during the transition;
- Provision of equipment and facilities;
- Liability and indemnity responsibilities during the transition; and
- Asset transfer or sharing.

Operational Agreements to be Negotiated and Created

In addition to the main governance agreements, any number of operational agreements will need to be negotiated and drafted encompassing the whole range of transition items. The existing agreements and memorandums of understanding may provide some guidance but are not currently drafted to apply to phase II. Legal issues to be considered and resolved include:

- Extension of assignment agreement pending a phase II transition plan;
- Detailed transition plan;
- Phase 1 & 2 HR plans;
- Updated MOUs and extensions needed for any existing MOUs;
- Police file and exhibits audit and transfer agreement;
- Equipment transfer agreement;
- Information management and information technology agreements;
- Disciplinary regimes cooperation and integration protocol s. 14, 16(1), 17(1)(d)
- Freedom of information cooperation agreements;
- Workplace respect and safety regime agreements and monitoring of compliance; and
- Collective bargaining regimes interrelationship.

In addition, an agreement or other mechanism will need to be pursued to s. 16(1), 17(1)(d) back to Surrey and the assignment and assumption of the necessary fixtures, equipment and personal property in conjunction therewith. There is no current agreement in place relating to s. 16(1), 17(1)(d)

4.7.2 Summary of Legal Feasibility

Proceeding with the transition to the SPS as POJ s. 13(1), 16(1) As discussed above, this transition is unprecedented, and there are currently no legal instruments in place to allow for phase 2 of the transition whereby RCMP members will come under the temporary command and control of the municipal police service, nor are there legal instruments to allow for s. 14, 16(1), 17(1)(d). New agreements and potentially new federal regulations and policies will need to be developed to override current legal constraints. Whether or not the parties will cooperate to develop the required legal framework is far from certain.

4.8 Technical Feasibility

This section provides an overview of the status and future plans for the IM/IT needs should the transition to the SPS continue and examines the feasibility of the technical work required to support SPS as POJ. First and foremost there will be a need to reset with the SPS and engage with the RCMP to

develop the next phases of the IM/IT planning. The complexity of continuing the transition and the importance of maintaining security levels throughout the process cannot be overstated. The section outlines a multi-stream approach to work, including restarting previous initiatives, engaging with the RCMP and the SPS for additional transition planning, and identifying new initiatives and their implementation timelines.

Asset and equipment transfer and file and exhibit transfer will not be required in this option. However, under the pathway to SPS as POJ these two aspects of the work will be critical parts of the IM/IT planning and the parties would have to commence this work following the decision **s. 16(1)**

This technical feasibility analysis has been conducted by the City's IM/IT team based on the best available information at this time. The work to establish the SPS IM/IT capabilities to date has been based on close collaboration with the SPS and as such the assumptions made to inform this analysis have a high degree of confidence. **s. 14, 16(1), 17(1)(d)**

and presents a risk to the feasibility of this work.

The City and the SPS IM/IT planning has assessed the current status of the Surrey MPU assets and there are many categories of assets (e.g., mobile work stations, desktops, servers and switches) that the SPS **s. 15(1), 16(1), 17(1)(d)**

As such, in several cases the SPS is preferencing the purchase of alternative technologies in line with modern urban policing needs that provide enhanced functionality. There are also some classes of assets likely **s. 15(1), 16(1), 17(1)(d)**

This is also consistent with the positions indicated (but not formally confirmed) by Shared Services Canada to date that assets purchased for the Surrey MPU are owned by Canada and Shared Services **s. 16(1)**

4.8.1 Current Status of Technical Work

There has been considerable work done on SPS administrative systems and much work done to support preparation of minimum required systems and capabilities for SPS to assume authority as POJ. Appendix 6.19 outlines the status of the work. Critical to note is that the many pieces of work that are 'in progress' have largely been advanced in **s. 16(1)**

Many pieces of the work in the table require collaboration **s. 16(1)** these capabilities and systems to be completed in full to enable the SPS to operate as a stand alone organization. Also as previously noted, the systems that are considered 'completed' to date to **s. 15(1), 16(1)**

. The IM/IT team have prepared a workplan to support the

restart and completion of the work that is 'in progress' and 'not yet started'. Appendix 6.19 outlines the timeline of the work completed to date and provides further details on the specific steps completed or underway.

In addition to the work to support the SPS administrative systems, early work focused on the pathway to enable SPS to integrate with provincially mandated police systems e.g., s. 15(1), 16(1)

4.8.2 Future Technical Work Required for Option 2

First, there will be an urgent need to develop a revised plan and timeline for the initiative. This includes obtaining SPS resource plans required to support the IM/IT implementation along with gathering information regarding the timing of onboarding for SPS sworn officers to plan for licensing and end-user device procurement. The restart planning efforts will need to focus heavily on confirming required capabilities and timelines to support POJ. Furthermore, efforts will be required to s. 15(1), 16(1), 17(1)(d)

and to identify future gaps.

The restart of the IM/IT work has a critical dependency on rapidly updating the implementation timeline, budget, and obtaining concurrence on the delivery of a phased SPS IM/IT plan. As funding for systems comes from the one-time budget, it is critical that the budget be revisited and updated accordingly based on the new timelines for the SPS as POJ based on the conditions and feedback on the SPS plans outlined in the Director's Report. Further, it is important that the spending authorities and processes for the allocation of that budget be reviewed and clearly defined for each of the capital and operational components.

The following IT activities that have been paused will need to be restarted including:

s. 15(1), 16(1)

Other implementations such as s. 15(1), 16(1)

to conform with security and regulatory requirements need to be initiated. There is also a critical requirement to place orders for various technology equipment to meet the needs of newly hired resources prior to these being onboarded. Appendix 6.19 provides a more detailed list of the required elements that would be restarted under the pathway to SPS as POJ.

As part of the IM/IT implementation effort, it is critical to initiate collaboration **s. 16(1)** of the next part of the transition. This includes plans for **s. 15(1), 16(1)** during the transition period. The work further includes the expansion of SPS infrastructure into police facilities, including **s. 15(1), 16(1)**. Additionally, the transition plans must highlight any cross-agency support for **s. 15(1), 16(1)**

Within the overall IM/IT implementation plan it will be important to first focus efforts on implementing the capabilities required for SPS to attain POJ and then move to a focus on systems and capabilities to be further built out to support SPS at full strength. Work will focus on the phased implementation of these capabilities, addressing both POJ-required and long-term requirements. This includes implementation of **s. 15(1), 16(1)**

In conjunction with the other IT work initiatives, it is important to note that efforts must also be made for SPS to reengage with **s. 15(1), 16(1)** of these to fulfil their responsibilities as POJ.

Risk management will be a critical component of all technical work outlined in this section. The City's IM/IT team has prepared a log of critical technical risks (Appendix 6.19) as well as dependencies and variables that can have an impact on delivery of the necessary technical work. Additionally, considerable efforts must be made to continue to develop the roadmap for the longer-term information technology roadmap required to support a modern police agency.

Appendix 6.19 outlines the anticipated timeline for this technical work based on information available to date however, this must be further **s. 16(1)** for this workstream were confirmed.

4.8.3 Summary of Technical Feasibility

There are three key factors that underpin the success of the planned SPS IM/IT initiatives. First the importance of engagement **s. 15(1), 16(1)** to support this work. Secondly, the City will need clear definition from the SPS regarding additional systems and capabilities required before POJ can be fully supported and a plan that identifies capabilities that are required over the next several years. Finally, the City will need to ensure that the **s. 15(1), 16(1)**

Without these elements the City will be severely challenged to facilitate the implementation of the IM/IT work required for SPS to assume authority as POJ. The time required to confirm the required information

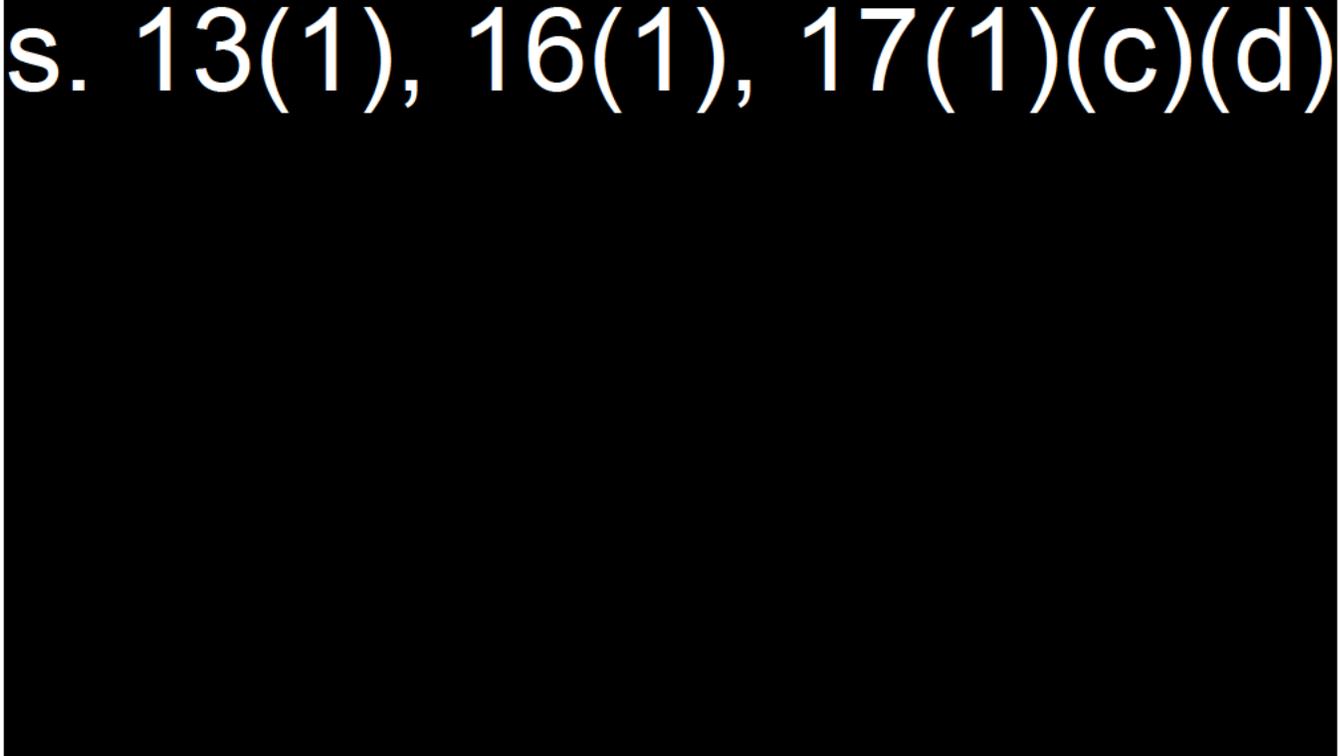
and put in place the necessary agreements to facilitate this technical work is unknown at this point. Therefore, there are serious outstanding questions regarding the feasibility of, and timeline to complete the necessary technical work to support SPS as POJ. However, with the required cooperation and resource allocation, the City has assessed that this work can be done to the necessary standard.

The City's IM/IT team acknowledges that implementing the required IT capabilities and systems for a modern police agency is a significant and complex endeavor that demands skilled and knowledgeable resources dedicated to the effort. The City recognizes the challenge of acquiring such resources and highlight the need for third-party resourcing due to limited subject matter experts both within the City and the policing realm.

4.9 Feasibility- Option 2 (SPS as POJ)

S. 13(1), 16(1)

s. 13(1), 16(1), 17(1)(c)(d)



5 Feasibility Analysis Summary

This feasibility analysis examined all available information to assess the financial, operational, legal and technical feasibility of Option 1 – maintaining the RCMP as POJ – and Option 2 – continuing the transition to the SPS as POJ. Each aspect of the work was reviewed to consider the steps necessary to complete the work required for each pathway.

Additionally, a summary of analysis was provided for the Director's Report, the challenges noted by the Director with respect to the December 2022 and February 2023 RCMP submissions to the province and the challenges identified by the City with the December 2022 and February 2023 SPS submissions to the province.

Financial Feasibility

The RCMP and the SPS both provided updated data which changes the required staffing for each pathway and has significant financial impacts. Financial analysis based on information provided by the RCMP and the SPS in June 2023 is provided with a ten year projection (2023-2032) for each option that includes assumptions for annual growth in the number of police officers or Members required. Financial impacts are significantly impacted by the timing of a final decision on the POJ. Until a final resolution to the issue is achieved, each party is empowered to make impactful decisions that drive the City's financial obligations.

The total cost estimate for the City for Option 1 (RCMP) is \$2.13B over ten years (including one time severance obligation estimated at \$113.3M - \$32M higher than previous estimates). The total cost estimate for Option 2 (SPS) would be \$2.55B over the same period. Option 1 will cost \$424.1M less than Option 2 over the ten year period. Analysis indicates that if the provincial funding in the amount of \$150M were received if the City chose Option 2, and a police training facility was funded for the SPS, then there would still be a net difference of \$314.1M (2023-2032).

Therefore based on the parameters indicated in the financial analysis, Option 1 represents the lowest cost option for the City for both the short term and the long term.

Operational Feasibility

The Director is concerned with the ability of the RCMP to restaff the Surrey RCMP without significant detrimental impacts to policing in the province. Other concerns such as s. 13(1), 15(1), 16(1), 17(1)(c)(d) [REDACTED] also informed the Director's advice to the Minister as captured in the Director's Report. This feasibility analysis shows that this concern of the Director is valid and must be dealt with thoroughly and cautiously. Staff are monitoring the risks carefully, and in conjunction with the Province.

A Council decision to maintain the RCMP is s. 13(1), 16(1) [REDACTED] all of which can be met with careful monitoring by the Mayor (as CEO of the contract), City staff, and collaborative planning led by the Province and the City. The Province has, through the position of the

Strategic Implementation Advisor, created an opportunity for new governance and coordination of this vital collaboration between the parties.

Much of the independent work to develop the SPS as a policing agency has been done **s. 16(1), 17(1)(c)(d)**. This is not a recent development and has been the case since the beginning of the formation of the Board. **s. 16(1)**

Therefore, as can be seen in the table above, Option 2 is **s. 13(1), 16(1)** most of which are beyond the capacity or legislative authority of the City to control or monitor. Significant new governance frameworks would be required to address process challenges currently in place and it is not clear if these can be achieved solely through the appointment of a Strategic Implementation Advisor as proposed by the Province.

The City is not able to meet the binding conditions for Option 1 at the present time and will require a collaborative process to prepare individualized HR plans in particular. Option 1 is less complicated to implement from a legal perspective than Option 2. This is because there are significant outstanding questions about the legal framework that would be required to implement the second phase of the transition to the SPS as POJ. The City can meet the binding conditions of the Director for Option 1.

Therefore, while different elements of each pathway represent a greater or lesser challenge, both options are **s. 13(1), 16(1)** and both rely on the proactive and timely action of other parties to support a successful outcome.

Legal Feasibility

Analysis of the legal/agreement frameworks currently in place and planned, indicates that Option 1 has most of the legal instruments in place to support a successful outcome. There are legal risks for the City with both options. The primary legal risks arising from Option 1 relate to the ability of the City to **s. 13(1), 15(1), 16(1)**

s. 14, 16(1), 17(1)(d)

There are many unresolved legal aspects to Option 2 and as such this could be said to represent significant legal risk to the City. The reliance by the City on other parties to fulfil their obligations means that the viability of Option 2 remains an open question.

Therefore, both pathways represent **s. 16(1)** to the actions required from other parties.

Technical Feasibility

Both pathways are viable options in terms of the technical elements that would need to be put in place. Option 1 represents a simpler pathway with less technical risk and complexity than the work required to continue the transition to SPS as POJ under Option 2.

Conclusion

In making a decision with respect to Option 1 and Option 2, Council must consider the relative importance, risk and complexity of the elements discussed in this feasibility analysis. **s. 13(1), 16(1)**
[REDACTED] both options rely on the timely and responsible action of other parties.

Both options also require further collaborative work with the parties to enable effective implementation following Council's decision. It is the commitment required from all parties to work collaboratively post-decision that is a critical success factor and will largely determine the feasibility of the pathway selected by Council.

Council must also weigh the potential impacts of its decision on the relative parties and actions that a decision in favour of either option may trigger. Council holds the obligation and the authority to weigh the relative factors and determine, on the balance of all the facts and information available, the policing model that has the greatest potential to deliver the best long term outcomes for the citizens of Surrey.

6 Appendices

- 6.1 Police Transition Timeline
- 6.2 Unredacted Director's Report and Appendices (excl. appendices)
- 6.3 Letter – Surrey Police Board and City correspondence regarding sharing of data
- 6.4 SPTTC – joint RCMP and SPS HR Strategy and Plan (unredacted , excl. appendices)
- 6.5 RCMP Revised Submission to the City (June 2023)
- 6.6 Letters – SPIA and SPU RE: Individual HR Plans
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- 6.9 Financial Analysis and Supporting Materials
- 6.10 Monthly Detachment Monitoring and Reporting Framework
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- 6.13 IM/IT Status Report – SPS as POJ IT work
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- 6.17 Civilian Transition Plan – SPS as POJ
- 6.18 IM/IT pathway for Option 2 – timeline, scope
- 6.19 List of Acronyms, Tables and Figures

Police Transition Timeline

Milestone	Date	Authority
Council Inaugurated Unanimous Motion to establish a municipal police service	▶▶ November 5, 2018	City
Notice of Termination regarding Surrey Municipal Police Unit Agreement	▶▶ November 6, 2018	City
Technical Assistance Agreement signed with Vancouver Police Department (“VPD”) for Transition Report	▶▶ December 2018	City
Citizen Engagement Strategy and Consultation Plan Implemented	▶▶ May- June 2019	City
Initial Transition Plan prepared under Technical Assistance Agreement completed and submitted to Province	▶▶ May 2019	City
Federal Minister of Public Safety commits to orderly transition	▶▶ June 4, 2019	Canada
Citizen feedback from engagement events presented to Council	▶▶ June 24, 2019	City
Minister ‘green lights’ transition	▶▶ August 22, 2019	BC
Provincial Municipal Police Transition Study Committee (“PMPTSC”) Established with Chair Hon. Wally Oppal	▶▶ August 22, 2019	BC
RCMP Pension Transfer Agreement Struck	▶▶ September 4, 2019	Municipal Pension Plan and RCMP Pension Plan
Municipal Pension Plan Board of Trustees approves Group 5 membership for Surrey officers	▶▶ December 12, 2019	BC
PMPTSC Report completed & submitted to Minister	▶▶ December 23, 2019	BC
Minister approves establishment of Surrey Police Board (“Board”) and SPS	▶▶ February 27, 2020	BC
Board Members Appointed	▶▶ June 29, 2020	BC
Board Inaugural Meeting	▶▶ August 6, 2020	Board
Unanimous Motion to establish the SPS	▶▶ August 6, 2020	Board

Milestone	Date	Authority
Surrey Police Transition Trilateral Committee (“SPTTC”) Established, monthly meetings commence, working group established	▶▶ September, 2020	Canada, BC, City
City of Surrey and the Board Sign Memorandum of Understanding for Financial Responsibilities	▶▶ September 2020	City, Board
Chief Constable Lipinski appointed	▶▶ November 2020	Board
CUPE 402 Succession Agreement Signed to continue representation of civilian staff of the City and SPS	▶▶ March 2021	CUPE, Board, City
First swearing in ceremony for SPS officers	▶▶ July 2021	Board
Six Year Collective Agreement ratified by National Police Federation on behalf of RCMP Members (2017-2023)	▶▶ August 2021	RCMP, Canada
Memorandum of Understanding Regarding the Interim Assignment of Surrey Police Service Officers into the Surrey Municipal Police Unit (between Canada and British Columbia)	▶▶ November 28, 2021	Canada, BC
Assignment Agreement for the Interim Assignment of Surrey Police Service Officers under the Command of the RCMP at the Surrey Detachment 2021-2023	▶▶ November 30, 2021	RCMP, SPS, City, Board
First cohort of SPS officers deployed into the Surrey RCMP Municipal Police Unit (“MPU”)	▶▶ November 30, 2021	SPTTC, RCMP, SPS
Memorandum of Understanding Regarding the Interim Assignment of Surrey Police Service Officers into the Surrey Municipal Police Unit (between British Columbia and City))	▶▶ January, 7 2022	BC, City
Collective Bargaining Agreement reached between SPS and Surrey Police Union (“SPU”)	▶▶ March 2022	Board, Surrey Police Union
Joint RCMP and SPS HR Strategy & Plan agreed	▶▶ May 2022	SPS, RCMP, SPTTC
Council Motion to Maintain the RCMP as Police of Jurisdiction	▶▶ November 14, 2022	City
Surrey Police Inspectors Association (“SPIA”) certified to represent SPS inspectors	▶▶ December 2022	Board, SPIA
City and RCMP Plan to Maintain the RCMP as POJ submitted to Province	▶▶ December 15, 2022	City, RCMP

Milestone	Date	Authority
Supplementary Information Report regarding RCMP as POJ submitted to Province	▶▶ February 16, 2023	City, RCMP
Director of Police Services' Report to the Minister of Public Safety and Solicitor General	▶▶ April 28, 2023	BC

City of Surrey's Police Model Transition and Decision to Retain the RCMP

Director of Police Services' Report to the
Minister of Public Safety and Solicitor General

Policing and Security Branch

Ministry of Public Safety and Solicitor General

April 2023

CONFIDENTIAL

MAY 11, 2023

City of Surrey's Police Model Transition and Decision to Retain the RCMP: Director of Police Services' Report to the Minister of Public Safety and Solicitor General

The Director of Police Services is responsible for superintending policing and law enforcement in British Columbia. This Director's Report was developed for the purposes of informing and providing advice and recommendations to the Minister of Public Safety and Solicitor General, consistent with the Director's functions under *Police Act* sections 40(1)(c) and 40(1)(e)(iii).

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Executive Summary

Sections 3(2) and 15 of the *Police Act* require municipalities greater than 5,000 population to provide, and bear the necessary expenses for, policing and law enforcement within their municipal boundaries. These municipalities must provide policing by one of three models:

- establishing their own municipal police department,
- contracting with a municipality that has a municipal police department, or
- contracting for Royal Canadian Mounted Police (RCMP) municipal police services.

In November 2022, newly elected Mayor and Council of the City of Surrey made a decision to retain RCMP municipal police services as its model. This decision would effectively require reversing the steps already taken in the City's current police model transition to the Surrey Police Service (SPS) which began resultant from a decision by the City in November 2018, and approved by the Minister in February 2020.

Broadly, implementation of Surrey's current police model transition to the SPS is two-pronged: 1) establishment of the SPS, and 2) the integrated police model transition period. Combined, implementation of these two components would culminate in the SPS being the City's police agency of jurisdiction (POJ), fully staffed with SPS officers and all transition provisions completed.

Since July 2020, with the establishment of the Surrey Police Board and subsequent creation of SPS in August 2020, the Surrey Police Board (SPB) and the SPS have been carrying out the necessary work to establish the police agency, including:

- Executive leadership team hired and in place,
- Hiring of over 390 sworn officers and civilian staff,
- Collective Agreement with Surrey Police Union negotiated and ratified,
- Community engagement for development of SPS Strategic Plan and future programming,
- Select and incremental acquisition of assets, equipment, facilities, and information management and technology, and
- Departmental policies and procedure manual(s) [REDACTED]

As of the end of January 2023, 205 SPS officers had been operationally deployed to policing operations within the Surrey RCMP Municipal Police Unit (MPU) and 165 RCMP Regular Members (RMs) had been demobilized as part of phase 1 implementation. Currently, it is estimated that SPS officers comprise over 25% of Surrey RCMP's total local detachment strength, and 50% of its front-line officers.² The remaining SPS officers and civilian staff that are not deployed within the Surrey RCMP MPU are performing management/supervisory roles, functions required to continue to establish SPS, and/or are awaiting deployment.

As a result of this transition progress, the current state of the City's police model transition to the SPS sees Surrey policed by a mix of both RCMP and SPS police officers, under RCMP

¹ Source Appendix E: SPS submission – *SPS POJ Status Report*, December 22, 2022.

² Calculations from (1) RCMP submission – *RCMP Re-Staffing Surrey RCMP's Plan*, December 21, 2022; (2) SPS submission – *SPS POJ Status Report*, December 22, 2022.

command, with the Surrey RCMP MPU as POJ. Neither the Surrey RCMP MPU nor the SPS can provide policing for the City independently without the resources of the other.

Provincial Responsibilities to Oversee and Superintend Policing

The retention of RCMP municipal policing as the City's police model may have impacts to policing locally in Surrey and province-wide, including staffing issues. On behalf of the provincial government, the Minister of Public Safety and Solicitor General (the Minister) is responsible for public safety and policing matters in BC. Foundational to the provincial role in overseeing policing, section 2 of the *Police Act* imposes a statutory duty upon the Minister to ensure that an adequate and effective level of policing and law enforcement is maintained. The Director of Police Services (the Director), on behalf of the Minister and subject to the direction of the Minister, is responsible for superintending policing and law enforcement (section 39).

It is for the Minister to determine what is required to maintain adequate and effective policing in Surrey and throughout the province, taking into account all of the relevant information. As such, upon becoming aware of the City's intention to make a decision to retain the RCMP, the Minister requested the City develop a detailed proposal and transition reversal plan to support decision-making processes and for provincial consideration. On behalf of the Minister, the Director similarly requested a plan from the BC RCMP outlining how, if retained, the Surrey RCMP MPU would be re-staffed in consideration of RCMP staffing needs throughout the province. To provide contextual information on the transition to the SPS, the Director also requested SPS to provide a status report on its progress towards becoming POJ.

Subsequent to Ministry staff's comprehensive review of the initial submissions and a request by the Director for additional information and/or clarification, the City, the RCMP, and the SPS provided supplemental submissions to the Ministry. The Ministry also received submissions from other entities and agencies that were not requested.

The Director undertook the necessary work to provide information, advice, and recommendations to the Minister on whether an adequate and effective level of policing can be maintained in Surrey and throughout the province, if the Minister supports the City's proposed plan to retain the RCMP as its service provider and to reverse the transition to the SPS.

Summary of PSB Staff's Review and Analysis

The Ministry's Policing and Security Branch (PSB) staff conducted a comprehensive review and analysis of the City's and the RCMP's submissions for: 1) impacts to an adequate and effective level of policing in the City of Surrey; 2) impacts to an adequate and effective level of policing across the province; and 3) robust methodology and supporting data and evidence. PSB staff also conducted a comprehensive review and analysis of SPS' submission to provide information and contextual considerations regarding the SPS and remaining work, should the transition to the SPS continue. PSB staff's analysis of the matter also identified additional considerations relating to a transition reversal that may be relevant to the Minister's considerations.

To retain the Surrey RCMP, PSB's analysis recommends that a minimum of 161 RCMP RMs are required. The City and RCMP propose to re-staff the detachment [REDACTED] while SPS officers are gradually demobilized.

Director of Police Services' Report to the Minister of Public Safety and Solicitor General

The City's Plan is largely focused on presenting a financial analysis and providing information on the benefits of retaining the Surrey RCMP MPU. The Plan identifies a \$235 million cost to continuing with the transition to the SPS and additionally, that a steady state SPS would annually cost \$30 million more than RCMP contract policing. The City's Plan, supported by the RCMP's Plan, proposes to re-staff the Surrey RCMP MPU with 161 RMs over an [REDACTED] while SPS officers currently operationally deployed within the Surrey RCMP are gradually demobilized. PSB's analysis observed a lack of sufficient detail to support the high-level costs depicted in the financial assessment, making it unclear if the City's assessment is based on comparable models. The City's Plan does not provide detailed information on certain key elements as requested by the Minister to inform how a transition reversal would take place. For example, how and when SPS will be dissolved, SPS officer and/or civilian support staff's role in the dissolution of SPS. The City's plan does not identify strategies to ensure the SPS remains intact during the [REDACTED] re-staffing period [REDACTED]

The RCMP's plan outlines there are over 1,500 soft/hard vacancies across the BC RCMP. The RCMP provides a 5-year modelling chart identifying incoming RM source pools and allocations to the Surrey RCMP and the rest of the BC RCMP. The RCMP's Plan projects to re-staff the Surrey RCMP MPU's 161 RMs through: (1) SPS officer "patch-overs" to the RCMP [REDACTED] and (2) RCMP cadets and other experienced RMs new to the RCMP [REDACTED]. Overall, PSB analysis suggests the strategy the RCMP outlines in its Plan to re-staff the Surrey MPU is ambitious but feasible only when considered in isolation of the RCMP resourcing pressures and needs across the province [REDACTED]

[REDACTED] The RCMP's Plan does not appear to adequately address the critical vacancy issue in BC [REDACTED]

As a result of vacancies, the RCMP has been forced to over-rely on overtime and/or draw RMs from specialized service areas, or between BLs, to fill gaps in service [REDACTED]

The RCMP's Plan identifies several mitigation strategies should it not realize RM source targets; [REDACTED]

Director of Police Services' Report to the Minister of Public Safety and Solicitor General

PSB's review of the SPS' Report indicates that SPS has accomplished considerable work towards becoming Surrey's POJ, reporting it has completed over [REDACTED]. The SPS estimates it could become the City's POJ [REDACTED]. However, PSB analysis suggests much work is still required which is dependent on and must coincide with [REDACTED] multi-party collaborative work required to continue the transition [REDACTED]. It is unlikely this estimated timeframe is realistic.

Further, SPS estimates [REDACTED] for a fully staffed, stand-alone police agency [REDACTED].

SPS estimates that it could meet its staffing target [REDACTED]; however, PSB analysis suggests it could take another 3 years for SPS to staff up without de-stabilizing policing in BC.

Summary and Recommendation of the Director of Police Services

The transition to its own municipal police department, the SPS, as the City's police model is already approved. The creation of the SPS is unprecedented in modern Canadian policing history. A transition of this magnitude has never been undertaken and it has taken the collective efforts of three levels of government, a new Police Board, officers in both the SPS and RCMP, and dedicated teams working over multiple years to reach the current state of SPS providing 50% of front-line policing in Surrey.

The decision by the new City Council to reverse the transition is similarly unprecedented. It is not based on a failure by police to deliver adequate and effective policing nor a failure in public safety. Quite the opposite is true, front-line officers in the SPS and RCMP are working hard to serve those who reside in and visit Surrey. The City's December 2022 Plan was insufficient, as evidenced by the lack of forethought on timing and maintaining policing stability. This Plan, supported by the RCMP's December 2022 Plan, risked public safety – and continues to do so – and required the Director to request additional information and more realistic timelines.

In my view as Director of Police Services, the plans submitted by the City and the RCMP present risks to the RCMP's ability to adequately resource Surrey RCMP and broader RCMP staffing needs across the province, due to:

- prioritizing re-staffing of Surrey RCMP over other critical BC RCMP resourcing needs;
- a significant reliance on SPS officers patching over to the RCMP to re-staff Surrey; without sufficient medium to long term mitigation strategies if targets are not met;
- the compounding effect that re-staffing Surrey RCMP will have on other RCMP Business Lines (BLs); and
- the continued instability of the SPS throughout the Surrey RCMP re-staffing period remains unmitigated.

While SPS has accomplished considerable work towards becoming Surrey's police of jurisdiction (POJ) [REDACTED] much work is still required, and it could take upwards of 3 years for SPS to be a stand-alone police agency.

In addition, the media and public discourse regarding Surrey's police model transition presents risks to public confidence in policing and in governments' responsibility to provide and make decisions about policing.

Director of Police Services' Report to the Minister of Public Safety and Solicitor General

In summary, it is my view that the City's and RCMP's Plans to retain and re-staff the Surrey RCMP present significant risk to adequate and effective levels of policing in Surrey and province, and the potential destabilization of policing through the likelihood of cascading police resourcing impacts to the Provincial Police Service (PPS) and other RCMP BLs. These risks do not appear adequately mitigated in the plans.

In consideration of the information and analysis presented, the Director of Police Services recommends the Minister not support the City's decision and its transition plan as presented unless the following conditions are met:

- A Strategic Implementation Advisor is appointed to oversee the transition and resolve issues,
- Individualized HR plans are put in place to ensure ongoing SPS deployment throughout Surrey RCMP re-staffing and SPS dissolution,
- The City provides a revised plan, supported by an RCMP Plan, that does not prioritize Surrey RCMP re-staffing over other BC RCMP BLs, and includes transition reversal components and updated costs,
- Establishment of a Senior Contract Officer position within the BC RCMP to ensure the above condition is met, and
- The RCMP appoint a Senior Transition Leader for Surrey (not involved in operations) with the authority to support RCMP decision-making.

I further recommend that if the City's Plan is not supported by the Minister, and the transition to the SPS continues, that a Strategic Implementation Advisor is appointed to oversee the transition and resolve issues; provincial oversight of SPS hiring plans is aligned with guidance provided by the Director to ensure the stability of policing is maintained in the City, the region, and across the province; and a Senior Transition Leader within the RCMP to facilitate transition related decision making is appointed.

These conditions are required to ensure an adequate and effective level of policing can be maintained in Surrey and throughout the province.

Purpose

In November 2022, newly elected Mayor and Council of the City of Surrey received a corporate staff report on the police model transition and subsequently made a decision to retain the Royal Canadian Mounted Police (RCMP) as its police service provider, which would effectively reverse the City of Surrey's current police model transition to the Surrey Police Service (SPS).

The retention of RCMP municipal policing as the City's police model may have impacts to policing locally in Surrey and province-wide, including staffing issues. As a result, and in light of the City's recent decision, the Minister of Public Safety and Solicitor General (the Minister) requested the City develop and submit a detailed transition reversal plan for provincial consideration. On behalf of the Minister, the Director of Police Services (the Director) also requested a plan from the RCMP outlining how it would re-staff the Surrey RCMP, if retained. The Director also requested the SPS to provide a status report on its work towards becoming Surrey's police agency of jurisdiction (POJ).

This Director's Report outlines the Ministry of Public Safety and Solicitor General (the Ministry), Policing and Security Branch (PSB) staff's comprehensive review and analysis of the City's and the RCMP's submissions for: 1) impacts to an adequate and effective level of policing in the City of Surrey; 2) impacts to an adequate and effective level of policing across the province; and 3) robust methodology and supporting data and evidence.

PSB staff's review and analysis of SPS' submissions is also outlined to provide information and contextual considerations regarding the SPS and remaining work, should the transition to the SPS continue. This Director's Report is not a comparative assessment of the two police models. It is also not intended to provide a comprehensive assessment of the impacts of continuing with the current police transition to the SPS.

This Director's Report provides relevant background information including outlining responsibilities for policing in BC, relevant authorities and legislation, and an overview of the Surrey police model transition to date. The Director's Report also includes additional considerations.

Consistent with the Director's functions under the *Police Act*, the purpose of this Director's Report is to provide information, advice, and recommendations to the Minister on whether an adequate and effective level of policing can be maintained in Surrey and throughout the province if the Minister supports the City's proposed plan. It is for the Minister to determine what is required to maintain adequate and effective policing in Surrey and throughout the province, taking into account all of the relevant information; the analysis and recommendations provided in this Director's Report are not binding on the Minister's decision.

1. Background

a. Overview of Responsibilities to Provide Policing

Responsibility for policing services in BC is shared by federal, provincial, and municipal governments. Under the *Constitution Act, 1867*, the federal government is responsible for providing a federal police service throughout Canada, including within BC. These responsibilities include enforcing federal statutes, providing national security, financial crimes, and international policing. The RCMP serves as Canada's federal police service.

The *Constitution Act, 1867*, also delegates responsibility for the administration of justice, which includes policing, to provincial governments. BC's *Police Act* is the legislative authority and sets the terms by which policing is governed in the province. The *Police Act* includes provisions specific to the responsibilities of the provincial government and municipalities for providing policing and law enforcement.

Under section 3(1) of the *Police Act*, the provincial government is responsible for providing policing and law enforcement to unincorporated/rural areas and municipalities under 5,000 population – this includes many small, isolated northern communities and remote First Nation and Indigenous communities spread across large geographic areas. The Province signed a 20-year agreement with the federal government, the *Provincial Police Service Agreement (PPSA)*, contracting the RCMP to act as BC's Provincial Police Service (PPS). The BC RCMP PPS additionally maintains the capacity and expertise to respond to the highest risk incidents; target organized crime, gang and gun violence, and serial crimes; and respond to large scale provincial emergencies or events. This capacity also includes capital-intensive equipment such as boats and aircraft.

Sections 3(2) and 15 of the *Police Act* require municipalities greater than 5,000 population to provide, and bear the necessary expenses for, policing and law enforcement within their municipal boundaries. This includes those municipalities whose populations grow to exceed 5,000 population, which then must assume policing responsibility from the Province.

Per section 3(2), these municipalities must provide policing by one of three models:

- establishing their own municipal police department,
- contracting with a municipality that has a municipal police department, or
- contracting for RCMP municipal police services.

Currently, there are 80 municipalities in BC responsible for providing policing services within their municipal boundaries. Twelve municipalities are policed by municipal police departments and 66 municipalities contract for RCMP municipal police services – at the time of writing, two additional municipalities are finalizing their agreements with the Province to contract RCMP municipal services. To contract RCMP municipal police services, the municipality must enter into a *Municipal Police Unit Agreement (MPUA)* with the provincial government.³

³ In addition to the PPSA, the provincial and federal governments signed the *Municipal Police Service Agreement (MPSA)*, a master agreement which enables the provincial government to “sub-contract” the BC RCMP PPS to municipalities and describes the terms and conditions for the provision of RCMP municipal police services. The MPSA and MPUAs outline the terms and conditions by which the RCMP provides municipal policing in BC.

Supplemental and/or Designated Policing

In addition to policing services which the federal, provincial, and municipal governments are required to provide, in BC there are also several police agencies that provide supplemental or “designated” policing in the province. That is, these police agencies are mandated to provide policing in geographic areas already served by provincial or municipal police agencies but for a specific purpose. For example, the South Coast British Columbia Transit Authority Police Service (SCBCTAPS) is a designated police unit that provides policing on and around the transit system in BC’s Lower Mainland, supplemental to the jurisdictional police.

As another example, through the federal First Nations and Inuit Policing Program (FNIPP), participating First Nations communities in BC receive enhanced, culturally responsive policing services, in addition to the policing services they receive from their jurisdictional police. These communities have entered into a Community Tripartite Agreement (CTA) with the federal and provincial government and receive augmented police resources who are dedicated to the community 100 percent of the time.

b. Overview of RCMP National, Contract, and Indigenous Policing

Established under the *RCMP Act*, the RCMP is Canada’s national police agency. The RCMP provides federal policing and Specialized Policing Services⁴ across Canada. Since 1906 the RCMP has also provided contract policing services to provinces and territories. Currently, the RCMP provides contract policing services to eight provinces, three territories, and over 150 municipalities.

Contract policing is a national policing model to address the cross jurisdictional (i.e., municipal, provincial, territorial, national, and international) and evolving nature of crime. It is further recognized that Canada and contract partners (provinces, territories, and municipalities) receive mutual benefits from the RCMP acting as their police service. Over 60% of RCMP resources and over 70% of RCMP Members are assigned to contract policing, servicing about 22% of Canada’s population in about 75% of the geographic land mass.⁵

Across Canada, the RCMP is organized into Divisions which correspond to the province or a territory where they are located (with the addition of National Headquarters Division in Ottawa and Depot Division providing recruit training in Regina). With the exception of Ontario and Quebec which have their own provincial police services, the Divisions are also responsible for contract policing in the province or territory where they are located. BC’s “E-Division” is the largest of the divisions and its contract policing responsibilities represent a significant proportion of the RCMP’s overall commitment to contract policing.

Each contract jurisdiction has a Police Service Agreement (e.g., the PPSA, MPSA) that governs the terms under which the RCMP provide policing in that jurisdiction.⁶ A national Contract

⁴ Specialized Policing Services includes: Criminal Intelligence Service Canada, Canadian Firearms Program, Forensic Science and Identification Services, and Technical Operations. <https://www.rcmp-grc.gc.ca/sps/index-eng.htm>

⁵ Public Safety Canada. Briefing Book for the Minister of Public Safety Canada 2019-11-20. <https://www.publicsafety.gc.ca/cnt/trnspmc/brfng-mtrls/trnstin-bndrs/20191120/index-en.aspx>

⁶ These agreements are between the contract jurisdiction and Public Safety Canada for the use of the RCMP as the jurisdiction’s police service provider. Noted above, BC is an exception to this contractual arrangement in that the Province maintains a master agreement (the MPSA) with Public Safety Canada, and municipalities contract with the Province through an MPUA for RCMP municipal services.

Management Committee (CMC), made up of provincial, territorial, and federal representatives, meet regularly to discuss issues broadly related to the governance, cost, and quality of police services or RCMP programs. In BC, the Local Government Contract Management Committee (LGCMC) is a forum made up of local government representatives, the Union of BC Municipalities (UBCM), and the Director to discuss governance, cost, and quality issues at the local level.

Although the RCMP provides policing services to provincial, territorial, and municipal governments across Canada, as a federal organization the RCMP must adhere to nationally set policing policies and procedures as well as federal government policies (e.g., asset or capital procurement and disposal policies).

c. Provincial Responsibilities to Oversee and Superintend Policing

On behalf of the provincial government, the Minister is responsible for public safety and policing matters in BC. The *Police Act* includes authorities and responsibilities by which the Minister oversees and superintends policing and law enforcement in BC.

Foundational to the provincial role in overseeing policing, section 2 of the *Police Act* imposes a statutory duty upon the Minister to ensure that an adequate and effective level of policing and law enforcement is maintained. The Minister may establish priorities, goals and objectives for policing and law enforcement in BC (section 2.1). The Minister also has the authority to make recommendations for regulations to enhance, provide or reorganize policing and law enforcement in any or all areas of the province, including municipalities responsible for policing (section 4).

The Director, on behalf of the Minister and subject to the direction of the Minister, is responsible for superintending policing and law enforcement (section 39). The Director's functions and authorities include: establishing provincial policing standards; inspecting and reporting on the quality of policing and law enforcement services delivery; monitoring and evaluating for compliance with the Director's standards; assisting in the coordination of policing and law enforcement; ensuring effective police board functioning; investigating and preparing reports on matters of policing; and, making recommendations to the Minister (see also Part 8 of the *Police Act*).

2. Surrey's Police Model Transition

a. City of Surrey Decision to Transition to a Municipal Police Department

In 2018, Surrey City Council made a decision to establish a municipal police department. On November 6, 2018, then Mayor Doug McCallum wrote to the Minister to advise of the City's intention to transition to its own municipal police department and also provided notice to terminate its MPA for RCMP municipal services.

The Mayor's letter did not include a plan for its proposed policing model, nor how it intended to transition away from RCMP policing to its own municipal police department [REDACTED]

[REDACTED] PSB identified the components required for that plan as well as recommendations and considerations for the City.

In May 2019, the City submitted its *Surrey Policing Transition Plan* to the Minister for provincial consideration and released it publicly on June 2, 2019.⁹ The City provided a supplemental submission to the Ministry on July 18, 2019, following a request for additional information and/or consideration. [REDACTED]

In August 2019, the Provincial Municipal Policing Transition Study Committee (PMPTSC) was established under the authority of the Director to conduct specified studies and ensure remaining key areas of Surrey's proposed policing model and transition process were addressed.¹¹ The PMPTSC submitted its final report¹² to the Director on December 23, 2019.

Upon review and evaluation of materials including the City's 2019 Plan (with supplemental submission) and the PMPTSC report, the Director made a recommendation to the Minister and on February 27, 2020, the Minister granted approval to the City to provide its policing and law enforcement by means of a municipal police department, governed by a municipal police board. Approval under section 23(1) of the *Police Act* was a key milestone enabling the City to initiate implementation of its decision, beginning with the establishment of the Surrey Police Board (SPB).

b. Surrey Police Model Transition To-Date

Broadly, implementation of Surrey's police model transition is two-pronged: 1) establishment of the SPS, and 2) the integrated police model transition period. Combined, implementation of these

[REDACTED]

⁹ *Surrey Policing Transition Plan*. (May 2019).

<https://www.surrey.ca/sites/default/files/media/documents/SurreyPolicingTransitionReport.pdf>

[REDACTED]

¹¹ The PMPTSC was comprised of representatives from the City of Surrey and PSB, subject matter experts, and chaired by the Honourable Wally Oppal.

¹² *Surrey Policing Transition: Report of the Provincial Municipal Policing Transition Study Committee*. (December 2019). A redacted copy of the PMPTSC report is available publicly at <https://www2.gov.bc.ca/assets/gov/law-crime-and-justice/criminal-justice/police/publications/government/surrey-policing-transition-plan.pdf>

two components would culminate in the SPS being the City's POJ, fully staffed with SPS officers and all transition provisions completed.

Establishment of the Surrey Police Service

Effective July 2, 2020, the SPB was established through provincial Order in Council by the Lieutenant Governor in Council. SPB's inaugural meeting took place on August 6, 2020, when the SPB passed a motion to create the SPS. A number of priority areas of work to establish the SPB and the SPS were identified, among them hiring SPS' Chief Constable. By November, the SPB appointed Norm Lipinski as SPS' first Chief Constable, who then assumed office on December 14, 2020.

Since late 2020, the SPS and the SPB have been carrying out the necessary work to establish the police agency including: hiring staff; developing departmental policies and procedures; establishing contract/agreement relationships for goods and services; acquiring equipment and information management/technology (IM/IT) infrastructure; and building those IM/IT platforms. Highlights of this work includes:

- Executive leadership team hired and in place,
- Hiring of sworn officers and civilian staff to support the establishment of the service and continued hiring for operational deployment during the integrated transition period,
- Collective Agreement with Surrey Police Union negotiated and ratified,¹³
- Processes and planning for specialized services such as covert and undercover operations, cybercrimes, sex crimes, and road safety,
- Community engagement for development of SPS Strategic Plan and future programming,
- Select and incremental assets and facilities acquisition such as equipment (firearms, etc.,) fleet vehicles, and occupying several city buildings,
- Select and incremental IM/IT procurement of hardware (computers, servers, etc.,) and building and/or procuring access to necessary software or systems (PRIME-BC, CPIC, human resource systems, etc.,), and
- Departmental policies and procedure manual(s) [REDACTED]

The SPS has hired over 390 sworn officers and civilian support staff. Of these, about 330 are sworn officers, including new recruits currently in various stages of training.¹⁵

Before the SPS can become the City's POJ per section 3(2) of the *Police Act*, the SPS and SPB must be able to demonstrate, to the Director's satisfaction, that they meet the statutory and practical requirements to operate as a police agency and in compliance with the *Police Act*, other applicable legislation, and the BC Provincial Police Standards. PSB staff developed an evaluation of SPS to inform the Director's consideration of this matter. [REDACTED]

¹³ SPS officers have formed two unions certified by the BC Labour Relations Board – the Surrey Police Union as well as the Surrey Police Inspectors' Association (which represents all SPS officers at the Inspector rank). CUPE 402 represents SPS' unionized civilian support staff.

¹⁴ Source Appendix E: SPS submission – *SPS' POJ Status Report*, December 22, 2022.

¹⁵ Numbers are from SPS as of January 23, 2023 <https://www.surreypolice.ca/news-events/news/surrey-police-service-deploys-additional-frontline-officers>.

[REDACTED]

The Integrated RCMP/SPS Transition Period

To guide the transfer of policing services from the RCMP to the SPS, the Surrey Policing Transition Trilateral Committee (SPTTC) was established in September 2020. The purpose of the SPTTC is to support the development, negotiation, and implementation of the phased 'integrated RCMP/SPS transition' and related formal legal agreements, as required.¹⁷ The SPTTC generally agreed that the integrated RCMP/SPS transition period would take place in two phases, colloquially known as "blue under red" (phase 1) and "red under blue" (phase 2).

Currently, the integrated transition period is in phase 1 where SPS officers are gradually operationally deployed into the Surrey RCMP Municipal Police Unit (MPU), and RCMP officers are demobilized. During this phase, the City's MPUA remains in effect and the Surrey RCMP MPU is the City's POJ. This was planned to continue until phase 2 implementation which would see SPS become POJ, augmented with RCMP police resources until SPS is fully staffed.

Phase 1 formally began on November 29, 2021, with the deployment of the first SPS officers within the Surrey RCMP MPU. A Human Resources Strategy and Plan (HR Plan)¹⁸ was jointly developed by the RCMP and SPS and endorsed by the SPTTC to guide SPS officer deployments and RCMP demobilization until May 2023. The HR Plan also highlighted the requirement for a field training plan for SPS recruits, prompting the RCMP and SPS to develop a plan to enable SPS recruits to work alongside their SPS field trainers within the Surrey RCMP MPU.

As of the end of January 2023, 205 SPS officers had been operationally deployed to policing operations within the Surrey RCMP MPU and 165 RCMP Regular Members (RMs) had been demobilized as part of phase 1 implementation.

[REDACTED]¹⁹ Currently, it is estimated that SPS officers comprise over 25% of Surrey RCMP's total local detachment strength, and 50% of its front-line officers.²⁰ The remaining SPS officers and civilian staff that are not deployed within the Surrey RCMP MPU are performing management/supervisory roles, functions required to continue to establish SPS, and/or are awaiting deployment.

[REDACTED]

¹⁷ The SPTTC is comprised of senior executives from the City of Surrey, Public Safety Canada, and the Province. The RCMP (nationally and locally), the SPS, and the SPB also attend and participate in the SPTTC forum, its Working Group, and subject matter expert groups.

¹⁸ *Human Resources Strategy and Plan: Report to the Surrey Policing Transition Trilateral Committee*. (April 5, 2022). <https://www.surreypolice.ca/sites/surreypolice/files/media/documents/HR%20Strategy%20and%20Plan%202022.pdf>

¹⁹ For the purposes of phase 1 of the integrated RCMP/SPS transition, key metrics were identified to monitor and ensure minimum Surrey RCMP MPU resource levels (734 combined SPS/RCMP FTE utilization and headcount) – see also *Human Resources Strategy and Plan: Report to the Surrey Policing Transition Trilateral Committee*. These metrics are not a count of the total number of RCMP RM/SPS officers currently assigned to the Surrey RCMP MPU as they do not include, for example, those officers on leave or other administrative absences.

[REDACTED]

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As the RCMP and SPS implemented phase 1's HR Plan, the SPTTC developed the plans required for phase 2 of the transition period, encompassing considerations regarding operations, infrastructure, [REDACTED] and financial components. Work began on implementing these plans where possible and based on the priorities set out by the SPTTC.

Prior to the 2022 municipal election and the recent City decision, SPS was targeting [REDACTED] as the anticipated timeframe it could achieve POJ and move into phase 2 of the integrated transition period. PSB staff and SPTTC transition timelines were aligning towards this targeted goal, [REDACTED]

[REDACTED]

The current state of the City's police model transition sees Surrey policed by a mix of both RCMP and SPS police officers, under RCMP command and the Surrey RCMP MPU as POJ. Neither the Surrey RCMP MPU nor the SPS can provide policing for the City independently without the resources of the other.

c. Challenges with Surrey's Police Model Transition

The City's 2018 decision to establish its own municipal police department and notice to terminate its MPUA created a novel situation.²¹ Surrey is the largest municipal RCMP contract jurisdiction not only in BC, but in Canada. At the time of the City's 2018 decision, the Surrey RCMP MPU had a total authorized strength of 843 Members,²² supported by 302 municipal employee civilian support staff. For context, with a total strength of 319 Member positions, the City of Burnaby is BC's second largest municipal RCMP jurisdiction.²³

The City had a significant undertaking to plan and build what would become BC's second largest municipal police department, including transferring equipment, assets, files, and physical property from the Surrey RCMP MPU to the new municipal police department. A police model

²¹ Only one other known municipality in BC's recent history has made a similar decision. Effective January 1, 1995, Matsqui Police Department took over policing of Abbotsford from the RCMP and policed to the amalgamated Matsqui/Abbotsford. Its name was changed to the Abbotsford Police Department and had a total strength of 127 officers.

²² Authorized strength is the total number of Member positions the RCMP is authorized to fill, per Annex A of the City's MPUA [REDACTED]

²³ Includes Burnaby RCMP MPU's authorized local detachment strength as well as Burnaby's proportional contribution to the Lower Mainland District Integrated Teams for the provision of specialized policing functions. Source: *Police Resources in British Columbia*. (2021). <https://www2.gov.bc.ca/assets/gov/law-crime-and-justice/criminal-justice/police/publications/statistics/bc-police-resources-2021.pdf>

transition of this size and scope was unprecedented, incredibly complex, and the change was not clearly contemplated in any of the *Police Act*, the RCMP Agreements (MPSA and MPUA), or existing policy frameworks.

It took 15 months and significant provincial involvement (e.g., establishment of the PMPTSC) subsequent to the City's 2018 decision to produce a sufficient plan to support formal Ministerial approval of the City's municipal police department under section 23(2) of the *Police Act*. Progress on the transition has been further challenged by the need to develop and build new or unique pathways to support the integrated transition period implementation and/or to resolve barriers. This has required extensive consultation and collaboration by all parties, and in particular, through the SPTTC. Collaboration at this level was critical for preserving public safety and to support the highly complex and unprecedented nature of the police model transition

[REDACTED]

Lastly, progress on the transition has also been moderated by provincial intervention to ensure the stability of policing in Surrey, the region, and the province. For example, to mitigate potential resourcing impacts including officer attrition from other BC police agencies, the Director provided guidance to SPS and SPB on setting an appropriate target (175 to 200 officers) for their 2022 hiring plan. In addition, the Director also provided a target number for SPS officer deployment into the Surrey RCMP MPU (175 officers in 2022). In the latter instance, the Director additionally considered factors such as: the ability and pace with which the RCMP could on-board incoming SPS officers, demobilize RMs, and maintain stability within the MPU; the need to maintain an appropriate level of momentum for the transition; and the City's ability to pay for two police services.

d. City of Surrey Decision to Reverse Transition

Municipal elections were held in BC during the fall of 2022. Surrey elected a new mayor, Brenda Locke, and Council on October 15, 2022. Mayor Locke campaigned on a platform to end the current transition to the SPS and retain RCMP municipal policing as the City's police model. At its first meeting on November 14, 2022, Surrey's new City Council passed a motion to retain the Surrey RCMP MPU and City staff were directed to initiate the necessary work and draft a plan.

[REDACTED]

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This decision by the City, which would effectively require halting a police model transition during implementation and reversing the steps already taken to return to and re-establish the previous police model, is also unprecedented in BC.

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3. The City, RCMP, and SPS Submissions

a. Request for Plans and Report

After becoming aware of the City's intention to make a decision to retain the RCMP, the Minister wrote to the City identifying the need for a detailed proposal and transition reversal plan to support decision-making processes and for provincial consideration. In this correspondence, the Minister also identified the key components to be included in the transition reversal plan.²⁶ On behalf of the Minister, the Director similarly requested a plan from the BC RCMP Commanding Officer outlining how, if retained, the Surrey RCMP MPU would be re-staffed in consideration of RCMP staffing needs throughout the province.²⁷

The Director, to assist in informing the Minister's consideration, also requested that the SPS Chief Constable provide a status report on their progress towards becoming Surrey's POJ including: SPS' general advancement to date; completion of the provincial POJ requirements; and timelines towards becoming POJ.²⁸

The Province received the City's Plan, the RCMP's Plan, and the SPS' Report on or before the dates requested (by December 15, and on or before December 22, respectively).

PSB staff conducted a comprehensive review of the submissions and identified that, taken together, the submissions provided by the City, the RCMP, and the SPS only partially addressed the areas of information requested for the Minister's consideration. PSB analysis outlined that the submissions contained inconsistencies, lacked supporting data and evidence, and required clarification and/or further information in certain areas. Prioritizing areas directly related to adequate and effective level of policing, the Director wrote to each party requesting additional information and/or clarification.²⁹ Supplemental submissions from the City, the RCMP, and the SPS were received on or before February 16, 2023. Table 1 below provides an overview of the areas of information requested from the City, the RCMP, and the SPS. All letters for requested information from each party are available in Appendix A.

Table 1. Overview of Information Requested from the City, RCMP, and SPS by the Province.

Party	Information Requested
City	<p>The Minister requested the City provide a detailed transition reversal plan outlining important considerations and impacts, including:</p> <ul style="list-style-type: none"> • Human resource impacts and projected number of RCMP members required to re-staff Surrey RCMP, • Union and collective agreement impacts, • Pension impacts, • IM/IT impacts, • Mechanisms/pathways for SPS and SPB dissolution, • Mechanisms/pathways for retaining RCMP, and • Continued role of SPS or SPS officer demobilization from the Surrey RCMP detachment.

²⁶ Source Appendix A: Letters from Minister to City, October 19, and November 18, 2022.

²⁷ Source Appendix A: Letter from Director to RCMP, October 21, and November 18, 2022.

²⁸ Source Appendix A: Letter from Director to SPS, November 18, 2022.

²⁹ Source Appendix A: Letters from Director to City, RCMP, and SPS, January 26, 2023, respectively.

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Party	Information Requested
RCMP	<p>On behalf of the Minister, the Director requested that the RCMP prepare a comprehensive plan outlining how the RCMP would re-staff the Surrey Municipal Police Unit while also addressing existing priority RCMP staffing needs throughout the province, including:</p> <p>[REDACTED]</p> <ul style="list-style-type: none"> • RM sources, • Mechanisms/pathways for retaining RCMP as Surrey MPU, • Minimum Surrey MPU resource levels; re-staffing targets and SPS assigned officer reductions, • Shared-cost changes, • Vehicles, equipment, and infrastructure, and • Mitigation strategies.
SPS	<p>To inform the Minister's considerations, the Director requested that the SPS prepare a report outlining the current status and remaining work toward becoming POJ, including:</p> <ul style="list-style-type: none"> • POJ advancement to date, • Outstanding work and mitigation strategies, • Funding and resourcing requirements, • Advancing human resources and recruiting, and <p>[REDACTED]</p>

In addition, PSB received submissions from other entities and agencies that were not requested.

[REDACTED]

[REDACTED] The City's Plan is in Appendix C, the RCMP's Plan is in Appendix D, and the SPS' Report is in Appendix E.

PSB drafted guidelines to support its analysis of the submissions submitted based on the information requested [REDACTED]. The guidelines included some examples to guide and support review; however, the examples were not exhaustive, nor were reviewers restricted to the examples or bound by the guidelines. Appendix F provides further details on these guidelines. PSB staff conducted two phases of analysis: first, the submissions provided to the Ministry in December 2022, and second, the supplemental submissions following the Director's January 26, 2023 requests. PSB staff assessed:

- The City's Plan and the RCMP's Plan for: 1) impacts to adequate and effective level of policing in the City of Surrey; 2) impacts to adequate and effective level of policing across the province; and 3) robust methodology and supporting data and evidence. This analysis is set out in sections 4a and 4b below.
- The SPS' Report for a contextual understanding of the remaining work required for their POJ status and estimates towards transition completion. This analysis is in section 4c below.

PSB's analysis is not a comparative assessment of the two police models. It is also not intended to provide a comprehensive assessment of the impacts of continuing with the current police model transition to the SPS.

PSB's analysis also identifies additional considerations relating to a transition reversal that may be relevant to the Minister's considerations (addressed in section 4d below). Impacts that a

transition reversal may have on other agencies are also outlined in Appendix G, such as the Office of Police Complaint Commissioner (OPCC), the Independent Investigations Office of British Columbia (IIO), and the Justice Institute of British Columbia – Police Academy (JIBC-PA).

b. Summary of Submissions

The City's Plan

Financial Implications

The City's Plan presents financial implications of continuing the transition to the SPS and concludes there is a financial advantage/savings to keeping the RCMP. The City compares the costs of the two police models and concludes that continuing the transition would cost \$235 million over five years, and additionally, that a steady state SPS would cost \$30 million more per year than the RCMP contract policing model.

The City's financial depictions of the two models account for various re-staffing implications, including severance impacts of terminating SPS officers,³⁰ re-staffing 161 RMs, and potential outstanding financial obligations arising from the City's responsibility for legal indemnification of SPS employees.

The City's Plan also identifies increased oversight mechanisms for its RCMP policing moving forward, including executive oversight of the MPUA to ensure transparency and reporting, identifying priorities, goals, and objectives for the Surrey RCMP MPU, and the establishment of police committee structure including exploring the establishment of a Local Police Committee per section 31 of the *Police Act*.

Re-staffing and Civilian Staff

The City's Plan defers to and echoes the RCMP's Plan when it comes to re-staffing the Surrey RCMP MPU and commits to ensuring funding to support re-staffing 161 RMs and to maintaining minimum resource levels.³¹ The City's Plan also acknowledges its responsibility to fund up to its current total authorized strength, per Annex A of its MPUA (or 843 Members, of which 785 is the local Detachment strength) and outlines that the full dedicated funding would be in place by 2024.

The City's Plan identifies legal/agreement instrument impacts, including the need to extend the MOUs and Assignment Agreements required to support SPS officer assignment during the Surrey RCMP re-staffing period. The City also identifies that it will need to revoke its Notice to Terminate its MPUA to the Province and rescind its request under the MPUA to reduce the Surrey RCMP MPU's authorized strength.

³⁰ The City's Plan is based on 315 SPS officers as of December 2022. This number will be higher going into 2023 resulting from hiring completed previously and as required for implementation of phase 1 of the integrated RCMP/SPS transition period.

³¹ For the purposes of phase 1 implementation of the integrated RCMP/SPS transition period, the RCMP identified that maintaining a minimum of 734 operational police officers, as measured by combined RCMP/SPS FTE utilization/headcount was required to ensure an adequate and effective level of policing.

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The City's Plan also outlines that civilian staff who transferred to support SPS/SPB from the Surrey RCMP MPU will be re-employed by the City, to again support Surrey RCMP MPU. Those civilian staff that are 'net new' to SPS/SPB, will be assessed on a case-by-case basis for potential employment with the City.

Tasks and Workplan

The City's Plan identifies various tasks and milestones to be completed to reverse the transition to the SPS and retain the RCMP as the POJ. The City's Plan attaches an implementation plan (City Plan Appendix G) and a workplan (City Plan Appendix H) which list several tasks to develop plans for the work required to reverse the steps already taken to date in the transition to the SPS, such as the dissolution of the SPS and SPB. [REDACTED]

[REDACTED] the City states its position that certain transition reversal plans should be developed in collaboration with the Province, subsequent to receiving the Minister's support of the City's Plan.

The RCMP's Plan

RCMP Resourcing Needs

According to the RCMP's Plan, of the total 785 authorized local detachment Member positions, [REDACTED] ³² The RCMP advises it requires 161 RMs to re-staff the Surrey RCMP MPU to reach 734 operational or roadable RMs, which is the minimum resource level it identified as necessary to ensure public safety in Surrey for phase 1 implementation of the integrated RCMP/SPS transition.

The RCMP's Plan also outlines that there are a total of approximately 1,525 RM vacancies across federal, provincial, municipal, and FNIPP business lines. [REDACTED]

To address these projected resourcing needs, the RCMP's Plan identifies several RM candidate source pools, including cadet allocations from Depot Division, Experienced Police Officers (EPOs) and returning ex-RCMP, SPS "patch-overs" to RCMP. [REDACTED]

³² There are various terms and definitions regarding police strength. The City's/RCMP's Plans and SPS' Report all variously referred to this as "operational", "roadable", or "active" officers – each having what appeared to be similar definitions and data measurement sources (that is, FTE utilization/headcount a calculation that removes officer leaves/vacancies greater than 30 days). [REDACTED]

³⁴ The RCMP often refers to the distinct areas it is the service provider for as "Business Lines" or "BLs." These include Federal (FBL), Provincial (PBL), Municipal (MBL), and Indigenous policing as well Specialized Policing Services and National Policing.

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RM source pool target numbers [REDACTED]

[REDACTED] and
changes to various HR policies and strategies to attract and expedite SPS "patch-overs." [REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

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Surrey RCMP MPU re-staffing is identified to take place [REDACTED] with RMs gradually increasing as SPS officers are demobilized. The RCMP's Plan acknowledges that SPS officers currently comprise over 50% of Surrey RCMP MPU's front-line resourcing and emphasis will be placed on ensuring appropriate staffing in these areas.

To achieve the 161 RMs, the RCMP projects [REDACTED] RMs needed will come from SPS "patch-overs" to RCMP, and the remaining [REDACTED] from existing RCMP RM production sources. The RCMP's Plan suggests SPS "patch-over" targets are conservative [REDACTED]

[REDACTED]

RCMP Oversight Mechanisms during Surrey RCMP MPU Re-staffing

The RCMP's Plan also acknowledges the need for continuous internal monitoring during plan implementation, with necessary provincial-municipal oversight. [REDACTED]

[REDACTED]

[REDACTED]

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The RCMP's Plan includes mitigation strategies in the event re-staffing RM source estimations are not realized [REDACTED]

[REDACTED]

[REDACTED]

Security Clearances

Security clearances will be required for some SPS "patch-overs" and EPOs. The RCMP's Plan identifies it intends to keep the SPS Security Clearance Project Team, currently working under the RCMP (DSS), in place to process security clearances for SPS "patch-over" officers that do not already have one.

The SPS' Report

SPS Police and Civilian Strength

The SPS' Report provides staffing metrics as of December 2022⁴⁰ and notes that SPS has hired 375 sworn officer and civilian positions; 315 sworn police officers and 60 civilian support staff. The SPS also outlines that their sworn officers have an extensive background of experience, [REDACTED] and an array of specialized investigative skills and experienced officer skillsets.

The SPS' Report identifies a total hiring target of [REDACTED] for an end-state, stand-alone police agency that is no longer reliant on RCMP resources.⁴¹ The SPS estimates that it could meet this staffing target [REDACTED]

[REDACTED] However, it is important to note that SPS unavailability during the re-staffing period could result from SPS officer attrition and/or administrative leaves.

⁴⁰ Noted above in section 2b of this report SPS now employs over 390 officers and civilian support staff.

⁴¹ Noted above, phase 2 of the integrated RCMP/SPS transition would see SPS becoming POJ with RCMP officers providing police officer resources in support of SPS operations.

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Progress Towards POJ

The SPS' Report uses four categories for reporting on the work towards completing the provincial POJ requirements: completed, substantively completed, in-progress, and not started.

[REDACTED]

In addition to the provincial POJ requirements, the SPS outlines that it has established or made progress on: community engagement, administrative processes for employees, and special operations. SPS has also purchased/acquired incremental and select assets, equipment, and facilities, including IM/IT.

Due to the City's November 2022 decision to retain the RCMP, and the SPTTC's re-prioritization of resources and work in light of that decision, [REDACTED]

Mitigation Strategies

[REDACTED]

[REDACTED]

4. PSB Staff Analysis

a. City Planning and Police Model Transition Reversal

The City's Plan is largely focused on presenting a financial analysis and providing information on retaining the Surrey RCMP MPU.⁴⁵ PSB's analysis notes that the City's Plan outlines transition reversal components in a high-level manner and does not provide sufficient information to inform how a transition reversal would take place.⁴⁶ Of significant importance, the City's Plan lacks detail on how and when the SPS will be dissolved, SPS officer and/or civilian support staff's role in the dissolution of SPS, and the number of SPS employees anticipated to be impacted. PSB staff analysis notes that [REDACTED]

[REDACTED] these components are vital to ensuring an appropriate transition reversal plan is in place and appropriately supports further planning and decision-making processes.

According to the Plan submitted by the City, and combined with the RCMP's Plan, SPS officers are proposed to remain operationally deployed for the re-staffing period. PSB staff anticipates that, at minimum, this necessitates SPS to also maintain management and executive functions during this period. PSB staff also anticipate that additional SPS officers and civilian support staff will be required for certain SPS dissolution elements or to support the SPS functioning during the re-staffing period. The extent and manner of these HR impacts are not accounted for in the City's Plan.

In addition [REDACTED]

[REDACTED] PSB staff's review of the ESA also highlights section 64(3) outlines the timelines required for termination notification dependent on the size of the group, for example, 50-100 employees require 8 weeks' notice, and 101-300 employees require 12 weeks' notice. Therefore, it is unclear how section 64 of the ESA may impact the proposed group terminations as the City does not account for or address these considerations. PSB staff note there is potential the ESA could impact demobilization timelines should the RCMP's re-staffing cadence change if the estimates on available RM sources are not realized. PSB staff suggests further analysis by the City, and in conjunction with the RCMP, is required.

As the City's Plan does not address the requested key elements for a transition reversal, the financial assessment outlined in the City's Plan likely does not fully depict the anticipated costs. PSB's analysis also observed a lack of sufficient detail to support the high-level costs depicted in the financial assessment, making it unclear if the City's assessment is based on comparable models. [REDACTED]

⁴⁵ Under section 15 of the *Police Act*, over 5,000 population municipalities must pay for policing and law enforcement within their municipal boundaries. This includes costs associated with police model transitions. As such, total costs and the financial implications of policing models and the costs of police model transitions are a key consideration for municipalities. It is important to note; however, PSB's analysis was focused on the robustness of the City's response to the requested areas of information and assessing impacts to adequate and effective policing. As a result, PSB's analysis on City-depicted costs is limited and there is no assessment regarding total costs as this is a municipal matter.

⁴⁶ Noted above, the City's Plan instead identifies these plans to be developed subsequent to receiving the Minister's support for its plan to retain the RCMP.

[REDACTED] Updated financial implications and/or analysis [REDACTED] were not included in the City's supplemental submission. As a result, PSB staff analysis suggests that more work is likely required by the City to appropriately address its budgetary requirements.

b. RCMP Approach to Addressing Resourcing Needs

RCMP Resourcing Challenges: Analytic Background

PSB staff analysis notes that the RCMP has been historically challenged to produce the necessary number of RMs required to address attrition and growth in contract policing. In 2012, the federal government implemented the Deficit Reduction Action Plan (DRAP) which resulted in reduced funding for federally administered policing and programs, and collateral consequences from an RCMP resourcing perspective. Combined with impacts resulting from the provincial budget delegation [REDACTED], PSB analysis submits that this has led to the RCMP vacancy situation in BC and current risks to an adequate and effective level of policing in this province [REDACTED]

A multi-year analysis [REDACTED] over the past five years (2018 to 2022) shows that:

- Federal Policing in BC averaged [REDACTED] vacancy (hard/soft) rate,
- PPS vacancy rate generally increased, [REDACTED]
- Municipal RCMP vacancy rate grew [REDACTED]

National Production and Allocation Issues

The historic federal funding cuts impacted the RCMP's national recruiting and training programs, limiting their ability to increase troop gate⁵⁰ at Depot. This impacted the RCMP's ability to produce the number of RMs required to meet attrition rates and growing demand for police officers and put contract partners and all RCMP BLs in competition for resources.

Depot troop gate numbers eventually increased over time. [REDACTED] and nationally, the RCMP made additional efforts to address the need for RMs. For example, the RCMP has made amendments to the national recruiting program to shorten the recruitment process timelines (in 2016) and piloted programs to supplement RM production sources, such as Direct Entry (2018); Experienced Police Officer (EPO) (2018); and Francophone Troop (2019). The reduction in recruitment timelines was a significant accomplishment. The RCMP continues to evaluate these programs; [REDACTED]

⁴⁸ The City's initial submission to the Province identified SPS terminations effective April 1, 2023.

⁵⁰ 'Troop gate' refers to the number of troops or classes of cadets running at Depot. Typically, each troop has up to 32 cadets. In 2012, Depot had funding for an 18-troop gate.

[REDACTED] With the RCMP's Collective Agreement and greater wage parity, the RCMP reports greater interest in the EPO.

In a briefing note prepared in November 2019, however, Public Safety Canada confirmed that there were systemic sustainability challenges impacting the entire RCMP organization. It was disclosed at that time that:

- Demand for contract officers outstrips the RCMP's capacity to recruit and train,
- Under-resourcing is resulting in officer health and wellness concerns,
- Federal policing responsibilities have been and continue to be eroded to meet contract demands, and
- Since 2010, contract officers increased by 17% and federal officers decreased by 30%.⁵²

Depot was forced to close for a short period due to Covid-19 Pandemic restrictions. Although Depot has since begun to recover, it has yet to reach pre-pandemic production. BC and provincial/territorial contract partners continue to express significant concerns regarding the current and future state and sustainability of the program and resultant RM production levels.

[REDACTED]

Federal Policing Re-organization and Vacancy Impacts

Since the implementation of DRAP in 2012, the RCMP federal police service has also gone through substantive organizational changes. Called the "Federal Transformation Initiative", the RCMP shifted its federal policing to focus only on the most serious and complex criminal threats, including threats to national security, serious cybercrime, and transnational and serious organized crime. This resulted in reduced federal participation on integrated policing teams with mandates deemed outside the revised federal scope and each province was left to either absorb the costs of the positions or, in many cases, units were disbanded entirely and remaining provincial and municipal members were realigned under other programs/areas.

For example, from 1990 to 2012, the RCMP maintained Integrated Proceeds of Crime (IPOC) units within each province. In 2012, the federal government disbanded the IPOC units, leading to a strategic shift away from money laundering investigations to focus on other priority areas. These units were responsible for the most serious money laundering and proceeds of crime investigations.⁵⁵ The *Commission of Inquiry into Money Laundering in BC* found these changes contributed to "conditions that have allowed money laundering to thrive" and "staggering

[REDACTED]

⁵² *Briefing Book for the Minister of Public Safety Canada*. (November 20, 2019). <https://www.publicsafety.gc.ca/cnt/tmnsprnc/brfng-mtrls/tmstn-bndrs/20191120/>

[REDACTED]

⁵⁴ Public Safety Canada: First Nations and Inuit Policing Program. (2022). <https://www.publicsafety.gc.ca/cnt/cntrng-crm/plcng/brgnl-plcng/plcng-prgrm-en.aspx>

⁵⁵ *Commission of Inquiry into Money Laundering in British Columbia: Final Report*. (June 2022). <https://cullencommission.ca/files/reports/CullenCommission-FinalReport-Full.pdf>

Director of Police Services' Report to the Minister of Public Safety and Solicitor General

amounts of illicit funds” to be laundered and operating in BC.⁵⁶ As a result, the Commission made several recommendations for additional resources at both the provincial and federal level.

Looking specifically at the past five years, the BC RCMP's federal footprint decreased

[REDACTED]

[REDACTED]

[REDACTED]

BC RCMP Provincial and Municipal Vacancy Picture

With respect to provincial policing, the BC RCMP PPS has had a total authorized strength of 2,602 Member positions since 2012. Vacancy rates in the PPS have generally increased over the past five years

[REDACTED]

[REDACTED]

⁵⁶ Ibid, pg.2

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

Hard Vacancies

[REDACTED]

Over time, insufficient RM production and allocation has resulted in increased hard vacancy rates in the PPS (and MBL).

Increasing demands, operational requirements, and associated costs⁷² have also strained the RCMP's ability to provide provincial policing within the Province's funding delegation and contributed to the PPS' vacancy picture.

[REDACTED]

In November 2022, the Ministry was successful in securing sufficient funds and announced an unprecedented, multi-year investment of approximately \$230 million to the PPS, which is intended to address the PPS' hard vacancy issues by providing the RCMP funding [REDACTED] to reach its full authorized strength of 2,602.

[REDACTED]

⁷² Some of these costs are non-negotiable operating expenditures to deliver certain services and maintain existing IM/IT infrastructure and services.

[REDACTED]

Director of Police Services' Report to the Minister of Public Safety and Solicitor General

Soft Vacancies

[REDACTED]
soft vacancies in the PPS increased over the past five years. Soft vacancies [REDACTED]
[REDACTED] as a significant issue
impacting BC RCMP policing and police resources levels.

The BC RCMP's MBL is the largest in BC, with a total combined authorized strength of over 4,000 RM positions.⁷⁵ Municipal RCMP contract jurisdictions [REDACTED]
Similar to the PPS, soft vacancies in the MBL as a whole have increased over the past five years
[REDACTED]

[REDACTED]
[REDACTED]

Concerns about BC RCMP provincial and municipal contact resourcing have been consistently raised at various forums such as Union of British Columbia Municipalities (UBCM) Conventions (including the most recent 2021 and 2022 Conventions) and at the First Nations Leadership Gatherings (including the most recent in 2022). [REDACTED]

[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]

The Province recognizes vacancy issues impact police resourcing across the BC RCMP, and cannot be addressed through local, detachment-level action alone. Policies related to staffing (such as ODS or vacancy management) are within the internal management and control of the

[REDACTED]

⁷⁵ Police Resources in British Columbia, 2021 (Note: Surrey MPU's total authorized strength is include in this number. Noted in this report, RCMP Members have been demobilized from the Surrey MPU as part of phase 1 of the transition, however, Surrey's authorized strength has yet to be formally reduced.)

[REDACTED]
[REDACTED]
[REDACTED]

Director of Police Services' Report to the Minister of Public Safety and Solicitor General

RCMP. PSB staff continue to work with the RCMP both at the provincial and national levels to address these concerns.



vacancies and reductions in federal policing have had a significant negative effect on BC RCMP BLs, risking the adequate and effective level of policing in the province. This is especially problematic in rural areas where RCMP Members must cover expansive geographic areas and remote communities, some of which can only be accessed by plane or boat. The BC RCMP PPS also faces additional demands created by states of emergencies and civil disobedience connected to natural resource extraction and/or anti-government protests

[Redacted text block]

[Redacted text block]

Surrey RCMP Re-staffing and E-Division RM Modeling

Overall, the strategy the RCMP outlines in its Plan to re-staff the Surrey MPU is ambitious but feasible only when considered in isolation of the RCMP resourcing pressures and needs across the province. However, the RCMP's re-staffing and candidate pool estimations appear high, do not appear sufficiently supported by data/evidence. [REDACTED]

Surrey RCMP MPU Re-staffing Target

The Plans submitted by the RCMP and the City indicate 161 RMs are required to reach the 734 "operational" officers [REDACTED]

[REDACTED] Further, noted above, the metric of 734 "operational" officers is measured by the calculation of FTE utilization/headcount⁸¹ and therefore, PSB analysis suggests the proposed 161 RMs may not appropriately account for vacancies during the re-staffing period.

Further, the 734 metric was identified for the purposes of phase 1 of the RCMP/SPS integrated transition and may not be reflective of or flexible to current minimum operational resource needs for the remainder of 2023 or moving forward to the end of [REDACTED] re-staffing period. As a result, PSB staff recommends 161 is the minimum number of RMs required to re-staff the Surrey RCMP.

PSB's analysis also notes that the RCMP's Plan is reliant on SPS "patch overs" [REDACTED]

[REDACTED] The strategies and process/policy changes outlined by the RCMP's Plan to attract SPS officers and facilitate "patch over" processes are untested and PSB staff are unable to verify their potential success. In addition, the RCMP's estimates are also based on anecdotal evidence [REDACTED]

[REDACTED] Further, 95% of Surrey Police Union's membership stated that they have no intention of joining the RCMP⁸² – this provides contradictory information to the RCMP's estimations, though likewise unverifiable. PSB staff analysis suggests that the conflicting information and lack of verifiable support creates risk and uncertainty to these estimations.

Incoming RM Candidate Pools

The RCMP supports RM candidate pool estimates with historical Depot figures, anecdotal interests expressed to E-Division (EPOs [REDACTED]) and subjective assessment of changes to various HR policies and strategies intended to boost incoming RMs and expedite processes.

PSB [REDACTED] and notes that this number was still impacted due to the constraints of COVID-19 restrictions. In addition, the [REDACTED]

⁸¹ FTE Utilization is a defined term in the MPSA and MPUA which is used for the purposes of invoicing per Article 11 of the MPSA and MPUA. It is a stock calculation that reflects Member days worked (including vacation time and statutory holidays) in the work year expecting any leave greater than 30 days.

⁸² Information collected in a sworn pledge conducted by the Union. Source: Non-requested submission: Surrey Police Union letter, December 22, 2022, and Appendix E: SPS submission – *SPS POJ Status Report*, December 22, 2022.

[REDACTED]

However, PSB staff is unable to validate the remaining RM candidate source pool estimations. These estimations were either not supported by sufficient data and/or are new strategies/HR changes that are untested at this time.

BC RCMP HR Modelling & Soft vacancies

The RCMP's Plan roughly aligns with PSB's depiction of BC RCMP vacancies above – there are approximately 1,500 vacancies in total [REDACTED]

[REDACTED] The RCMP also identifies a need to address RM attrition, and growth in the MBL.

However, PSB's analysis notes that the RCMP's approach to modelling prioritizes incoming RM's to re-staffing Surrey and [REDACTED]

[REDACTED] PSB's analysis suggests that the RCMP targets for reductions in soft vacancies⁸³ are insufficient for reducing the vacancy impact on the PPS and across the BC RCMP's BLs. [REDACTED]

Mitigation Strategies offered by the RCMP and the City

The RCMP's Plan identifies several mitigation strategies should it not realize projected RM source targets for re-staffing Surrey RCMP MPU [REDACTED]

[REDACTED] While these strategies may provide immediate and short-term relief, they are not sustainable as they create additional impacts to the PPS and municipal contract areas. Further, the strategies do not address source shortages and the potential impacts to RCMP's HR modelling [REDACTED] in its entirety. That is, the RCMP's Plan does not identify any mitigation strategies to protect RM allocations to, or the staffing needs of, the PPS or other BLs.

The reliance on deployed SPS officers during the re-staffing period, while necessary, raises concern about the stability of SPS. Should the Minister make a determination that supports the City's Plan, SPS officers may begin to leave for other employment opportunities, leave policing altogether, and/or take leave entitlements. The City's Plan does not identify strategies to ensure SPS remains intact and SPS officers remain available for continued deployment within the Surrey RCMP MPU for the re-staffing period and/or SPS dissolution. The City's Plan does identify the role of severance in SPS officer termination which PSB staff assumes is being relied upon for this purpose. [REDACTED]

[REDACTED] The lack of explicit plan could result in a void or loss of SPS officers, creating a void of police resources in Surrey.

[REDACTED]

[REDACTED]

[REDACTED] due to the lack of supporting and/or verifiable data on RM pool candidate estimates, PSB staff cannot validate the likelihood of additional incoming RMs to the province.

c. SPS as the City's Police Agency of Jurisdiction

SPS Timeline to Achieving POJ

The SPS' Report indicates a considerable amount of work has been completed towards POJ status, and further estimates a revised POJ timeline [REDACTED]. PSB's analysis suggests, however, that significant work remains to satisfy the provincial POJ requirements. Further, this work is dependent on [REDACTED], multi-party collaborative work required to continue with the transition [REDACTED]. It is likely that more time will be required for SPS to become the City's POJ as it is unknown how the current state of uncertainty following the City's November 2022 decision will have impacted transition momentum [REDACTED].

To prevent delays in timelines, SPS proposes mitigation strategies [REDACTED]. Despite this, making progress on an integrated transition will still rely on extensive multi-party collaboration, leaving SPS POJ timelines difficult to estimate.

If the integrated RCMP/SPS transition to the SPS as POJ were to proceed, then it is likely that [REDACTED] challenges will continue [REDACTED].

Surrey Police Service Post POJ

The SPS' Report also estimates that a fully staffed, stand-alone SPS would likely require [REDACTED]. Per the SPTTC planning, phase 2 would see SPS become POJ augmented with RCMP RM resources until they are fully staffed.

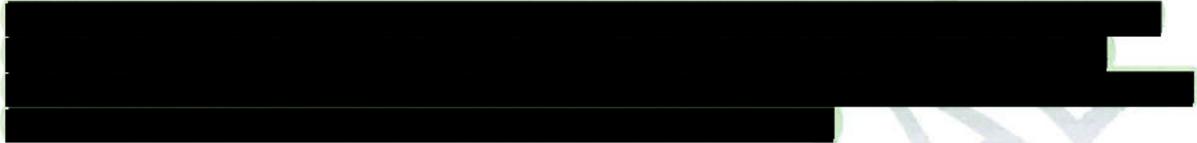
The SPS' Report estimates it could hire the remaining officers it requires for a stand-alone SPS [REDACTED] citing data on experienced and new recruit applications. However, in consideration of previous guidance the Director provided to the SPB and SPS regarding its 2022 hiring plan, PSB analysis suggests it could take another 3 years for SPS to fully staff up without destabilizing policing in BC.

d. Additional Considerations

PSB staff's analysis also identifies the following matters as important information related to the broader context and consideration of adequate and effective policing in the City and the province.

Transition Reversal Processes

Similar to how the integrated RCMP/SPS transition broader was the first of its kind, requiring all parties to develop, plan, and implement a custom transition process to reverse a police model transition mid-implementation has also never occurred. Reversing the transition to the SPS is likely to require extensive multi-party collaboration across all levels of government, and both police agencies, to ensure adequate and effective policing can be maintained in the City and throughout the province. PSB staff anticipate that there will be unforeseen challenges, some of which may require the Director's review and approval.

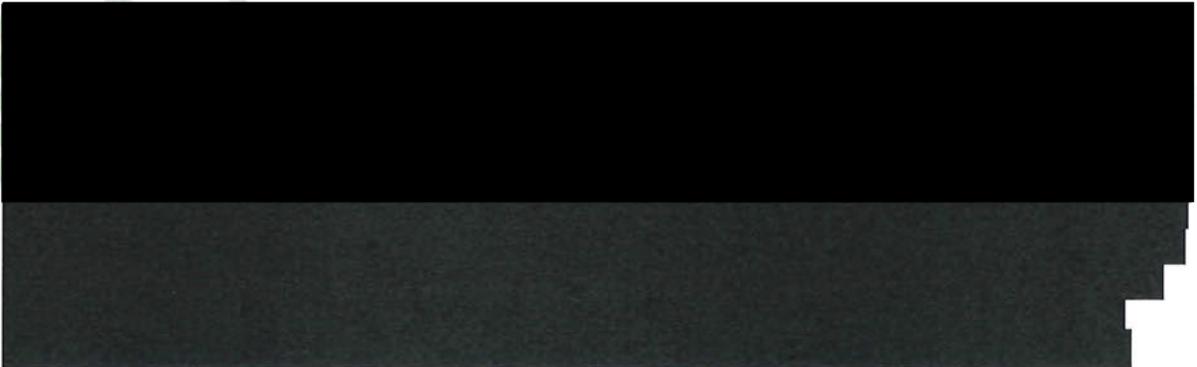


Indigenous Considerations

The traditional territories of Semiahmoo, Katzie, Kwantlen, Tsawwassen, and Qayqayt First Nation run through the City of Surrey. Pursuant to the *Police Act*, the City is responsible for providing policing within its municipal boundaries, which includes these traditional territories as well as reserve lands governed by Semiahmoo First Nation (SFN). Surrey is also home to the largest off-reserve urban Indigenous population in BC, with an annual growth rate higher than that of Vancouver.

PSB staff reviewed the submissions from the City, the RCMP, and the SPS for Indigenous considerations, and in particular those related to SFN. PSB staff's analysis notes that:

- The City's Plan does not outline whether or how it consulted or engaged SFN as a part of its decision to retain the RCMP as its policing model or in the development of its plan.
- The City's Plan identifies it will expand its focus on community engagement, emphasizing Indigenous peoples, and identifying this as a goal for its RCMP policing model. Consultation with Indigenous communities (Semiahmoo and Katzie First Nations) is identified as an implementation task in the Plan.
- The RCMP's Plan does not include discussion related to SFN or other Indigenous considerations.
- The SPS' Report outlines its Indigenous Strategy including collaboration on training, establishing an Indigenous Advisory Council, committing to the development of an Indigenous self-determined alternative justice model, and various Indigenous community engagement.



[REDACTED]

Modernizing Policing

Special Committee on Reforming the *Police Act*

In BC, the Legislative Assembly established the Special Committee on Reforming the Police Act (SCRPA) in response to the dynamic changes and needs of public safety. SCRPA recommended that the Province transition to its own BC Provincial Police Service, which would amalgamate police services on a regional basis and enable stronger information sharing and file collaboration between multiple POJ.⁸⁴ A BC PPS would be governed by a new *Community Safety and Policing Act* which would have numerous implications for the RCMP.

Work is underway with the first phase of the Policing and Public Safety Modernization Initiative (PPSM), which includes the Province's response to the SCRPA recommendations.

[REDACTED]

[REDACTED]

Reviews of RCMP Contract Policing

Federal funding constraints and RCMP vacancy issues have raised questions about the sustainability of contract policing. Sustainability and resourcing capacity challenges are impacting the whole of the RCMP, not solely contract policing. As such, federal, provincial, and municipal governments are re-examining how policing services are delivered.

Notably, one of the federal Minister of Public Safety Canada's mandate commitments is to "conduct an assessment of contract policing in consultation with provinces, territories, municipalities, Indigenous partners and stakeholders."⁸⁵

[REDACTED]

At the same time, many provincial and municipal contract jurisdictions are considering their current and future policing needs and how best to achieve public safety within their jurisdictions.

⁸⁴ *Transforming Policing and Community Safety in BC: Special Committee on Reforming the Police Act*. (April 2022). https://www.leg.bc.ca/content/CommitteeDocuments/42nd-parliament/3rd-session/rpa/SC-RPA-Report_42-3_2022-04-28.pdf

⁸⁵ Minister of Public Safety Mandate Letter. (December 16, 2021). <https://pm.gc.ca/en/mandate-letters/2021/12/16/minister-public-safety-mandate-letter>

For example, Alberta is examining its existing RCMP policing and exploring the establishment of their own Alberta Police Service. Reviews considering how to transition services have been underway since 2020, including a Transition Study completed in April 2021, and on-going engagement sessions on the policing model.⁸⁶ Some provinces are also examining and/or have developed innovative alternative service delivery options. For example, Saskatchewan, Manitoba, and Ontario have Community Safety Officer programs to supplement public safety in First Nations, under the FNIPP. As another example, under their Police Act, Alberta has granted Wildlife Officers authority to take on some “policing-type” duties.

[REDACTED]

Additional reviews of the RCMP and policing have been conducted, including the Mass Casualty Commission which examined the April 19, 2020, mass casualty in Nova Scotia. The Mass Casualty Commission’s Report⁸⁷ states that extensive reform to the RCMP is necessary as many efforts for change have been unsuccessful. For example, the Report notes that efforts to reform the RCMP’s contract policing service model “to be more responsive to the needs of contracting partners” have “largely failed to resolve long-standing criticisms.”⁸⁸ The Commission also notes the RCMP’s historical vacancy issues stating it has: “longstanding issues with soft vacancies and challenges with recruitment,” resulting in provinces/territories not receiving the number of RMs that have been contracted for.⁸⁹

Public Confidence in Policing and Governments’ Responsibility for Policing

Public confidence is integral to ensuring an adequate and effective level of policing is maintained in BC. Policing effectiveness and public confidence are in a precarious state in BC. Policing is changing in BC, Canada, and globally and public confidence is essential to support this change.

There has been extensive public and media discourse throughout Surrey’s police model transition to the SPS and during the 2022 municipal elections. Much of this has depicted adversarial relationships, contradictory and/or disputed information, and the perception of indecisiveness by the City of Surrey. This type of public and media discourse can erode public confidence in both policing generally and in the governments who are responsible for providing policing and making decisions about policing. Further, discourse of this sort (which may be amplified during a municipal election) can lead to a perception that police model transitions are unsafe or too difficult to complete. As a result, there is a risk to public confidence [REDACTED]

[REDACTED]

⁸⁶ No decisions have yet been made by Alberta at this time about proceeding with an Alberta Police Services. <https://www.alberta.ca/alberta-police-service-transition-study.aspx>

⁸⁷ Mass Casualty Commission. *Turning the Tide Together Final Report of the Mass Casualty Commission: Executive Summary and Recommendations*. <https://masscasualtycommission.ca/final-report/>

⁸⁸ Ibid pg. 258

⁸⁹ Ibid pg. 257

5. Director's Advice and Recommendations

The transition to its own municipal police department, the SPS, as the City's police model is already approved. The creation of the SPS is unprecedented in modern Canadian policing history. A transition of this magnitude has never been undertaken and it has taken the collective efforts of three levels of government, a new Police Board, officers in both the SPS and RCMP, and dedicated teams working over multiple years to reach the current state of SPS providing 50% of front-line policing in Surrey.

The decision by the new City Council to reverse the transition is similarly unprecedented. It is not based on failure by police to deliver adequate and effective policing nor a failure in public safety. Quite the opposite is true, front-line officers in the SPS and RCMP are working hard to serve those who reside in and visit Surrey. The City's December 2022 Plan was insufficient.

and required the Director to request additional information and more realistic timelines.

PSB's analysis of the City's Plan, supported by the RCMP's Plan, to re-staff the Surrey RCMP MPU can feasibly be achieved, so long as the RCMP reaches its estimated targets for identified candidate source pools and the SPS remains stable throughout the re-staffing period. However, in my view, reversing the transition and re-staffing the Surrey RCMP MPU presents significant risk to an adequate and effective level of policing in Surrey and across the province,

The RCMP's Plan prioritizes re-staffing the Surrey RCMP MPU by directing RMs to the MPU in an escalated manner that could otherwise be utilized to address the critical vacancy and resourcing needs of the PPS and other BC RCMP BL's. Further, mitigation strategies outlined by the RCMP's Plan do not appear to adequately mitigate risks nor protect PPS or other BC RCMP BL resourcing needs.

. Normalizing this as a vacancy management approach is untenable. It creates not only gaps in the provision of public safety and adequate and effective service levels adds additional stress and demands on active members, adversely impacting their well-being.

Due to the lack or unavailability of verifiable supporting data, PSB cannot validate or provide a confident assessment of the RCMP's incoming RM source pool estimates.

Historically, the RCMP has struggled to produce the number of RMs to fulfil the national requirements for new members to carry out its contract policing mandate. This was highlighted recently in the report from the Mass Casualty Commission. Impacts resulting from federal and provincial budget constraints, coupled with exacerbated vacancies across the province,

. This will take time to rectify.

Further, the reliance on SPS "patch-overs" as a source candidate pool to re-staff the Surrey RCMP MPU cannot be validated by PSB staff.

[REDACTED]

It is for the Minister to determine what is required to maintain adequate and effective policing in Surrey and throughout the province, taking into account all of the relevant information. This Director's Report is an attempt to summarize and analyze that information, and to provide advice in order to inform the Minister's ultimate decision.

If the Minister supports the City's Plan, it is my view that a successful City Plan would be dependent upon clear implementation requirements. In particular, a revised Plan should ensure re-staffing Surrey RCMP MPU is not prioritized over other BC RCMP BLs, have clear strategies to ensure SPS remains in-tact for the re-staffing period, and have updated costs.

There are also challenges to continuing with the transition to the SPS. Despite the considerable amount of work SPS has completed, there is still significant work to do and much of it depends on all parties.

[REDACTED] continuing with the transition will require [REDACTED] complex, multi-party collaboration required for SPS to become POJ makes the SPS' projected [REDACTED] POJ timeline unlikely. Further, while SPS anticipates it could reach its fully staffed hiring target [REDACTED] by the [REDACTED] continued provincial intervention will likely be required to moderate this growth to prevent destabilizing policing in BC. I estimate that a fully staffed SPS that is no longer reliant on RCMP resources could take upwards of three years.

If the City's Plan were not supported by the Minister, and the transition to the SPS continues, it is my view that this path would also be dependent on clear implementation requirements. This would include a Strategic Implementation Advisor appointed to oversee the transition and resolve issues; provincial oversight of SPS hiring plans that align with guidance provided by the Director to ensure the stability of policing is maintained in the City, the region, and across the province; and a Senior Transition Leader within the RCMP to facilitate transition related decision making.

In summary, it is my view the City's Plan to retain and re-staff the Surrey RCMP MPU, as supported by the submissions of the City and the RCMP, may result in the destabilization of policing in Surrey and across the province, [REDACTED]

Director of Police Services' Report to the Minister of Public Safety and Solicitor General

[REDACTED] I am of the further view that this plan presents significant risks to the maintenance of the adequate and effective level of policing in Surrey and across the province, and that the submissions of the City and the RCMP do not adequately address mitigation of these risks.

[REDACTED]

In addition, public confidence is integral to ensuring an adequate and effective level of policing is maintained. Media and public discourse with respect to the City's police model transition demonstrate the potential threat and erosion of public confidence in policing [REDACTED]

[REDACTED]

In consideration of the information and analysis presented, the Director of Police Services recommends the Minister not support the City's decision and its transition plan as presented unless the following conditions are met:

- A Strategic Implementation Advisor is appointed to oversee the transition and resolve issues,
- Individualized HR plans are put in place to ensure ongoing SPS deployment throughout Surrey RCMP re-staffing and SPS dissolution,
- The City provides a revised plan, supported by an RCMP Plan, that does not prioritize Surrey RCMP re-staffing over other BC RCMP BLs, and includes transition reversal components and updated costs,
- Establishment of a Senior Contract Officer position within the BC RCMP to ensure the above condition is met, and
- The RCMP appoint a Senior Transition Leader for Surrey (not involved in operations) with the authority to support RCMP decision-making.

I further recommend that if the City's Plan is not supported by the Minister, and the transition to the SPS continues, that a Strategic Implementation Advisor is appointed to oversee the transition and resolve issues; provincial oversight of SPS hiring plans is aligned with guidance provided by the Director to ensure the stability of policing is maintained in the City, the region, and across the province; and a Senior Transition Leader within the RCMP to facilitate transition related decision making is appointed.

These conditions are required to ensure an adequate and effective level of policing can be maintained in Surrey and throughout the province.



the future lives here.

November 15, 2022

File: 2470-01

Surrey Police Board
13450 - 104 Avenue
Surrey, BC V3T 1V8

Attention: Melissa Granum, Executive Director

Re: November 14, 2022, Council Resolution Re: SPS Expenditures

I have been instructed by Council to communicate with you regarding the policing transition. On November 14, 2022, Council passed a resolution directing staff to:

1. Prepare a plan to be endorsed by Council to retain the RCMP as the police of jurisdiction which would be forwarded to the Minister of Public Safety and Solicitor General for approval; and
2. Issue a letter on behalf of Council to the Surrey Police Board to pause all new hiring and expenditures pending further Council direction.

Pursuant to Council's direction, I am writing to instruct the Board to suspend all new hiring and expenditures to advance the policing transition pending further Council direction. This includes, without limitation, the hiring of new employees, the procurement of equipment, and any further capital acquisitions until further notice by the City.

The City further requests that you reach out to the RCMP to align both the SPS and RCMP 2023 provisional budgets in accordance with Council's direction. The City is fully prepared to work with both agencies on budget submissions that are aligned with Council's resolution of November 14, 2022, and in keeping with the overall Policing Services Operating budget for 2023 (\$202.46M), as per the adopted 2022-2026 Financial Plan. Currently, it is the City's understanding that the combined RCMP and SPS funding requirement does not consider Council's direction, therefore funding alignment is necessary for both the RCMP and SPS in relation to the overall provisional policing budget submission for 2023.

Pursuant to section 27 of the *Police Act*, RSBC 1996, c. 367 (the "**Police Act**"), it is Council that must ultimately consider and approve any budget submitted by the Surrey Police Board. Any future budget allocations in relation to SPS must respect and financially reflect Council's direction to retain the RCMP. Otherwise, Council may not approve items within the provisional budget that are inconsistent with its direction.

Under section 3(2) of the *Police Act*, it is the City that elects the means through which municipal policing is provided. While SPS may not agree with Council's resolution, we expect that SPS will limit its spending as instructed having regard to Council's direction and the public interest in responsible fiscal management.

To ensure that the City has the information required to monitor and manage costs associated with the policing transition in the public interest, the City respectfully requests that you provide the information and documents listed in Schedule "A" to this letter. Please complete this request by no later than November 22, 2022. To allow for this monitoring and management on a go forward basis, and to facilitate reporting to Council, this information will be required on a monthly basis and will be shared with Council accordingly.

We appreciate your cooperation in responsibly managing the use of taxpayer dollars during this period of transition while we prepare and the Minister reviews the plan to maintain the RCMP.

Sincerely,



Vincent Lalonde, ICD.D, P. Eng.
City Manager

[https://surreybc.sharepoint.com/sites/cmcitymanageradmin/police transition/letter to spb - 1151500v1.docx](https://surreybc.sharepoint.com/sites/cmcitymanageradmin/police%20transition/letter%20to%20spb%20-%201151500v1.docx)
LD 11/15/22 3:40 PM

c.c. Norm Lipinski, OOM, LLB, MBA, Chief Constable, Surrey Police Service
Wayne Rideout, Director of Police Services, Policing and Security Branch
Brian Edwards, Officer in Charge, Surrey RCMP

Schedule "A" – List of Requested Documents Re: SPS Costs

Salary related costs

- 1) Listing of hired strength of SPS members, including their hiring dates, ranks, pay, employee groups, paygrades, and steps;
- 2) Listing of hired Civilian staff, pay, employee groups, paygrades, and steps;
- 3) Listing of any other seconded positions, including pay, employee groups, paygrades, and steps;
- 4) Listing of all persons not presently employed by the SPS whom, prior to November 14, 2022, the SPS had committed to imminently hire, including all corresponding offer letters;
- 5) Listing of all persons that have officially accepted employment with the SPS but are not currently on the SPS payroll, and whose placement on the SPS payroll is otherwise imminent, including all corresponding offer letters;
- 6) Listing of all the benefits, overheads, allowances shift differential amounts etc. related to the uniformed members and civilian staff;
- 7) Any planned or approved salary increases (annual or hourly), to come into effect in the near future, either in the new calendar year or at any anniversary of the hiring of the employees, for both uniformed and civilians;
- 8) Any overtime cost estimates;
- 9) Copies of any severance provisions in all employment contracts of civilian and sworn employees; and
- 10) Any information related to the organization of exempt or sworn civilians into professional associations with a mandate to represent them as employee groups.

Other operating and capital costs

- 1) Any contracts in place with all contractors including professional services contracts and consultants (for e.g. legal, financial, advertising, marketing, strategy, communications etc.) indicating the amounts, the terms, and any cancellation clauses;
- 2) Any subscription-based / contractual IT contracts requiring license / subscription fees on an ongoing basis;
- 3) Average per member operating costs such as dry cleaning, mobile phones and communication, recruitment, and training;
- 4) Any planned capital or operating expenditure on vehicles and equipment, including cars, ammunition, uniforms, firearms, IT infrastructure etc.; and
- 5) Any prepaid expenditures that will result in services to be obtained in the future for which the payment has been made.

December 1, 2022

City of Surrey
Attention: Vince Lalonde
13450 – 104th Avenue
Surrey, BC
V3T 1V8

Dear Mr. Lalonde:

We write to address your letter of November 15, 2022, in which you instructed the Surrey Police Board (the Board) to suspend all new hiring and expenditures to advance the policing transition to Surrey Police Service (SPS) from the Royal Canadian Mounted Police. In your letter, you also request that the Board reach out to the RCMP to align both SPS and RCMP 2023 provisional budgets.

Although City Council passed the motions set out in your letter, it cannot order the Surrey Police Board and Surrey Police Service to stop hiring employees. Similarly, it cannot freeze SPS's budgeted expenditures. On November 15, 2022, the Minister of Public Safety and Solicitor General corrected this misunderstanding by commenting publicly on the role and authority of Surrey City Council in relation to SPS, our hiring process and our expenditures. The Vancouver Sun on-line edition (November 15, 2022) reported the Minister's comments:

“B.C. Public Safety Minister Mike Farnworth said Tuesday the City of Surrey does not have the authority to order a spending freeze by the Surrey Police Service before a decision is made on halting the transition from the RCMP. The province has final say on the transition. ... ‘They don’t have any authority to freeze spending,’ said Farnworth, responding in Victoria to reporters’ questions. ‘There is a (transition) plan that is already in place. And that plan continues until there is a new plan.’” (accessed November 23, 2022 at <https://vancouversun.com/news/local-news/surrey-cant-freeze-spending-on-municipal-police-force-before-decision-public-safety-minister-mike-farnworth>)

As you are aware, the Surrey Police Service was established by the Surrey Police Board in August 2020, after the appointment of the Board members by the Lieutenant Governor in Council of the Province of British Columbia. Pursuant to section 26 of the *BC Police Act*, the Board established a municipal police department and appointed a chief constable and other constables and employees the municipal police board considered necessary to provide policing and law enforcement in the municipality.

The Surrey Police Board is independent from the City. This is recognized in the City's own Framework document dated November 24, 2022 which states: "The Board is an independent entity from the City" (at p. 8). The Surrey Police Board's independence from City Council is confirmed by the provisions of the *Police Act*. The first principle under the *Act* is independence of police services from municipal governments, at both the Mayor and Councillor level and the city administration level. The appointment letters for Board members state, in part:

"Municipal police boards are created independently from municipal councils and from the provincial government. This removes boards from partisan council politics and recognizes that both the municipality and the province have legitimate interests in municipal policing."

The word "governed" in section 23(1) of the *Police Act* is significant. The Board governs SPS, City Council does not. Although the Mayor is the Chair of the Board under section 25(1) of the *Act*, the Mayor's position as Chair is *ex officio*, and the Chair must act in the interests of the Board, voting only in the event of a tie.

Section 26(2) of the *Police Act* stipulates that the duties and functions of a municipal police department are under the direction of the municipal police board, and that (3) subject to a collective agreement, the chief constable and every employee of a municipal police department must be employees of the board, and must be provided with the accommodation, equipment and supplies the board considers necessary to carry out their duties and functions.

The *Police Act* further provides specific and clear direction for the preparation and approval of the municipal police department's budget, including a provision to dispute direction from city council. Section 27(3) states:

If a council does not approve an item in the budget, the director, on application by the council or the municipal police board, must

- (a) determine whether the item or amount should be included in the budget, and*
- (b) report the director's findings to the municipal police board, the council and the minister.*

This section provides assurance that a city's mayor and council do not have the authority to over-ride, pause or change the police department's budget or operations. It is a foundational principle of the governance of municipal police departments in BC that local governments remain arms-length from policing operations, and it is the Board's duly appointed responsibility to ensure both continued resources and the well-being of our employees.

Your request that the Board work with the RCMP to align our budgets is concerning. City staff are well aware that the RCMP will not readily share information with outside agencies. Having said that, the Board is prepared to share information requested by the City, as indicated later in this letter, and expects the City will provide the same information it has from the RCMP to the Board. This is both fair and ensures openness. Regarding the Board's budget, the Board has prepared the 2023 provisional budget

for SPS and has submitted it to the City on time as required by section 27 of the *Police Act*. The alignment of the SPS and RCMP budgets within the overall Policing Operations budget is the City's responsibility, although the Board is prepared to participate in open, collaborative and constructive processes with both the City and the RCMP as required.

Respecting your request for information related to salary, operating, and capital costs, we have prepared our response in the attached appendix. As stated earlier, it is consistent with openness and fairness that the City provide the Board with the same type of information it has regarding the RCMP. Going forward, the Surrey Police Board and Surrey Police Service will continue to act on the advice and guidance of the Minister of Public Safety and Solicitor General in these matters.

Respectfully,

Surrey Police Board



Jessie Sunner
Vice-Chair



Cheney Cloke
Vice-Chair

copies: Wayne Rideout, Assistant Deputy Minister and Director of Police Services
Surrey Police Board
Mayor and Council

Schedule A – List of Requested Documents (11/29/2022)

City of Surrey Request	SPS Response
<p>1. Listing Hired Strength SPS Members</p> <ul style="list-style-type: none"> Hiring Dates 	<p>SPS reports its staffing numbers publicly. Please refer to that information. Individual hiring dates fall outside the <i>Freedom of Information and Protection of Privacy Act (FOIPPA)</i> s. 22(4)(e) and s. 33(2)(b). This falls within the general category of personal information that is presumed to be an unreasonable invasion of a third party’s personal privacy if disclosed – FOIPPA section 22(3). Individual hiring dates are not disclosable under FOIPPA.</p>
<ul style="list-style-type: none"> Ranks 	<p>Effective November 21, 2022:</p> <ul style="list-style-type: none"> Chief Constable [REDACTED] Deputy Chief Constables [REDACTED] Superintendents [REDACTED] Inspectors [REDACTED] Staff Sergeants [REDACTED] Sergeants [REDACTED] Constables [REDACTED]
<ul style="list-style-type: none"> Employee groups 	<p>SPS has 4 employee groups:</p> <ul style="list-style-type: none"> Exempt Sworn Unionized Sworn Exempt Civilian Unionized Civilian
<ul style="list-style-type: none"> Paygrades 	<p>Exempt Sworn:</p> <ul style="list-style-type: none"> Superintendents are 187.5% of a First Class Constable Inspector 1 are 150% of a First Class Constable Inspector 2 are 160% of a First Class Constable Inspector 3 are 170% of a First Class Constable <p>Unionized Sworn:</p> <p>Pay grades are determined by individual rank and service to the pay rate of a First Class Constable. The rates are detailed in the Collective Agreement between the Surrey Police Board (SPB) and the Surrey Police Union (SPU).</p>
<ul style="list-style-type: none"> and steps 	<p>Steps placement is determined by time in policing and is detailed in the SPB-SPU Collective Agreement.</p>
<p>2. Civilian Staff - Listing of hired Civilian staff, pay, employee groups, paygrades, and steps</p>	<p>Exempt Civilian - 25</p> <p>SPS aligns with the City of Surrey exempt pay structure and pay practices.</p> <p>Unionized Civilian - 12 Aux and 23 RFT</p>

	<p>SPB/SPS has a Collective Agreement with CUPE 402 and it aligns with the City's CUPE pay structure and pay practices for this work group.</p>
<p>3. Secondments -- Listing of any other seconded positions, including pay, employee groups, paygrades, and steps</p>	<p>Three employees are seconded from the City of Surrey to SPS. The City has access to that pay information.</p>
<p>4. Listing of all persons not presently employed by the SPS whom, prior to November 14, 2022, the SPS had committed to imminently hire, including all corresponding offer letters</p>	<p>SPS has committed to meet the Human Resources Plan established by the parties which includes deployments ^{s. 15(1)} sworn officers in each of January 2023, March 2023, and May 2023.</p> <p>Civilian hiring to support deployment and SPS operations will remain proportional to current trends.</p> <p>Individual hiring dates fall outside the <i>Freedom of Information and Protection of Privacy Act</i> (FOIPPA) s. 22(4)(e) and s. 33(2)(b). This falls within the general category of personal information that is presumed to be an unreasonable invasion of a third party's personal privacy if disclosed – FOIPPA section 22(3). Individual hiring dates are not disclosable under FOIPPA.</p>
<p>5. Listing of all persons that have officially accepted employment with the SPS but are not currently on the SPS payroll, and whose placement on the SPS payroll is otherwise imminent, including all corresponding offer letters</p>	<p>SPS has committed to meet the Human Resources Plan established by the parties which includes deployments of 35 officers in each of January 2023, March 2023, and May 2023.</p> <p>Civilian hiring to support deployment and SPS operations will remain proportional to current trends.</p> <p>Individual hiring dates fall outside the <i>Freedom of Information and Protection of Privacy Act</i> (FOIPPA) s. 22(4)(e) and s. 33(2)(b). This falls within the general category of personal information that is presumed to be an unreasonable invasion of a third party's personal privacy if disclosed – FOIPPA section 22(3). Individual hiring dates are not disclosable under FOIPPA.</p>
<p>6. Listing of all the benefits, overheads, allowances, shift differential amounts etc. related to the uniformed members and civilian staff</p>	<p>This information is available in the publicly provided collective agreements for sworn and civilian unionized groups.</p> <p>Benefits for sworn and civilian staff align with the City of Surrey benefit structures.</p>

<p>7. Any planned or approved salary increases (annual or hourly), to come into effect in the near future, either in the new calendar year or at any anniversary of the hiring of the employees, for both uniformed and civilians</p>	<p>This information (general increases and progression) for unionized sworn and unionized civilian is available in the publicly posted collective agreements.</p> <p>Exempt sworn (general increases) follow increases in the unionized sworn collective agreement.</p> <p>Exempt civilians follow City of Surrey compensation practices for general increases and progression.</p>
<p>8. Overtime</p>	<p>This overtime information for unionized sworn and unionized civilian is available in the publicly posted collective agreements.</p> <p>Exempt sworn (general increases) mainly follow the City of Surrey overtime practice for exempt staff.</p> <p>Exempt civilians follow City of Surrey overtime practices for exempt staff.</p>
<p>9. Copies of any severance provisions in all employment contracts of civilian and sworn employees</p>	<p>Exempt Sworn severance is defined by their employment contracts, <i>BC Employment Standards Act</i>, and <i>BC Public Sector Employers Act</i> (and related termination regulations). This group is eligible for 18 months severance/working notice, if SPS ceases operation.</p> <p>Unionized Sworn severance is defined by their Collective Agreement, <i>BC Employment Standards Act</i>, and <i>BC Labour Relations Code</i>. This group is eligible for 18 months severance/working notice, if SPS ceases operations.</p> <p>Exempt Civilian severance is defined by their employment contracts, employment agreements, <i>BC Employment Standards Act</i>, <i>BC Public Sector Employers Act</i> (and related termination regulations), and common law.</p> <p>Unionized Civilian severance is defined by their Collective Agreement, <i>BC Employment Standards Act</i>, and the <i>BC Labour Relations Code</i>.</p>
<p>10. Any information related to the organization of exempt or sworn civilians into professional associations with a mandate to represent them as employee groups</p>	<p>A matter currently is before the BC Labour Relations Board with respect to unionization of the Inspector rank.</p>

Other operating and capital costs	
1. Contracts in place with all contractors.	As SPS relies on COS’s purchasing team to provide procurement support, and due to certain features/functions being restricted in the shared financial management system, SPS will require COS’s purchasing team to assist in extracting all the supporting documents and contracts uploaded to the financial management system’s procurement module; in order to evaluate which purchase order currently still active is for contractors. A list of active purchase orders (“POs”) is attached below. Also, some related contracts may be part of the one-time transition fund; SPS does not have direct access to the required data linked to that fund. COS to provide a contact person to coordinate next steps.
2. Subscription-based / IT contracts requiring licenses on and ongoing basis.	Same as the above; require support from COS purchasing team to assist in extracting all uploaded data from active POs in the financial management system. Please note that most initial (first year) IT subscription costs may be combined with the system implementation costs. Therefore, the info on ongoing IT licence costs will need to be extracted from procurement data on the transition project fund; needs to be done in collaboration with COS purchasing and IT teams. COS to provide contact person to coordinate next steps.
3. Average per member operating costs such as dry cleaning, mobile phones and communications, recruitment, and training.	Based on January to October YTD operating budget expenditures, and staff hired as of October 31 st : Dry cleaning - \$113.38/member Mobile phones and communication - \$576.30/member Recruitment - \$154.86/member Training – \$2345.84/member
4. Planned expenditures on vehicles and equipment.	As of October 31 st : - \$2,877,140 planned to be expended from the existing capital reserve - \$6,020,290 planned to be expended as per 2023 capital budget submitted to the City on November 28 th - \$21,107,060 planned to be expended from the transition fund by December 2024.
5. Prepaid expenditures for services	No prepaid expenses from SPS operating and capital budget funds. However, there may be some related to IT being paid from the transition fund. Please refer to item 2 above; will require support from COS purchasing and IT teams to exact information. COS to provide a contact person to coordinate next steps.

Human Resources Strategy and Plan

Report to the Surrey Policing Transition
Trilateral Committee

April 5, 2022

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EXECUTIVE SUMMARY

The Human Resources (HR) Strategy & Plan has been drafted to guide implementation of the first phase of the transition of policing services in Surrey. The Surrey Policing Transition Trilateral Committee (SPTTC) agreed to targets for the deployment of officers in 2022, which guided and informed the development of the HR Strategy & Plan. The document was developed based on considerations raised by all parties and reflects agreements on specific aspects of phase I implementation of the transition based on extensive collaboration. It also notes areas where further work is needed that would be captured in future updates to the HR Strategy & Plan. These areas are depicted as “next steps” in their relevant section. The scope of the HR Strategy & Plan is limited to deployments, demobilization, recruitment and HR processes to be implemented until the end of May 2023.

The deployment chapter sets the expectation for the planned number, cadence and supporting details for the assignment of Surrey Police Service police officers into the Surrey RCMP Municipal Police Unit. Surrey Police Service Assigned Officer cohorts will be deployed every two months commencing in March 2022. The SPTTC expects that the agreed upon target of 175 Surrey Police Service officers deployed in 2022 will be achieved by the first week of January 2023; the Plan additionally outlines an anticipated total of 295 SPS officers to be deployed by the first week of May 2023. The chapter also identifies next steps regarding completion of the deployment schedule s. 16(1)

The demobilization chapter sets the expectation for the number and cadence of demobilization of RCMP Members commensurate with duties being progressively fulfilled by qualified Surrey Police Service (SPS) Assigned Officers. This section outlines that 297 RCMP Regular Members are expected to be demobilized from the Surrey RCMP Municipal Police Unit by May 2023, noting that the Unit’s actual strength was already reduced by approximately s. 15(1) Regular Members through officer attrition by the start of 2022. This section will inform reductions per the RCMP Policing Agreements. The approaches used by the RCMP to transfer or reassign RCMP Members outside the Surrey RCMP Municipal Police Unit are also outlined.

The processes used by the SPS to ensure they have sufficient adequately trained and qualified police officers to deploy are outlined at a high level in the recruitment chapter. There are robust processes in place to recruit, hire and onboard experienced officers to the SPS.

The HR processes and practices that will guide the implementation of the deployment of SPS Assigned Officers are outlined in the final chapter as well as the process for collaborative review of the process for deployments. s. 16(1)

Supporting Annexes provide further detail and information on the agreed templates and approaches that will govern the implementation of the HR Strategy & Plan.

The following next steps have been identified in the relevant chapters of the document and must be advanced to enable further updates to the HR Strategy & Plan.

- Completion of the detailed Deployment Schedule (Annex 3) showing the ranks, units, and duties to which SPS Assigned Officers will be assigned in the Surrey RCMP Municipal Police Unit.

- The Working Group will s. 16(1) [REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]
- Resolution of the process for Respectful Workplace Policy complaints and investigations for both the RCMP and the Surrey Police Service.
- The Province, the SPS and the RCMP will continually monitor and review applicable considerations, consistent with their authorities, regarding deployments with a goal of continuous improvement and refinement of future cohorts based on experience with earlier cohort deployments.
- Updating the HR timeline to reflect analysis on completion of necessary HR steps to enable deployment, most especially regarding timing of security clearances.
- RCMP and SPS will work together to develop and agree to plan for deployment of SPS recruits for field training before the end of May 2023.
- Confirm any additional assessment process to support integration of SPS Assigned Officers into the Surrey RCMP Municipal Police Unit and support future deployments.

While every effort has been made to confirm all aspects of deployment and demobilization that will be undertaken until May 2023, it should be noted that further revisions to the HR Strategy & Plan will likely be required. As new information is confirmed as a result of next steps identified, the HR Strategy & Plan will need to be updated to reflect these new understandings or agreements.

A signature page is included at the end of the document which reflects the understanding of and agreement by the RCMP and the SPS to the content of the HR Strategy & Plan.

PREFACE

In November 2018, the City of Surrey exercised its authority under the BC Police Act to have its own municipal police service. The provincial Minister of Public Safety and Solicitor General approved this change and the Surrey Police Board (the Board) was established, effective July 2020.

As a result, policing services in Surrey are transitioning from being delivered by the Royal Canadian Mounted Police (RCMP) under the Municipal Policing Service Agreement (MPSA) and the Surrey Municipal Police Unit Agreement (MPUA), to being delivered by the SPS. The SPS was created as a municipal police department by the Board in August 2020. SPS officers are now assigned into the Surrey RCMP Municipal Police Unit under RCMP command, during the first phase of the transition. During this phase, the Surrey RCMP Municipal Police Unit remains the police agency of jurisdiction.

Surrey Policing Transition Trilateral Committee

Considerable work has been completed to date to support the transfer of policing services from the Surrey RCMP Municipal Police Unit to the SPS. To support these activities the federal, provincial and municipal governments set up the SPTTC in September 2020. A Terms of Reference outlines the mandate, purpose, and principles under which the SPTTC operates.

Assistant Deputy Ministers from the Government of Canada and the Province of BC with the City Manager and General Manager from the City of Surrey comprise the SPTTC. It is tasked with guiding and supporting the development, negotiation, and implementation of a phased transition of policing services. Senior leaders from the RCMP, the SPS and the Board also participate on the SPTTC to provide their expertise and input to the design and implementation of the transition. The City of Surrey provides secretariat support for the SPTTC.

The SPTTC is supported by a Working Group which obtains subject matter expertise from within each of the partners as required, to plan and implement transition activities. There are dozens of experts with in-depth Surrey-specific knowledge and experience who are working collaboratively to enable the transition. The Working Group is also engaged with legal counsel to develop the required legal instruments and ensure appropriate legal review of all transition matters.

The shared mandate of the SPTTC partners, as agreed in the Terms of Reference, is:

“to support the orderly, efficient and timely transition of policing services from RCMP, pursuant to Canada-BC Municipal Policing Services Agreement, to an independent Surrey Police Service operating under BC statutes”

All the partners are fully committed to working collaboratively to plan, implement and complete an effective transition of policing services focused on ensuring public safety for the community and officer safety for the Members of the Surrey RCMP Municipal Police Unit and the SPS.

Phased, Integrated Transition

The SPTTC is supporting the transition and agreed to a phased, integrated approach.

The first phase of the transition is being implemented within the context of the existing policing agreements – the MPSA and the MPUA – to enable orderly integration of SPS officers into the Surrey RCMP Municipal Police Unit under the command of the RCMP, and the orderly demobilization of RCMP Members out of the Surrey RCMP Municipal Police Unit.

The first phase of the transition commenced with the operational deployment of the first cohort of fifty (50) SPS Assigned Officers into the Surrey RCMP Municipal Police Unit under the terms of two agreements. A *Memorandum of Understanding Regarding the Interim Assignment of Surrey Police Service Officers into the Surrey Municipal Police Unit (Canada-BC MOU)* was executed by Canada and BC to support phase I and a parallel MOU was likewise executed between BC and the City on substantially similar terms to the Canada-BC MOU. The two MOU's mirroring the signatory relationship structure of the MPSA and the MPUA. An *Assignment Agreement for the Interim Assignment of Surrey Police Service Officers under the Command of the Royal Canadian Mounted Police at the RCMP Surrey Detachment 2021-2023 (Assignment Agreement)* was also executed by the RCMP, SPS, Surrey Police Board and City of Surrey to support the integrated transition in phase I.

Surrey RCMP Municipal Police Unit Context

It is important to provide context on the Surrey RCMP Municipal Police Unit authorized strength as recorded in Annex A of the MPUA, and as reflected in Annex A of the MPSA, as this is the starting point from which deployments and demobilization must be considered. The MPUA and MPSA currently reflect a total authorized strength of 843 Regular Members. Of these, 785 Regular Member positions are dedicated to local Detachment policing within Surrey, under the command of the Officer in Charge. As such, for the purposes of this HR Strategy and Plan (the Plan), it is this portion of the Surrey RCMP Municipal Police Unit that is being referred to.

Therefore, the Plan considers demobilization and deployment in phase I from the starting point of the 785 RCMP Regular Member positions.

Adequate and Effective Policing – Maintaining Service Levels

During phase I of the transition, the Surrey RCMP Municipal Police Unit, as police agency of jurisdiction, must provide adequate and effective policing, to the level of service as determined by the Province and the City in consultation with the RCMP, as per Article 6.2 of the MPSA and 4.2 of the MPUA. This includes minimizing risks to public and police officer safety and ensuring the stability of policing operations.

Key metrics to track and assess police resource levels in the MPUA context include FTE Utilization¹ and Officer Headcount. This Plan has incorporated these metrics to guide the commensurate RCMP demobilization figures depicted in Table 3. Noting that the Surrey RCMP Municipal Police Unit carries vacancies resulting from natural attrition and leave, not all 785 positions are actively occupied, or, if occupied, that Member may not be operationally deployable. A target goal of maintaining 734 combined RCMP/SPS FTE Utilization and Officer Headcount guided these RCMP demobilization figures to ensure a set level of police officer resources.

¹ FTE Utilization is a defined term in the MPSA and MPUA which is used for the purposes of invoicing per Article 11 of the MPSA and MPUA. It is a stock calculation that reflects Member days worked (incl vacation time and statutory holidays) in the work year excepting any leave greater than 30 days.

It is important to note that prior to deployment of the first cohort of SPS officers, the RCMP reduced the Surrey RCMP Municipal Police Unit's actual strength by approximately [REDACTED] Regular Members in preparation for the integrated transition period. This reduction was achieved through officer attrition, ceasing to place recently graduated constables into the Unit, and other practices. In addition, impacts of the COVID-19 pandemic may have had an impact on historic utilization levels. During this time, the FTE utilization/Officer Headcount for the Unit was below 734, reaching approximately [REDACTED] in November 2021. The RCMP utilized overtime and other resource augmentation mechanisms to ensure adequate and effective resource levels were maintained during this time. As a result, the goal of this HR Plan and the deployment and demobilization figures depicted are intended to build up the assignment of SPS officers into the Surrey RCMP Municipal Police Unit and bring the overall level of police resources back to targeted level of 734 FTE Utilization and Officer Headcount and enabling further RCMP demobilizations as SPS Assigned Officers are deployed.

The use of overtime and other mechanisms, while valuable tools on a short-term basis for augmenting the level of police resources, are not viable long-term and sustainable solutions. The City and the RCMP have respective authorities and obligations per the MPUA with respect to the financial impacts arising from the use of mechanisms of this nature.

PURPOSE AND SCOPE

Purpose

The SPTTC directed the Working Group to develop the Plan, guided by the targets set for deployments in 2022. The Plan includes detailed documentation (and collaboratively agreed to approaches) to support and implement the recruitment, onboarding, and deployment of SPS Assigned Officers into the Surrey RCMP Municipal Police Unit and the demobilization of RCMP Members out of the Surrey RCMP Municipal Police Unit.

The Plan has been prepared based on collaborative development of content by the RCMP and the SPS and consideration of input from all parties for the review and endorsement of the SPTTC to advance phase I of the transition in 2022/23.

Scope

The scope of the Plan has been defined to ensure it focuses on the elements most critical to support deployment and demobilization within the Surrey RCMP Municipal Police Unit in phase I only. It does not contemplate issues related to future phases of the transition and how responsibilities may handover from the RCMP to the SPS in future phases. The parties agree to revise the Plan in accordance with future direction from the SPTTC and/or as more information is obtained that will impact implementation of phase I deployment and demobilization.

The MOUs and Assignment Agreement have an 18-month term effective from the date of signature, with the possibility of extension based on mutual agreement of the parties. Therefore, the Plan focuses on the period January 1, 2022, to May 31, 2023, which is the timeframe under which the MOUs and Assignment Agreement are anticipated to be in effect.

The SPTTC directed that the first cohort of SPS Assigned Officers would be assigned into the Surrey RCMP Municipal Police Unit in advance of completion of the Plan. This plan focuses on the cohorts of officers to be deployed in 2022 and 2023. It should be noted that deployment of the first cohort of fifty (50) SPS Assigned Officers commenced in November 2021. It is anticipated that the remaining officers of the first cohort will be deployed in March 2022. Information on the timing and number of SPS Assigned Officers deployed in the first cohort is included in the Deployment chapter for context.

The Plan assumes all the terms and conditions of the Canada-BC MOU, the BC-City MOU, and Assignment Agreement will be in effect for the duration of phase I, including the application of policies, basis of payment, and assignment terms for officers.

The work that underpins the Plan has been coordinated by the SPTTC Working Group and has also undergone significant policy review and input by the three levels of government.

The content in this document is the culmination of considerable work by subject matter experts to examine ten distinct but interrelated dimensions of the transition process including:

- Human Resources;
- Operational and Administrative Polices;
- Operations and Deployment;

- Training;
- Legal Agreement Frameworks;
- Finance;
- Facilities;
- Equipment;
- Communication; and
- Information Management/Information Technology (IM/IT)

Each section of the Plan refers to a specific area of work required to support phase I. Summary information is included in the section and detailed tables and supporting documentation is provided in the Annexes. Additional supporting documents have contributed to the content of the report but may not be included in the Annexes.

Deployment Targets Agreed by SPTTC

At the January 2022 SPTTC meeting, general agreement by SPS and RCMP was outlined regarding certain parameters for SPS Assigned Officer deployment into the Surrey RCMP Municipal Police Unit. In particular, cohorts were recommended to take place on a bi-monthly cadence beginning in February 2022, and that those cohorts be dispersed in a relatively even and consistent manner.

The RCMP and SPS conducted respective assessments regarding a total targeted number for deployment. The RCMP examined the current constraints with respect to security clearances as well as a Detachment-level risk assessment. s. 13(1), 15(1), 16(1)

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED] To guide the completion of the Plan, the Director of Police Services, in his statutory role to superintend policing in BC, provided a target of one hundred and seventy-five (175) SPS Assigned Officers in addition to the fifty (50) of the first cohort for a total of 225 SPS Assigned Officers in the Surrey RCMP Municipal Police Unit by the end of 2022. In setting this target, the Director considered the perspectives and analyses of both the RCMP and the SPS, as well as broader regional and provincial considerations with respect to policing in BC.

Subsequently, the SPTTC directed that planning reflect this target. The agreed target referred only to deployments in 2022; however, the scope of the Plan is until May 2023, so the Plan has extrapolated from these targets to include two additional cohorts up to May 2023 while maintaining the bi-monthly cadence set in the target.

Table 1. Deployment Targets Agreed by SPTTC, and Extrapolated to May 2023

Cohort number	1	2	3	4	5	6	7	8	9	Total
Anticipated date	2021	2022					2023 (<i>extrapolated</i>)			
	Nov	Feb	Apr	Jun	Aug	Oct	Dec	Feb	Apr	
Number	■	■	■	■	■	■	■	■	■	295

This approach, with smaller cohort sizes at the beginning of the year, recognizes current constraints as well as the need to maintain an appropriate level of momentum for the transition. The parties have confirmed their commitment to working to achieve these expected targets for deployments and to maintaining the bi-monthly cadence.

DEPLOYMENT OF SPS ASSIGNED OFFICERS

This chapter outlines the number, duties, functions and ranks of SPS Assigned Officers to be deployed into the Surrey RCMP Municipal Police Unit to May 2023. Key deployment and operating elements in this Plan include:

- the established target number of SPS officers to be deployed to the Surrey RCMP Municipal Police Unit in 2022;
- planned cohorts to May 2023 using established bi-monthly cadence and cohort size;
- an overall distribution of the SPS Assigned Officers being distributed between Frontline, Community Services, and Investigative Services through to May 2023;
- alignment with established HR processes for deployment; and
- the existing RCMP organizational structure and command structure.

Additional considerations included the even distribution of SPS Assigned Officers across all watches, presence in all districts, and the requirement for thoughtful placement of SPS Assigned Officers in smaller units to counter any isolation from their SPS peers.

Target Numbers and Timing of Cohort Implementation

It should be noted that due to the timing for security clearances, the second cohort will be deployed in March 2022, rather than the February target. In the HR section there is an explanation of how strategies are being put in place to facilitate SPS Assigned Officers' security clearances. As a result of the off-setting of the second cohort into March 2022, Table 2 depicts the shifted deployment plan commencing the second cohort in March 2022 but keeps the bi-monthly cadence agreed by SPTTC, and also extrapolates the SPTTC target out to May 2023 in line with the scope of the Plan.

Table 2 shows only those months in which deployments are expected to occur. Yellow cells show the original anticipated deployment numbers of the first cohort of fifty (50) officers. Incorporating this approach, the SPTTC expects the target of 175 SPS officers deployed be achieved by the first week of January 2023 with a total of 295 deployed by the first week of May 2023.

Table 2. Expected Deployment Cohorts - Number and Cadence

Year	2021	2022						
Month	Dec	Jan	Mar	May	Jul	Sept	Nov	
Cohort #	1		2	3	4	5	6	Total
# SPS Assigned Officers	29	12	20	25	30	30	35	190
			9					

Year	2023				
Month	Jan	(extrapolated)		Total 2023	Total (all)
		Mar	May		
Cohort #	7	8	9		
# SPS Assigned Officers	35	35	35	105	295

Although initial planning indicates that cohorts 2 and 3 may not achieve the cohort size shown in Table 2, work will be undertaken to ensure that there is a process to adjust cohorts, as possible, to achieve the expected SPS deployments. In addition, as it is known cohort 2 is projected to deploy at the end of March 2022 and the SPTTC expects that targeted 175 SPS officers be deployed by the first week of January 2023, adjustments will be necessary to the cohort deployment start dates to take place earlier within the month in order to meet the target expectation.

Planning considerations for an unprecedented transition of policing services are complex and considerable. Of paramount importance in developing and implementing the Plan is to ensure public and police officer safety at all times. In recognition of this foundational planning principle, all parties concur that service levels must be maintained throughout the transition.

Additional guiding principles are that the transition progresses in an “orderly, efficient and timely” manner as agreed by the SPTTC, and that transition decision-making and risk-mitigation are informed by perspectives from all key stakeholders.

Collaborative Review

The Province, the RCMP, and the SPS have key roles and responsibilities when it comes to monitoring SPS cohort implementation to achieve the SPTTC target and ensure public and officer safety.

For the police agencies, the SPS will continually monitor several factors including SPS hiring and training; and the RCMP will continually assess factors such as impacts to operations, onboarding and orientation processes, and security clearance processes. In the Director's statutory capacity to superintend policing and ensure adequate and effective policing is maintained, factors such as transition progression and broader regional/provincial context for example, will be continually considered.

Cohort Implementation Impacts

Should any issue arise from RCMP or SPS that is anticipated to negatively impact implementation of the cohort deployments as represented in this Plan, Table 2, and/or SPTTC expectation that the targeted 175 SPS Assigned Officers be deployed by the first week of January 2023, they will be raised to the SPTTC in writing within two business days (48 hours).

The SPTTC, in discussion with the RCMP and/or the SPS, will determine if a full analysis or additional briefing is required. The SPTTC will consider factors, challenge, identify, assess, guide, and negotiate the development of approaches to address the identified barriers to cohort and SPTTC target implementation. Ensuring transition progress while maintaining public safety are foundational factors to this process.

SPS Assigned Officer Deployment Schedule

Further detail on the ranks and units of these agreed deployments of SPS Assigned Officers are outlined in Annex 3. While the deployment schedule provides sufficient detail to enable implementation, it recognizes and addresses the operational requirements and authorities of both the RCMP and the SPS.

s. 15(1), 16(1)

The assignments for SPS Assigned Officers make up 65% of total Frontline core policing officers and 19% of officers in Community Services. SPS Assigned Officers will make up 16% of Investigative Services. There are multiple benefits to selecting primarily Frontline positions for the initial deployment placement. These benefits have been identified as follows:

- Majority of regular Member positions at Surrey Detachment are Frontline, thus it's logical to commence filling these larger numbers early.
- Frontline policing is the foundation of all policing services and where police officers most often commence their careers.
- Frontline policing is consistent across most agencies, allowing for greater synergy with experienced officers during transition.
- Uniform positions provide SPS greater community interaction and visibility.

Next Step: The Working Group will engage the RCMP and the SPS to complete the deployment schedule (Annex 3) for the remaining SPS Assigned Officers to be deployed and to address gaps where targets for specific cohorts have not been met.

Aligning Ranks for SPS Assigned Officers

One of the complexities in planning the deployment of SPS Sergeants is consideration for differences in organizational structures. The SPS does not have the rank of Corporal, whereas the RCMP does. This means the RCMP and the SPS needed to establish consistent criteria for the deployment of SPS Sergeants. The RCMP and the SPS have agreed the role of the SPS Sergeant is a hybrid of the RCMP Corporal and Sergeant roles. As such, a number of SPS Sergeants are identified in the deployment schedule (Annex 3) and were selected based on their job functions, knowledge, skills, abilities, and experience. This approach will be implemented in further planning for SPS Assigned Officers deployments.

Deployment of Senior Ranks

s. 13(1), 16(1)
[Redacted]

s. 13(1), 16(1)
[Redacted]

s. 13(1), 16(1)
[Redacted]

Next Step: The Working Group will s. 16(1)
[Redacted]

DEMOBILIZATION OF RCMP REGULAR MEMBERS

As noted above, for the purposes of this Plan the Surrey RCMP Municipal Police Unit has an authorized strength of 785 for municipal policing in Surrey. As SPS Assigned Officers are deployed within the Surrey RCMP Municipal Police Unit and progressively assume duties the RCMP will make commensurate reductions of its strength (demobilize). The practical implementation of RCMP Member demobilization may take place through Member attrition and/or Member redeployments or transfers. The formal authority and process for achieving reductions in the Surrey RCMP Municipal Police Unit is governed by MPUA, Article 6 and MPSA, Article 5.

RCMP Member demobilization is informed by a number of factors. Noted above, a target goal of maintaining 734 combined RCMP/SPS FTE Utilization and Officer Headcount will guide RCMP demobilization. The incoming SPS deployments will bring the overall level of police resources back up to the targeted level and enable further demobilizations as subsequent SPS Assigned Officers are deployed. Should any SPS Assigned Officers be withdrawn or their temporary assignment has ended, these SPS Assigned Officers may be replaced, per the terms of the BC-Canada and BC-City MOUs, to ensure alignment with the HR Plan. Should there be a barrier negatively impacting SPS Assigned Officer deployment/replacement, RCMP demobilization may likewise be impacted. It will also inform reductions to be initiated by the formal processes outlined in the MPUA and MPSA, to amend the authorized strength recorded in Annex A. It has been agreed that operational considerations require that there may be a lag between SPS Assigned Officers deployments and demobilization of RCMP Regular Members in the Surrey RCMP Municipal Police Unit. However, the underlying principle is that commensurate reductions will occur while preserving officer and public safety and adequate and effective policing service levels as noted in the Preface.

Table 3 provides a summary of the expected number and cadence of RCMP Regular Members demobilization from the Surrey RCMP Municipal Police Unit. A total of 297 RCMP Members is expected to be demobilized by May 2023 . The first cohort comprises RCMP Regular Members who have already been effectively demobilized through attrition, transfers or other means. Timing of demobilizations of cohorts 2-7 will be informed by the timing of SPS Assigned Officers cohort deployments.

S. 15(1), 16(1)

Timing of demobilizations has a considerable impact on budget allocations. The City and the RCMP have respective authorities and obligations per the MPPA with respect to the financial impacts arising from the use of mechanisms of this nature.

The SPS Assigned Officer deployment schedule (Annex 3) includes critical information that is required to effectively begin specific RCMP demobilizations. This includes specific units, ranks and timing for each cohort. The deployment schedule provides certain advantages in the planning for the RCMP demobilization of positions from specific units.

First, the structured cadence to the schedule provides appropriate time for the RCMP to work with identified Members to consider their individual circumstances and career preferences, identify a posting commensurate with their experience, and complete the transfer process.

Second, as the Plan identifies cohorts to the end of May 2023, the E Division RCMP Career Development and Resourcing Section (CDRS) can look at longer term planning considerations for specific Members who have expressed interest in cost moves and initiate planning well in advance of the Member's anticipated transfer timeframe.

Based on the confirmed SPS Assigned Officers Deployment Schedule and the strategic planning for transfers already contemplated, the RCMP will pair RCMP opportunities with Members identified for demobilization. From there, the transfer processes will begin.

The number and timing of RCMP demobilization ensures target service capabilities are maintained.

RCMP Strategic Transfer Planning

The CDRS is overseeing the development and implementation of the transfer plans for Surrey RCMP Members.

The RCMP's Chief Human Resource Officer has guided CDRS to consider retention as the cornerstone in developing these strategic plans. Accordingly, the RCMP's redeployment strategy for Surrey Members has advanced based on the career interests expressed by Surrey Members, as well as other factors that affect retention and alignment with organizational needs.

Beginning in 2020, several initiatives were implemented to engage Members and inform the transfer planning processes including focus groups, surveys, individual questionnaires and personalized staffing interviews with Members in Surrey Detachment. Using this information, CDRS planning has focussed on understanding and maintaining an inventory of Member posting preferences. The vast majority of Surrey Members prefer a posting in the Lower Mainland District (LMD), which can be achieved gradually over time. This ensures stability of other RCMP Detachments in the LMD while allowing for movement and creation of opportunities. The RCMP is also mindful of the Province of BC's stated desire to have as many RCMP officers as possible remain in BC.

E Division CDRS processes over s. 15(1) transfers each year and, as such, the RCMP's established internal lateral transfer processes and existing CDRS staffing practices will be utilized to guide the transfers for Surrey Members. In addition, because the transition involves organizational change for the RCMP, Surrey Members will be given priority status due to the transition, which also creates specific efficiencies in transfer planning.

RCMP Career Advisors will ensure Surrey transfers are processed efficiently, consistently and transparently with Members. These Advisors have been regularly monitoring staffing actions such as promotions, transfers and staffing levels at RCMP Detachments within the LMD and throughout the other districts in E Division in anticipation of expected transfers out of the Surrey Detachment to inform available or projected transfer opportunities for Surrey Members.

Transfer Processes

Identified RCMP Members will be contacted directly to work with a Career Advisor on their transfer options. At that time, discussions will occur regarding available opportunities and approximate timelines for redeployment.

Generally, transfers not involving a relocation, termed 'no cost transfers', typically have a placed-in-Detachment (PID) date of 30 days from notice of transfer and transfers involving a physical relocation ('cost transfers') typically have a PID date of 90 days. It is anticipated that standardized timeframes for transfers may need to be adjusted due to the volume of transfers contemplated at one time and the defined cadence of transition related to each SPS cohort integrated into the Detachment. Additionally, the RCMP will schedule actual deployment dates to align with expected handover timeframes with deployed SPS officers.

Continuous Improvement

The RCMP has engaged the National Police Federation (NPF), who is the labour representative for RCMP Membership, to proactively examine specific HR planning considerations arising from the Surrey Police Transition Project. Analysis and recommendations relating to those issues will be relayed to the RCMP project team on a regular basis and/or RCMP HR management as required.

Information released to the public on November 14, 2023.

The RCMP intends to evaluate its processes after the first RCMP Members are redeployed in 2022, with the intent to analyze implemented processes against stated plans. The RCMP will apply any learnings and efficiencies to future redeployments of RCMP Members.

RECRUITMENT OF SPS ASSIGNED OFFICERS

To support the implementation of the transition, and in particular to ensure that appropriately qualified sworn officers are available for assignment to the Surrey RCMP Municipal Police Unit in the first phase of the transition, SPS has developed comprehensive recruitment, orientation and training processes and capabilities.

SPS's recruitment strategy for the first phase focuses on experienced officers from the RCMP, municipal police services, and other policing organizations in BC and across the country. To date, successful candidates have been selected from over seventeen different policing organizations. This has the dual benefits of minimizing regional impacts to any given police agency from which officers may wish to transfer to SPS and provides for diverse experience to be brought into the SPS' organizational culture.

Due to the long lead time for selection and training of new recruits that will begin in 2022, they will not be available for deployment until completion of their police academy training at the Justice Institute of BC (JIBC) and orientation and training with SPS. They form a much smaller part of the recruitment process to date s. 15(1), 16(1)

SPS is well placed to meet its obligations to recruit, hire, train and orient its experienced sworn officers to support the Plan. This chapter summarizes the comprehensive processes used by SPS to meet its obligations to provide appropriately qualified officers for assignment to the Surrey RCMP Municipal Police Unit in phase I.

Recruitment, Hiring and Training of Experienced Officers

SPS has developed an extensive recruitment hiring, orientation, and training structure to support the employment of experienced officers. It has established an inclusive recruitment process for experienced officers to meet the SPS's public safety commitments by identifying and hiring the best and most qualified applicants. The process for experienced officers has multiple stages outlined in the following section and is a progressive model. Candidates do not advance in the process to the next step unless they fully meet the requirements of the step on which they are being evaluated. The recruitment process for experience officers is also subject to flexible revision to incorporate leading practices, continuous improvement, and evolving policing standards. In addition, the SPS has sought and received RCMP input to inform its process.

SPS defines an experienced officer as a sworn police officer (or someone who has been employed as a sworn police officer within three years of their application to SPS) of a Canadian police department whose training and minimum standards are equivalent to that of a BC municipal police department.

Information released to the public on November 14, 2023.

SPS has created job postings to communicate to the public the opportunities available for experienced officers and these postings are used to generate a candidate pool for evaluation by the SPS recruitment unit. Postings may be broad (e.g., experienced constables) or specific to an area of expertise (e.g., Sergeant responsible for officer wellness). SPS uses a variety of communication channels to publicize job postings (e.g., posters, print media, social media, websites) but all applications are managed online through an application portal. SPS has hired and continues to hire skilled and diverse teams of experienced officers (Table 4). Experienced Officers hired to date range in rank and experience from 4th Class Constables to Superintendents. SPS also has a process for internal promotions into more senior ranks.

Table 4. Skills and Experience of SPS Hires

Ranks	Skills and Experience
<p>Superintendents and Inspectors</p>	<ul style="list-style-type: none"> • Experience leading teams in Major Crimes, Drugs and Organized Crime, Sex Crimes and Crimes Against Vulnerable Persons and Integrated Units. • Accredited Team Commander. Members of the Major Case Management Committee. • Significant experience in high-risk areas including Forensic Interviewing, Part VI, Under Cover Operations, Confidential Informants, and Agents. • Have held a management position at Surrey RCMP Detachment Major Crime Section. • Speak multiple languages.
<p>Staff Sergeants</p>	<ul style="list-style-type: none"> • Typically have 17-25 years progressive policing experience. • Have led teams in Major Crimes, Drugs and Organized Crime, Sex Crimes and Crimes Against Vulnerable Persons including Integrated Child Exploitation. • Accredited Team Commanders and some were engaged in the TC application process. • Significant experience in high-risk areas including Forensic Interviewing, Part VI, Under Cover Operations, Confidential Informants, and Agents. • Subject Matter Expertise in Electronic File Management and Disclosure, Clandestine Lab Investigations, Child Interviewing and Undercover Operations. • Some held Senior NCO positions at Surrey Detachment or other RCMP Detachments.
<p>Sergeants</p>	<ul style="list-style-type: none"> • Typically have 11 – 24 years of progressive policing experience. • Have supervised investigators in GIS, Major Crimes, IHIT, Sex Crimes, Domestic Violence, Sophie's Place – Child Protection Team, Child Exploitation, Robbery, Drugs, Proactive Enforcement, Criminal Intelligence, CFSEU and Surveillance. • Subject Matter Expertise in Forensic Interviewing, Child Exploitation, Missing Persons Investigations, Clandestine Lab Investigations, Organized Crime, Financial Crime, Undercover Operations, Confidential Informers, and Professional Standards • Four of the Sgts. have held NCO positions at Surrey Detachment within the past two years. • Team Commander Accreditations and Accredited TC.
<p>Constables</p>	<ul style="list-style-type: none"> • Typically have 6 – 15 years policing service. • Have experience in Major Crime, Drug, Organized Crime, and Gang Suppression investigations. • Offer skills including affiant, file management, interviewing and surveillance.

Recruitment During COVID-19 Pandemic

The COVID-19 pandemic has given rise to significant health and safety risks in the workplace. SPS continues to implement precautions for the protection of the health and safety of its employees and those with whom they interact from the hazards to health, safety, and life posed by COVID-19. Vaccination is a key element in the protection against the hazards to health, safety and life posed by COVID-19.

SPS provides a safe and healthy workplace. As part of SPS's commitment, it requires new hires to be fully vaccinated for COVID-19 as a condition of employment. An individual is fully vaccinated seven (7) days after they have received all required doses of an approved vaccine. An approved vaccine means a COVID-19 vaccine that has been approved for use by Health Canada.

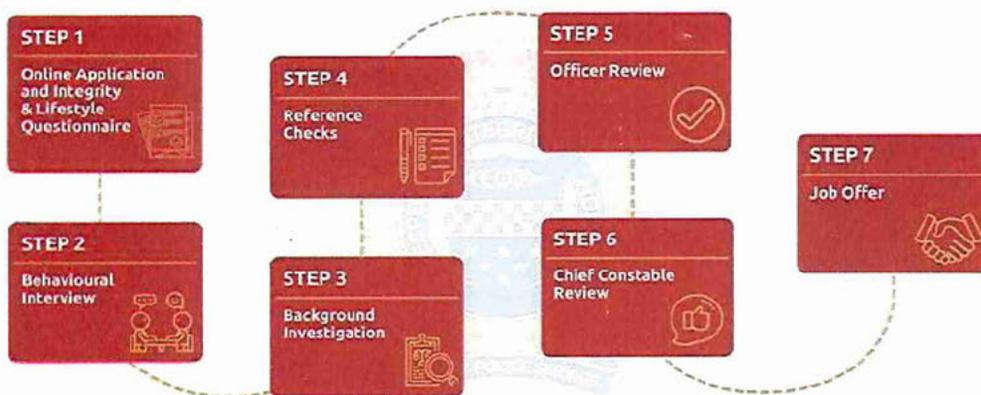
If a job applicant progresses to a step in the recruitment process where they are required to have in person contact with an SPS employee, contractor, or other applicants, they are required to provide proof of vaccination (i.e., government-issued documentation which indicates that they have been vaccinated with an approved vaccine) to the SPS in advance of that in person contact.

Recruitment steps for experienced officers

There is a seven-step recruitment process for all experienced officers culminating in the employment offer process (Figure 1). A more detailed summary of the main steps in the process is included in Annex 1. In addition to the steps shown in Figure 1, experienced officers can attend an information session to learn more before submitting their application.

Once these nine steps are completed a post hire process is initiated which includes a probationary period and onboarding activities and training. SPS currently has all experienced officers complete a twelve-month probationary period. Job performance is reviewed on a regular basis (at minimum twice per annum). Experienced officers are provided with development feedback and support from their supervising officer and assessed for their ongoing suitability.

Figure 1. SPS Recruitment Steps for Experienced Officers



Once hired, experienced officers also attend a four-week training course focused on orientation, policy alignment and completion of any necessary recertifications to ensure they are fit for duty.

Recruitment, Hiring and Training of New Police Officer Recruits

In addition to the focus on hiring experienced officers and the detailed process for this outlined in the previous section, the SPS is also preparing to hire, train and onboard new police officer recruits. SPS has developed an inclusive, multi-step recruitment process that will be periodically updated to reflect feedback from recruit candidates, and SPS/RCMP supervisors and leading policing practices and standards for new officer recruitment.

As with experienced officers, the process is progressive with recruits needing to be approved and completed at each stage of the process before advancing to the next step.

SPS commended the recruitment process via a general job posting to communicate recruit opportunities. SPS also began a targeted recruitment initiative to reach potential SPS officers within traditionally underrepresented and underserved communities within Surrey, as the goal is to ensure that the SPS has officers that reflect the diversity of the community they serve.

Minimum Qualifications

Candidates for new police officer recruits must meet the following minimum qualifications:

- 19 years of age or older;
- Canadian Citizen or Permanent Resident;
- Physically fit and in excellent health;
- No criminal convictions for which a pardon has not been granted;
- No adult criminal charges pending;
- A valid class 5 drivers' licence with no restrictions (N, L) and good driving history with a minimum of three years driving experience; and
- No history of improper conduct or poor employment, or negative military, educational or credit issues.

In addition to the minimum qualifications the following minimum educational standards must also be met by all police officer recruits.

- Grade 12 graduation or equivalent (GED);
- Minimum of 30 post-secondary education credits or an equivalent combination of education, training and experience; and
- If educated at an institution outside Canada – equivalency of international education must be evaluated. International Credential Evaluation Service (ICES) is the preferred standards, but consideration will be given to any evaluators approved by the Alliance of Credential Evaluation Service of Canada (ACESC).

If a candidate meets the minimum qualifications and minimum educational standards, they must also meet the following physical standards before their application will be advanced.

- Candidates with uncorrected vision must have 20/40 with both eyes open, with one eye – no worse than 20/100
- Candidates with corrected vision must have 20/20 with both eyes open, with one eye – no worse than 20/40
- Peripheral vision must meet 150 continuous degrees along the horizontal median binocularity and 30 degrees above and below the fixation point.
- Binocular vision must meet stereo acuity of 100 seconds of arc or better (i.e., pass the TITUMS or RANDOT circles tests).
- Hearing must be intact with loss no greater than 30 decibels in both ears in the 500-3000 hertz range.

Candidates demonstrating that they meet all educational, minimum qualifications and physical characteristics will be eligible to move to the next stage. As part of SPS's commitment to address health and safety risks associated with COVID-19, new recruits are also required to be fully vaccinated for COVID-19 as a condition of employment. "Fully vaccinated" is defined as having received all recommended doses of Health Canada approved vaccines as outlined by the Provincial Health Officer at least seven days prior to beginning employment.

Candidates will be required to submit proof of vaccination prior to any in person contact with an SPS officer, contractor, or other applicants.

There is a comprehensive process to recruit and hire new police officers for SPS, several of the steps are similar to that of experienced officers but have processes and forms tailored to recruits. The primary steps of the process are outlined in Figure 2 with further detail on each step provided in Annex 2.

Figure 2. SPS Recruitment of Recruits New to Policing



All successful recruits have a 24-month probationary period. Job performance is reviewed on a regular basis (minimum of twice per year) within SPS, and additional reviews are required by the JIBC. Recruits are provided with development feedback by their Field Trainers and Supervising Officers.

Recruit Training

Once hired, recruits attend three blocks of training at the JIBC Police Academy. Recruits receive compensation and benefits from SPS while undergoing training at the JIBC. Recruits must pay for their tuition for the JIBC Police Academy.

- Block I: recruits attend 14 weeks of basic recruit training at JIBC Police Academy with an emphasis on police skills, legal studies, and physical fitness.
- Block II: recruits return to SPS as their home department for 20-22 weeks of on-the-job training paired with an SPS Field Trainer.
- Block III: recruits return to JIBC Police Academy for a further 9 weeks of advanced recruit training. Following block III, the recruit graduates as a “Certified Municipal Constable.”
- One year after graduation recruits complete Block IV and graduate as “Qualified Municipal Constable.”

Following the formal training through the JIBC Police Academy, recruits receive follow up pre-deployment training and preparation and further orientation and operational training from SPS Training Officers. Mentors are assigned to Certified Municipal Constables. A plan for field training for SPS certified constables is in development. SPS will be ready to deploy 13 certified constables in 2022 and a further 13 by May 2023. If and when these will be included in the deployments in phase I is to be confirmed following finalization of the field training plan.

HUMAN RESOURCES PRACTICES AND PROCESSES

The Human Resources (HR) components associated with the Surrey Transition Project are considerable, requiring on-going collaboration between the RCMP and the SPS for the duration of the transition. s. 16(1)

Therefore, the HR timeline provided in Annex 8 and discussed in this section will be updated once the Plan is endorsed and more information is confirmed.

In addition to the significant yet independent HR components for each agency, there are numerous HR elements that are interdependent and must occur with a common understanding of the overall HR requirements for integrating SPS Assigned Officers into the Surrey RCMP Municipal Police Unit.

Comprehensive planning has been undertaken to identify the key steps for onboarding, deployment, and demobilization. There are three key steps completed by SPS prior to engagement with RCMP, three pre-deployment steps led by RCMP and three focused on collaborative review and training for deployment. The final step is RCMP demobilization. The steps are outlined in the HR processes timeline (Annex 8). Some steps are advanced concurrently whereas others must occur sequentially.

The HR processes are:

- SPS recruitment;
- SPS security clearance;
- SPS onboarding training and certification;
- RCMP security clearances;
- SPS/RCMP Fit for Assignment reviews;
- SPS/RCMP alignment training to deploy into RCMP Detachment;
- RCMP Surrey Detachment Onboarding;
- RCMP Surrey Detachment Orientation;
- SPS/RCMP additional training for deployment; and
- RCMP demobilization.

The time required for these processes is broadly consistent for all SPS Assigned Officers with the exception of the RCMP security clearances. The time required for these clearances is dependent on the prior security clearance status of the Officer being assigned. Outlined below are the groupings of Assigned Officers for the purposes of RCMP security clearances.

Experienced Police Officers

Group 1 – these may be former RCMP or former municipal or other police officers who currently hold or have held a valid RCMP security clearance within 12 months.

Group 2 – these may be former RCMP or former municipal police or other police officers, but they have not held a valid RCMP security clearance within one year.

Group 3 – All new recruits who will attend the Justice Institute of British Columbia (JIBC) Police Academy for extensive police training. s. 16(1)

SPS is seeking to commence training of up to a maximum of 26 recruits in 2022 and as part of their training to the Standard these recruits would need to be deployed with an SPS certified field trainer in their “home department” (terminology referred to in the Standard). It is important to note that recruits undertaking field training as part of Block 2 of their training are not qualified municipal constables and as such cannot occupy an FTE role or officially assume duties within the Surrey RCMP Municipal Police Unit. s. 16(1)

Next Step: RCMP and SPS will work together to develop and agree a plan for deployment of SPS recruits for field training before the end of May 2023. This section of the Plan provides an overview of the policies and practices to be applied during phase I, the fit for assignment process, and the onboarding processes.

The timelines to prepare each Group for deployment are summarized in the chart below. Annex 8 contains a more detailed breakdown of timelines for the steps involved.

s. 13(1), 16(1)

* Includes all steps for training, fit criteria assessments, onboarding, and orientation.

The timeline for security clearance has not been included in the summary table above but is noted in Annex 8. s. 13(1), 16(1)

S. 13(1), 16(1)

Next Step: Review and update the HR Timeline to reflect the time needed for key HR steps in the deployment process once further information is confirmed.

Onboarding Processes

Onboarding SPS Assigned Officers to the Surrey RCMP Municipal Police Unit occurs after the officers have received their RCMP security clearance and the Fit for Assignment review has been completed, which confirms the SPS officer's assignment.

The onboarding process includes completion of several elements to ensure that SPS Officers have the required tools, access, and equipment for their assignment into the Surrey RCMP Municipal Police Unit. The primary responsibility for onboarding processes falls to the RCMP, with support from SPS, in providing relevant forms and attestations.

Two forms are required for RCMP to initiate the onboarding process:

- signed "Annex 'A'" of the Assignment Agreement; and
- HRMIS # (assigned once security clearance granted).

Once a HRMIS number is provided, SPS Assigned Officers must complete a package of forms and return the package to the Detachment. Original signatures are required to advance these forms, which are critical to ensure all SPS Assigned Officers have the required RCMP equipment, as well as appropriate access to relevant RCMP systems. Note: The RCMP equipment is in addition to the Personal Use equipment provided to SPS Assigned Officers by SPS, which is outlined in Annex B of the Assignment Agreement.

At a mutually agreed upon time, the SPS Assigned Officers submit the completed hard copy forms at the Detachment. They also have their photo taken for their temporary RCMP identification.

The completed hard copy forms will be sent to the appropriate unit within the RCMP for processing and follow up and include:

- Instruction sheet;
- Personal & Emergency Contact Information form;
- Justin - Court Availability form;
- Statement of Agreement, Access to RCMP Information Technology Systems and Data;
- Acceptable User Practices for RCMP Information Technology;

- ROSS & other Systems Access Applications;
- Public Key Infrastructure Certificate Application;
- PRIME User Access Application;
- IntelliBook/IntelliScreen User Access Application;
- Cell Phone Order;
- Surrey Detachment User Access Authorization; and
- Conditions of Issue – Building Security Badge (building access card).

These items are processed by units within E Division that are responsible for providing services to all of BC. The current timeline for completion of the above onboarding requirements is three weeks. This timeline may be subject to change depending on the size of individual cohorts, as well as other workload pressures on individual units.

Detachment Orientation

Once the onboarding processes are complete, all SPS Assigned Officers in the cohort participate in a mandatory three (3)-day orientation (Annex 9) which covers a variety of information about the detachment, including overviews of applicable units, communications, COVID protocols, and operations support.

Training for Deployment

The training requirements will be assessed for each cohort to ensure efficiencies are realized in the scheduling and delivery of any training requirements.

Additional time can be set aside for any SPS Assigned Officer requiring specific RCMP on-line training prior to deployment. In some circumstances, there may be agreement between the RCMP and the SPS to have SPS Assigned Officers take some of the required training elements within a window of time immediately following their deployment. This will ensure SPS Assigned Officers can be deployed in an efficient manner, while also balancing public and officer safety.

Deployment with RCMP Mentor

Once all of the above requirements have been completed, the SPS Officer will be deployed as per the agreed upon assignment, shift schedule and start time. An RCMP mentor is assigned to each SPS Assigned Officer in the Fit for Assignment process.

SPS Assigned Officers work alongside their mentors for a minimum of one block, or 48 hours of on-duty work, to ensure certain aspects of the working environment are reviewed. A Mentor Checklist captures the aspects of orientation completed by the Mentor (Annex 10). At the conclusion of the block, an assessment is made by the RCMP Duty Officer, RCMP Watch Commander, SPS Supervisor, the RCMP Mentor and the SPS Officer to determine whether to continue with the mentor. Any additional time spent with a mentor will be based upon the individual needs of the SPS Officer.

Collaborative Fit For Assignment Process

The intent of the 'Fit for Assignment' process is to ensure a comprehensive review is undertaken by SPS and the RCMP, in line with Article 3 of the Assignment Agreement, in order to ensure the appropriate placement of SPS Assigned Officers into the Surrey RCMP Municipal Police Unit and to complete these reviews with a collaborative discussion between the two agencies.

The intent of both the SPS and the RCMP is to ensure the fit for assignment processes are consistent, efficient and jointly confirmed.

SPS Assigned Officers are evaluated by the parties on:

- Related job experience and qualifications for the role, as outlined in a detailed CV;
- Current training status captured in a Training Attestation form;
- Requirements for personal accommodation (e.g., watch flexibility, vacation limitations, etc.);
- Other considerations provided in the SPS Attestation form; and
- SPS's proposed assignment of the Officer (including watch and operational area).

Additional considerations regarding assignment include RCMP Surrey Detachment operational pressures, and, when applicable, the composition of the watch or unit to ensure balance for operational optimization.

SPS Fit for Assignment Process

In alignment with the deployment model, the RCMP provides relevant job descriptions or competencies to SPS for the positions to be assigned to SPS Officers. SPS then undertakes reviews to confirm the appropriate officers for assignment.

To identify officers for assignment, senior SPS Officers balance the resources across the watches considering individual skills sets, work experiences, training, operational needs, and personal requirements, such as childcare needs, relationship requirements, and previously booked vacations or special commitments for each officer.

SPS also ensures that its officers will be assigned alongside other SPS Assigned Officers to provide support and opportunities to establish cohesive working relationships amongst SPS personnel. As deployments progress, opportunities to evolve the organizational culture will be self-sustaining.

At an appropriate time in the HR onboarding timeline (i.e., at a minimum to ensure final decisions are mutually agreed upon before the SPS's Collective Agreement requirement of 30 days' notice of shift change is triggered), SPS will advance information to the RCMP about SPS Officers deploying in any given cohort.

Once the SPS Assigned Officers are identified, the RCMP is provided with names and proposed assignments of the SPS Assigned Officers, along with the following information, in an agreed upon format:

- CV;
- Training Attestation; and

- SPS General Attestation (e.g., medical attestation, COVID-19 Vaccination, etc.).

Samples of the above documentation is provided in Annexes 4, 5, and 6, respectively.

RCMP Fit for Assignment Process

The above completed forms are then advanced to the RCMP Surrey Detachment's "SPS Fit Review Committee" ("the "Committee"), established for the express purpose of providing a thorough and efficient review of the SPS cohort in order to confirm the assignment placement. The Committee consists of the RCMP Surrey Detachment's Senior Operations Officer as well as the Detachment's four (4) Superintendents. The Committee reviews the SPS Assigned Officers' CVs, training, and other attestations to confirm experience, training and operational status.

The Committee also assesses Detachment operational pressures, and, when applicable, the composition of the watch or unit to ensure balance for operational optimization.

Once this review is completed, the Committee completes the Fit for Assignment form (Annex 7), indicating the SPS Assigned Officer is either confirmed for the proposed assignment or selected for an alternative assignment. If the officer is not confirmed in the proposed assignment, a rationale for this decision is communicated to the SPS and documented briefly in the form, and an alternative assignment is identified and agreed with the SPS. The form is then co-signed by the RCMP and the SPS to finalize the decision.

In addition, during this review, the Committee assigns an RCMP Mentor to the SPS Officer and provides details regarding any additional training required for deployment. The completed form is stored in the SPS Assigned Officer's RCMP personnel file at the Detachment. SPS will communicate the assignments to the officers in the cohort and provide notice as required by the collective agreement.

Policies and Practices

In support of achieving the successful assignment of SPS Officers to the RCMP, collaboratively established tactical human resources (HR) practices need to be implemented by the parties to ensure effective operations and to minimize workplace confusion or misalignment. Informed decision-making on HR issues when SPS Assigned Officers and RCMP Members are working in integrated environments benefits all parties.

Context

The alignment of HR policies and practices for the assignment of SPS Officers to the RCMP workplace is complicated by the different external governing bodies for HR standards for SPS and the RCMP.

For example, SPS is provincially regulated for matters such as labour law (the *BC Labour Code*), human rights (the *BC Human Rights Code*), employment standards (the *BC Employment Standards*), employee discipline (the *BC Police Act*), and workplace safety (the *BC Workers Compensation Act*). The RCMP falls under the *Canada Labour Code, Part II*, and its applicable regulations, including but not limited to the *Canada Occupational Health and Safety Regulations* (COHSR), the *Policy Committees, Workplace Committees and Health and Safety Representatives Regulations*, and the new *Work Place Harassment and Violence Prevention Regulations* (WPHVPR). In addition, both employers have officers represented by different unions (SPS - Surrey Police Union; and RCMP - National Police Federation).

Previous legal decisions have confirmed the primacy of the Police of Jurisdiction (POJ) in the workplace. Therefore, while the RCMP is the POJ, assigned SPS Assigned Officers are expected to meet RCMP policies while also meeting SPS's policies. In some cases, SPS policies take precedence for Assigned Officers per section 2.16 of the Assignment Agreement, which is excerpted for reference below.

- 2.16 During the Assignment, Assigned Officers will not be required to follow the RCMP's policies only in the following instances:
- a) For the use, training, care and maintenance of SPS-issued intervention equipment;
 - b) Where there is a conflict between a specific SPS and RCMP policy, the SPS policy meets or exceeds the RCMP's policy and complies with the BC Provincial Policing Standards, the SPS policy would not be contradictory to a requirement imposed by law or negatively affect the RCMP's ability to deliver effective or efficient police services, and the Member-in-Charge of the Surrey RCMP agrees, in consultation with SPS, that Assigned Officers may follow the specific SPS policy; and
 - c) For matters related to the terms and conditions of employment in the SPS Collective Agreement.

In all other respects the RCMP policies will apply to SPS Assigned Officers.

Policies

The SPS and its Assigned Officers have been provided the RCMP policies each officer must be familiar with and follow during their assignment in order to be operational to RCMP standards.

Both parties will ensure that the Assigned Officers have time to review and query the policies to clarify expectations. In addition, a portion of the orientation process has been dedicated to reviewing some of the critical RCMP policies. If RCMP policies are amended while the joint SPS-RCMP Plan is in place, the RCMP will advise the SPS and provide additional information and training as required for SPS Assigned Officers.

Practices

Discussion and information sharing continues to develop optimal human resources practices.

HR practices by their nature are more flexible and are unique to each organization. In the assignment model, some practices for each party will need to be aligned to ensure operational goals are met (e.g., vacation scheduling), while other practices (e.g., the payment of overtime) can remain specific for each party.

SPS and the RCMP have engaged in extensive discussions to confirm the human resources practices outlined in the Workforce Administration Chart (Annex 11). The chart provides a comprehensive overview of the administrative components of SPS and RCMP working together with the RCMP as the POJ. It outlines processes and procedures as required. This chart has been advanced collaboratively between SPS and RCMP, and the parties intend to continue these collaborative discussions, independent of the established working groups. The evolving collaboration process on these HR areas has proven effective at advancing complex considerations for creating practical/joint applications in an integrated and transitioning workforce comprised of two separate agencies.

As this chart only contemplates the first phase of the policing transition with the RCMP as POJ, in the majority of these functions, the RCMP processes do not change, other than potentially sharing documentation with SPS. While SPS has modified some of its practices to support the RCMP model of operations, there are many areas where the parties have recognized the benefit of maintaining separate processes.

The draft chart has been shared with key stakeholders including senior Officers (RCMP and SPS), the unions, and supervisors (RCMP and SPS).

Both parties are cognizant that currently established HR practices may evolve as the transition progresses, and as such, there is mutual intent to ensure a continuous evaluation of the feasibility of these administrative components. This process will include regular check-ins to ensure the needs of all parties (SPS, RCMP, unions, and Officers) are met.

Collaborative HR Reviews of Deployment

To support the effective and efficient assignment of SPS Officers to the Surrey RCMP Municipal Police Unit, a timely, collaborative evaluation of the deployment process will be put in place. A robust evaluation is of value to all parties. The proposed Process Evaluation (“Evaluation”) is intended to assess the success of the overall assignment model and to jointly identify areas of strengths and opportunities for improvement as deployments progress.

It will not evaluate the individual performance of RCMP Members or SPS Assigned Officers, nor will it evaluate any individual associated with implementing the various deployment processes. The parties will use the data gathered in the Evaluation to establish joint action plans in the spirit of continuous improvement over the full cycle of the first phase of the transition.

Scope of Collaborative HR Review

The parties will evaluate the following HR Process components: fit for assignment, onboarding and orientation.

The following metrics will be applied to the above areas.

- Were the steps completed as contemplated in the planning stages?

- Were the steps completed in the established timeframes?
- What improvement(s) can be made?

For the Mentor Program, the following metrics will be applied.

- Is this program proving beneficial to operational efficiency?
- Is the allotted time to review all components on the Mentor Checklist adequate?
- If any forms are required in the processes, they will be examined as follows:
 - Are the forms capturing all required data to assist in deployment?
 - Were the forms completed in timely manner and accurately?
 - Are the forms being consistently executed and stored as per the agency's policies?
- What improvement(s) can be made?

Regarding Security Clearances

- Were the steps completed as contemplated in the planning stages?
- Were the steps completed in the established timeframes?

Workforce Practices

Significant work has been completed by both SPS and RCMP to document how certain workforce administration components will be managed throughout phase 1 of the transition. The resulting Workforce Administration Chart (Annex 11) will be reviewed collaboratively by the agencies periodically throughout deployment to ensure fidelity to planned administration. The expectation is that through regular discussions, any processes or practices that need to be addressed will be done so through that forum and actioned appropriately with each agency.

Collaborative HR Review Process

Preliminary planning for these evaluations would ensure that the HR representatives from each agency establish efficient mechanisms to seek feedback based on the consistent, standardized questions (as outlined above) from the appropriate operational staff. This will include Onboarding Coordinators, Orientation Coordinators and Operations Superintendents. These SMEs (Subject Matter Expert) may seek input from other team members.

The HR and Operational HR Leads for the RCMP and SPS will meet on a regular basis to specifically discuss each evaluated component and propose amendments to the HR Processes for RCMP and SPS approval. Feedback will be documented by the respective HR leads.

Timing of the Collaborative Reviews

A preliminary timeframe of 30-60 days after each cohort is deployed has been identified, but the application of a realistic timeframe remains to be fully assessed against the confirmed deployment plan.

Reporting on Collaborative Reviews

The parties will summarize the results of each evaluation and report to the SPTTC. The intent is not for SPTTC to examine specific instances where the process diverted from the planned approach, but to identify areas for continuous improvement and report on aggregate data on successful deployments per the evaluation criteria (e.g., for cohort 3 in 90% of cases the process was correctly implemented).

Corrective Actions

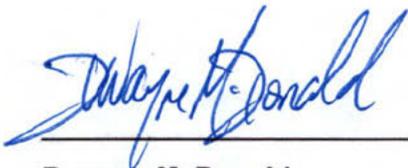
The parties have agreed to develop, implement, and document corrective actions for the identified gaps. This will be coordinated by the HR representatives from RCMP and SPS.

Next Step: Confirm any additional assessment process to support integration of SPS Assigned Officers into the Surrey RCMP Municipal Police Unit and support future deployments.

Agreement of the RCMP and the SPS to the Plan

Agreement to the Plan is noted through the signatures provided below by authorized representatives of the RCMP and the SPS. As the Plan is not a legal document signatures reflect only the understanding of, and agreement to, the accuracy of the information contained in the Plan.

for RCMP



Dwayne McDonald

Commanding Officer – British Columbia
Royal Canadian Mounted Police (RCMP)

Dated: May 4th 2022

for SPS



Norm Lipinski

Chief Constable
Surrey Police Service (SPS)

Dated: Apr 29/2022

A PLAN TO RETAIN SURREY RCMP

Report to Surrey City Council

June 9, 2023

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S. 15(1), 16(1)

OVERVIEW

The following information provides updated figures and additional details regarding the RCMP's plans to re-staff the Surrey Detachment, including plans to illustrate readiness to immediately advance hiring processes, additional evidence to support the effectiveness of the RCMP's various hiring strategies, as well as proposed demobilization tactics to ensure stability as the transition winds down.

In the unlikely event temporary measures are required during the re-staffing process, additional resourcing strategies have been included in this report to illustrate the RCMP's unique ability to provide appropriate and sustained operational support for Surrey.

BC's Director of Police Services Report

On April 28, 2023, BC's Director of Police Services released a redacted version of his report on the City's plan to retain the RCMP. The *"City of Surrey's Police Model Transition and Decision to Retain the RCMP"* Report (Report) to the Minister of Public Safety and Solicitor General included an analysis of the RCMP's submissions in support of the City's decision regarding its policing model.

In his public statements responding to the Report, the Commanding Officer of "E" Division reiterated his support for RCMP's plans for Surrey, and the feasibility of simultaneously addressing RCMP resourcing requirements throughout the province.

Policing and Security Branch (PSB) indicated they did not consider the resourcing implications and impacts to the policing landscape if the transition to SPS proceeds as it was considered as 'out of scope' in the analysis.

RCMP Commissioner Support

In advance of the RCMP's initial submission, the Commissioner notified the Solicitor General that "E" Division will have all necessary support to ensure the resourcing plans to retain the RCMP in Surrey will be successful. (Appendix A). The Director's Report did not, however, appear to make reference to this fact.

The Commissioner commands over 19,000 police officers across Canada which is a significant advantage in contemplating the ability of the RCMP to deliver on its commitments and ensure a stable police presence in the community.

Engagement with BC's Policing and Security Branch

The Report indicated several conditions that must be met in order for the Director to confirm a plan to retain the RCMP in Surrey. The RCMP has discussed these conditions with the province and will continue to engage with PSB staff to ensure satisfaction that the conditions have been fulfilled. In addition, the RCMP remains committed to advance the re-staffing plan with consistent and detailed monitoring mechanisms, providing relevant information on progress against targets to key stakeholders as the plan progresses.

Oversight and Governance of RCMP Plans

The RCMP's plans for Surrey have been approved by the Commanding Officer of "E" Division. The plans will be managed with precise oversight at the detachment and divisional levels, and will ensure consistency of expertise from the RCMP's project team for the transition.

The Officer in Charge (OIC) of Surrey Detachment will continue to oversee all operational and administrative matters for the detachment through the implementation of the staffing plans. The OIC will direct the required work at the detachment level to end transition-related initiatives while advancing progressive work with the City and the SPS regarding public safety priorities for the Surrey community.

In addition, as part of the conditions set out by the province, the RCMP has confirmed the appointments of two positions to ensure efficient governance of the plans and appropriate involvement with all project partners. This includes a Senior Contracts Officer, assigned from the RCMP's Project Transition team, and a Senior Transition Leader, assigned from the Commanding Officer's Executive team. These two individuals will work in alignment with the OIC and the RCMP's transition team to facilitate the staffing plans for Surrey and the end of the transition.

The OIC, Surrey Detachment personnel and the two confirmed senior resources will continue to receive dedicated support from the RCMP's project team for the transition in order to ensure consistency of processes and to leverage established relationships with critical project partners as the transition winds down.

The RCMP remains fully committed to its re-staffing plans for Surrey and will work with all stakeholders to ensure it succeeds should the City reconfirm its decision to retain the RCMP as its preferred police model.

SURREY RCMP STAFFING PLAN

The RCMP's plan to re-staff Surrey with a full complement of RCMP members has not substantively changed since the OIC's presentation to City Council on November 28, 2022. However, these plans are more informed as the RCMP has progressed work over the past several months to prepare for implementation. The plans now account for the changing dynamics of SPS personnel within the detachment, which provides for efficiencies in recruitment and stability through the demobilization timeframes.

s. 15(1), 16(1), 19(1)(b)

- A gradual replacement or patch over of operational SPS Officers;
- A structured cadence to the demobilization of SPS Officers to ensure a gradual decrease in the number of SPS Officers working on assignment;
- Opportunities for SPS Recruits who wish to continue their careers policing in Surrey;
- Resumption of RCMP cadets being placed in Surrey, including field training programs to support their training as police officers;

s. 15(1), 16(1)

Administrative Management of Surrey Detachment

The implementation of plans to transition to SPS necessitated changes in the typical administrative functions for Surrey Detachment. This included significant changes to managing staffing actions for

Surrey RCMP members, changes to the complement of municipal employees assigned to Surrey RCMP, contemplations regarding facilities management, as well as equipment considerations. All decision-making regarding these administrative matters has required transition-related considerations. As the transition winds down, there will continue to be certain considerations for the Senior Leadership Team at the detachment to contemplate.

A key element of the staffing plan is the resumption of normal staffing actions for Surrey RCMP members, which includes the intake of RCMP cadets to the detachment and facilitating a regular cadence of lateral and promotional opportunities to/from and within the detachment.

It is imperative to acknowledge that for the past several years, a large number of RCMP members working at the detachment have been adversely impacted by the transition. RCMP members have remained loyal to Surrey despite the persistent uncertainty regarding Surrey's policing model for the last several years. As such, it is critical that the detachment's plans satisfy opportunities for both existing Surrey RCMP members and all newly recruited RCMP members to Surrey.

The re-staffing plan will be monitored on a consistent basis from an operational perspective to ensure any lateral transfers, promotions or newly deployed members are implemented in a gradual and structured manner to minimize impacts to operations.

Candidate Pools and Hiring Ranges

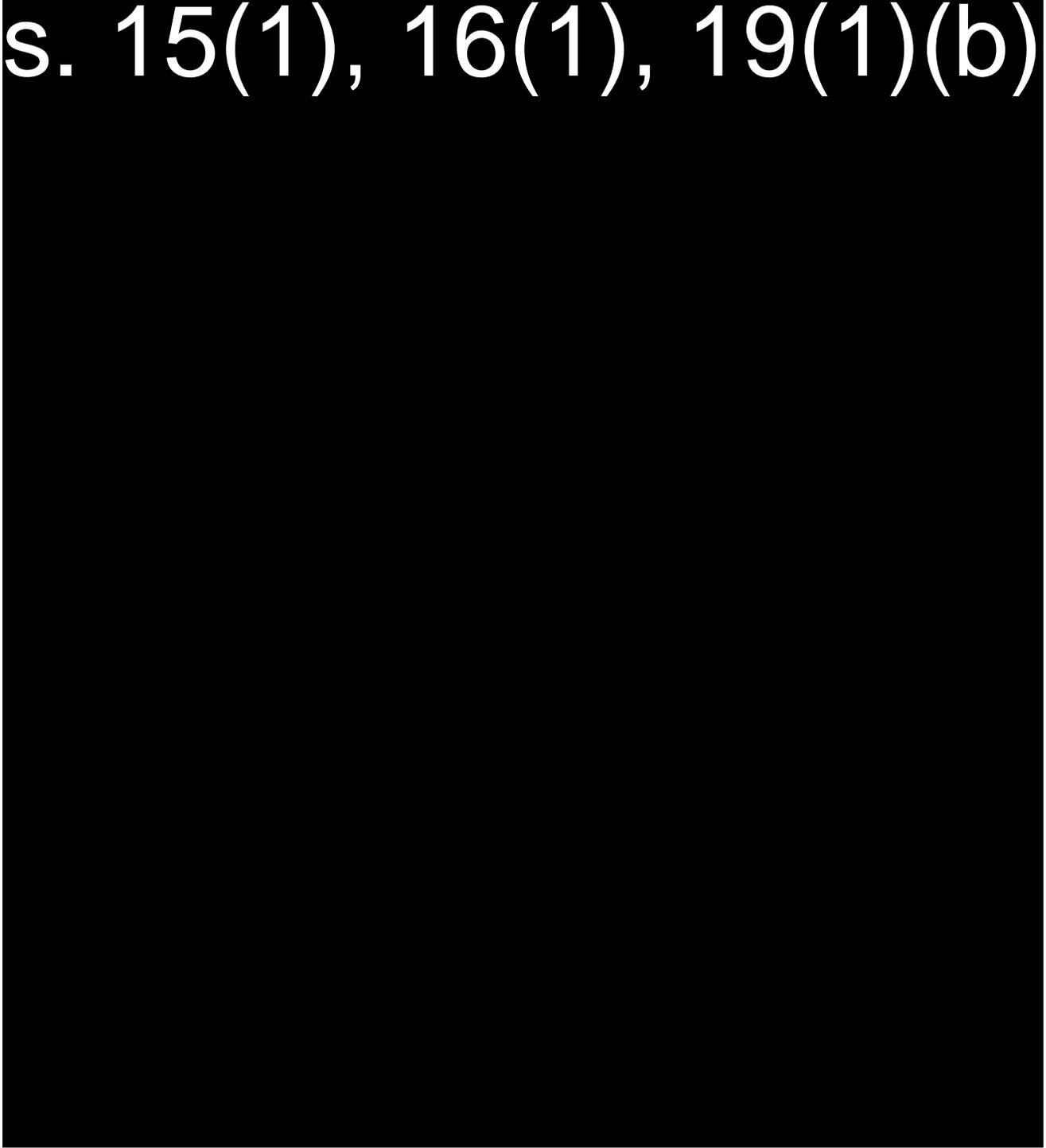
In the RCMP's Supplemental Submission, detailed hiring ranges were outlined for each of five distinct candidate pools.

Table 2: Candidate Pools

CANDIDATE POOL	DESCRIPTION
SPS Operational Officers	Working on assignment in the RCMP detachment
SPS Non-Operational Officers	Those working in administrative positions, or waiting for deployment
SPS Recruits	New-to-policing candidates completing their JIBC training requirements
RCMP Cadets	Hired by RCMP and trained at the RCMP's National Training Centre (Depot)
Other Experienced Police Officers	Hired into RCMP, but not from SPS

The following chart incorporates updated data for all candidate pools with high, medium and low hiring targets, as well as the projected cadence for SPS demobilizations over an 18-month timeframe. Also included is the variance against targets on a bi-monthly basis in consideration of all three hiring range targets.

s. 15(1), 16(1), 19(1)(b)



SPS HIRING PROJECTIONS

The Hiring Summary Chart also identifies the mid-range as the projected hires for each candidate pool. The projected hires are the established, realistic hiring expectations for each candidate pool. As the chart indicates, using realistic mid-level hiring ranges for SPS Officers and Recruits, the RCMP will exceed the requirements for Surrey. Rationale for these projected hires is provided in detail below.

S. 15(1), 16(1)

Cited reasons for choosing to patch over to the RCMP are as follows:

- Desire to remain in current roles – SPS Officers have indicated a preference to remain in current roles within Surrey Detachment rather than return to previous agencies or front-line duties.
- Commute – many SPS Officers have cited the commute to Surrey Detachment as preferable to their previous commute.
- Rank – SPS Officers have indicated a preference to retain rank if possible. Many cited an inability to return to previous employer with rank.
- Ex-Regular Members – Many SPS are ex-out of province Regular Members with the RCMP. These officers have indicated that a transfer to SPS was to relocate back to BC from an out of province posting and are willing to return to RCMP and remain within Surrey.

Although proactive recruiting of SPS Officers has not commenced, the RCMP has already started receiving unsolicited applications from SPS Officers. Until recently, the RCMP has avoided processing these applications out of respect for the current status of the transition and in anticipation of a decision on a path forward. However, since the release of the Director's Report, and the resulting continued lack of clarity, several SPS Officers have accepted positions with other municipal police agencies. The RCMP determined it could no longer remain idle while other agencies were actively recruiting SPS Officers away from Surrey. S. 15(1), 16(1)

The information provided to the RCMP by SPS Officers, combined with the demonstrated actions of SPS Officers advancing their applications to the RCMP contradicts the information released publicly from the Surrey Police Union and rebroadcast by the Surrey Police Service claiming that SPS Officers will not engage with the RCMP.

There will be approximately 300 SPS police officers seeking employment if the transition is cancelled. It is a reasonable prediction that a large percentage of those officers will actively pursue opportunities to continue working in the same positions they currently occupy, working in Surrey, the same community they were hired to serve. To suggest that SPS Officers would not choose the RCMP for a viable career in

policing is inconsistent with the demonstrated actions of those who are currently in the hiring process. It is also regularly noted that numerous SPS Officers have informally indicated to their colleagues they simply intend to continue their work in Surrey, regardless of who the employer is, and are waiting for a clear decision regarding the policing transition.

RISK ASSESSMENT: SURREY RCMP STAFFING PLAN

In order to effectively articulate the impacts if hiring targets are not met for each candidate pool, the impacts must be assessed against the likelihood of not meeting the targets. The risk assessments below contemplate these elements to determine overall risks inherent in the staffing plan.

Operational SPS Officers

Operational SPS Officers comprise a large percentage of the re-staffing plan for Surrey. This group represents significant efficiencies in staffing and on-boarding as they are currently occupying the very positions that require staffing actions to convert back to RCMP positions. As previously indicated, approximately s. 15(1), 19(1)(b) [REDACTED], stating their desire to transfer to RCMP and remain in their assigned posting in Surrey Detachment. s. 15(1), 16(1), 19(1)(b) [REDACTED]

[REDACTED]

Non-Operational SPS Officers

There are s. 15(1), 19(1)(b) [REDACTED] non-operational officers working in administrative positions for the SPS. Of this total, there s. 15(1), 19(1)(b) [REDACTED] constables and sergeants who have not yet been assigned to the detachment, and thus have not had the advantage of working in the Surrey RCMP Detachment to assess its benefits, nor have they been able to routinely interact with RCMP staff.

As the majority of non-operational officers are of a rank more senior than the constable and sergeant ranks currently being deployed, only s. 15(1), 19(1)(b) [REDACTED] constables and sergeants are being included in the candidate pools as potential hires for Surrey Detachment.

While many of the higher rank positions may not be available at Surrey Detachment due to the limited vacancy pattern, there are other opportunities throughout the Lower Mainland and British Columbia for those SPS Officers to join the RCMP, potentially at their current rank. The possibility of retaining their current rank is unique as it is a highly limited opportunity amongst BC municipal police agencies, and as such, will likely increase the number of non-deployed officers who patch over to the RCMP. The risk of not realizing a 50% hire range for s. 15(1), 19(1)(b) [REDACTED] non-operational SPS Officers remains low and will have minimal impact to the re-staffing plan.

SPS Recruits

There are s. 15(1), 19(1)(b) [REDACTED] in various stages of their JIBC training. Significant work has been advanced to ensure SPS Recruits receive appropriate additional training when hired into the RCMP. As a new graduate from the JIBC, the SPS Recruits are over qualified to enter the RCMP as cadets, but do not possess the same level of experience to be hired as other SPS experienced police officers. The RCMP has created a unique hiring track for SPS recruits to ensure they continue to have training support and guidance required for new constables while also continuing to work as fully operational constables in the detachment.

These officers may be sought by other municipal police agencies given their potential career longevity. While the RCMP offers comparative recruiting incentives, it is recognized that some may opt for other policing agencies. As a result, there is a moderate risk of not realizing a 50% hire range for the recruits, but with a low impact to the feasibility of the re-staffing plan due to the size of the candidate pool.

RCMP Cadets

Prior to the Surrey transition, Surrey Detachment typically **s. 15(1), 19(1)(b)** cadets annually. This stopped when SPS Officers began deploying into the detachment in **s. 15(1), 19(1)(b)**

While police recruiting experienced a decline during COVID, aggravated with a 'defund police' period, RCMP recruiting is now showing positive signs of resurging, predominantly as a result of wage parity, career opportunities and pre-posting agreements. In Surrey, two recent recruiting sessions resulted in record interest with applicants being able to apply during the sessions. In addition, the RCMP recently increased the size of each troop at Depot **s. 15(1), 19(1)(b)** to facilitate larger classes.

Presently, there are 67 cadets slated to be posted to Surrey over the course of the staffing plan, which is estimated to take approximately 18 months.

There is no risk related to posting 67 cadets to Surrey as the RCMP has full control of this aspect given the Commissioner's undertaking to support "E" Division.

Other EPOs

There is tremendous interest in the RCMP for Experienced Police Officers (EPOs) in all regions of Canada, many of whom have indicated an interest in moving from a municipal police agency outside of BC to BC RCMP. Based on data from December 2022, intake of EPOs has significantly improved and surpassed all forecasts.

Nationally, there are approximately **s. 15(1), 19(1)(b)** presently being processed to join the RCMP through the EPO Program. Within BC, the RCMP has **s. 15(1), 19(1)(b)** Experienced Police Officers (EPOs) thus far for **s. 15(1), 19(1)(b)**. There are an additional **s. 15(1), 19(1)(b)** scheduled for training and hiring through to **s. 15(1), 19(1)(b)**, which will bring the division within **s. 15(1), 19(1)(b)** hiring target for EPOs within the first half of the fiscal year. It should be noted these figures do not include any of the SPS EPOs in the application process as these are being tracked separately.

The RCMP presents unique opportunities for EPOs, many of whom have stated their reasons for making a career change to the RCMP is the breadth and depth of career options (the RCMP offers 150 different career streams, which is substantially more than other police agencies), wage parity & benefits, direct pension portability, recognition of prior service vacation leave, flexible posting discussions (direct entry into front line or specialized sections), and opportunity for entry at rank. As part of the Surrey re-staffing plan, Surrey RCMP Detachment has only recently been made available to EPOs joining the RCMP. Because of Surrey's unique collective career opportunities that far exceed any other detachment or municipal police agency in BC, Surrey Detachment will be highly attractive to those EPO interested in the municipal police model. As a result, the risk of not realizing **s. 15(1), 19(1)(b)** hire range for other EPOs remains low. In fact, this estimate is very low and higher numbers are most probable.

EXECUTING THE STAFFING PLAN

Both of the RCMP's submissions to the province provided significant details regarding implementation of the re-staffing plans. These implementation mechanisms remain unchanged, but additional work has been completed to prepare for the recruitment of SPS Officers. This includes the following:

- Assigning dedicated Recruiters to Surrey Detachment to allow for surge capacity;
- Training of these recruiters to engage with candidates, field questions and process applications;
- Confirming all policy exemptions required to facilitate hiring of SPS Officers;
- Confirming process efficiencies for SPS hiring processes;
- Increased efficiencies for security clearances;
- Appointing RCMP pension experts to provide clarity for EPO candidates; and,
- Providing EPO transition training at Surrey Detachment and the Pacific Region Training Centre in BC.

Staffing Matrix

A Staffing Matrix is in development that will effectively track the status of each deployed SPS Officer in terms of determining whether or not that officer will be patching over to the RCMP. The Matrix will also identify which position that specific SPS Officer will be hired to fill. If the SPS Officer is not remaining in their current role, it will also indicate a requirement to backfill that position and identify the candidate pool that will be utilized to fill the position.

The Matrix will enable the RCMP to monitor progress of the re-staffing plan, identify areas where hiring is falling short of targets and ensure early intervention to apply any required mitigation strategies for operational stability. The Matrix includes a separate table for each Watch and Unit and will be finalized using current SPS deployment information (see Appendix B).

Once hires are confirmed, their names will be added to a supplementary list to monitor new RCMP deployments to each Watch and Unit, which will provide a quick data reference to track progress against targets for each candidate pool.

s. 15(1), 16(1), 19(1)(b)



STAFFING OTHER RCMP BUSINESS LINES

To ensure the re-staffing of Surrey RCMP Detachment is not prioritized or takes precedence over other RCMP Business Lines, there are multiple oversight processes to ensure staffing processes advance and support each other for all business lines, including the new funding recently confirmed by the province for the Provincial Business Line (PBL).

These oversight mechanisms include:

s. 15(1)
s. 15(1), 16(1)

s. 15(1), 16(1)

s. 15(1)

s. 15(1), 16(1)

s. 15(1), 16(1)

OPERATIONAL STABILITY

As Canada's national police force, and as the province of BC's provincial police force, there is an expectation that the RCMP will bring stability to uncertain situations to ensure public safety is maintained. There are countless examples to illustrate this, such as:

- Providing support for wildfires and flood relief across BC;
- Standing up Command structures to ensure public safety throughout the Freedom Convoy protests in Surrey and Alberta;
- Leading police command for major international events such as the Vancouver 2010 Olympics;
- Coordinating all police efforts and command at major community events such as the Vaisakhi Day Parade in Surrey (with an attendance of well over 500,000 people).

Mobilizing appropriate resources for large scale, unpredictable situations is what the RCMP does on a regular basis. Municipalities across the country depend on the RCMP to provide assistance and support in uncertain times.

On the premise that the City Council reconfirms its intent to retain the RCMP, effectively cancelling the transition, confirmation from the province will still be required. It is also a reasonable assumption that this could take additional time, resulting in continued uncertainty for SPS Officers.

In the event a decision from City Council to retain the RCMP is not clearly supported by the province, the RCMP believes more SPS Officers will actively begin seeking employment opportunities elsewhere – either with the RCMP outside of Surrey, or with other municipal agencies. Should this occur, the RCMP will initiate active monitoring of staffing plans through the Staffing Matrix and leverage any required mitigation tools as necessary.

Demobilization of SPS Operational Officers

Should a clear path forward be confirmed, as agreed to by the City and the province, there is an expectation that SPS and the RCMP will collaboratively develop SPS demobilization plans that ensure a gradual and structured wind down of SPS resources in the detachment. The RCMP remains fully committed to ensuring SPS Officers are able to continue working in the detachment throughout any established wind down timeframe, allowing them to continue working while they confirm future employment. This will also ensure stability in the detachment through a known and structured wind down plan, mutually agreed to between the RCMP and SPS.

Stability Through Planned Demobilization

There are various options to explore to arrange structured wind down plans which will provide for increased stability through the re-staffing plan. For example, SPS could structure its notices of termination on a gradual 'wave' basis, issuing notices every 60 days to its officers. This could be organized by Watch or Unit, seniority of the deployed police officers, or by 'reverse' cohorts.

In these examples, there would be a clearly established rhythm to demobilizations enabling prioritized proactive hiring and onboarding of the SPS Officers, and allow for forecasted planning and considerations with different candidate pools.

Mitigation Strategies: Significant Event

In the event that Surrey requires mitigation strategies to be implemented, the RCMP will leverage the various options at its disposal to ensure that effective and stable resourcing levels are maintained throughout the duration of the staffing plan.

The RCMP has a proven ability to implement short, medium or longer terms solutions and has the capacity to provide support to address large deficiencies until more permanent solutions are implemented. As demonstrated, these strategies, regardless of size or duration, can be implemented without compromising public safety.

Should all operational SPS Officers suddenly depart or be directed to leave the detachment by the SPS Board or the Surrey Police Union, thus removing themselves from operational duties, the immediate operational requirement would be based on replacing the following SPS frontline resources, broken down as follows:

s. 15(1), 16(1), 19(1)(b)

In the immediate term, the Surrey RCMP would initiate a callout for overtime from the opposite Watches in the Detachment. To supplement the overtime resources, the Detachment would also re-mandate members from other support units. This approach was implemented to ensure stability during COVID and would be easily replicated within the Detachment.

After these immediate actions are take to account for a large-scale walk-off of SPS Officers, specific operational plans will be actioned, in tandem with the overall staffing plan for Surrey, to ensure appropriate resourcing in short, medium and longer term scenarios.

If temporary resources are required on a longer term basis, the RCMP would leverage the same types of mitigation strategies used elsewhere during other unanticipated urgent circumstances. These include:

s. 15(1), 16(1), 19(1)(b)

s. 15(1), 16(1), 19(1)(b)

Detailed mitigation strategies were outlined in the RCMP's supplemental report to the province in February 2023 and are reiterated in Appendix C of this report for consistency.

SUMMARY

The re-staffing plan, utilizing conservative, realistic estimates, will result in an excess of officers required to re-staff Surrey Detachment. As outlined in the previous submissions, those RCMP or SPS officers, should they choose, would then be presented with career opportunities in other RCMP Detachments, or within other business lines, thus s. 15(1), 19(1)(b)

Should the highly improbable event occur that the RCMP's re-staffing projections fall short, the RCMP has multiple mitigation strategies to provide short, mid or long-term support to ensure public safety is not impacted. As outlined, each of those mitigation strategies have already been proven successful on multiple occasions.

s. 15(1), 16(1)

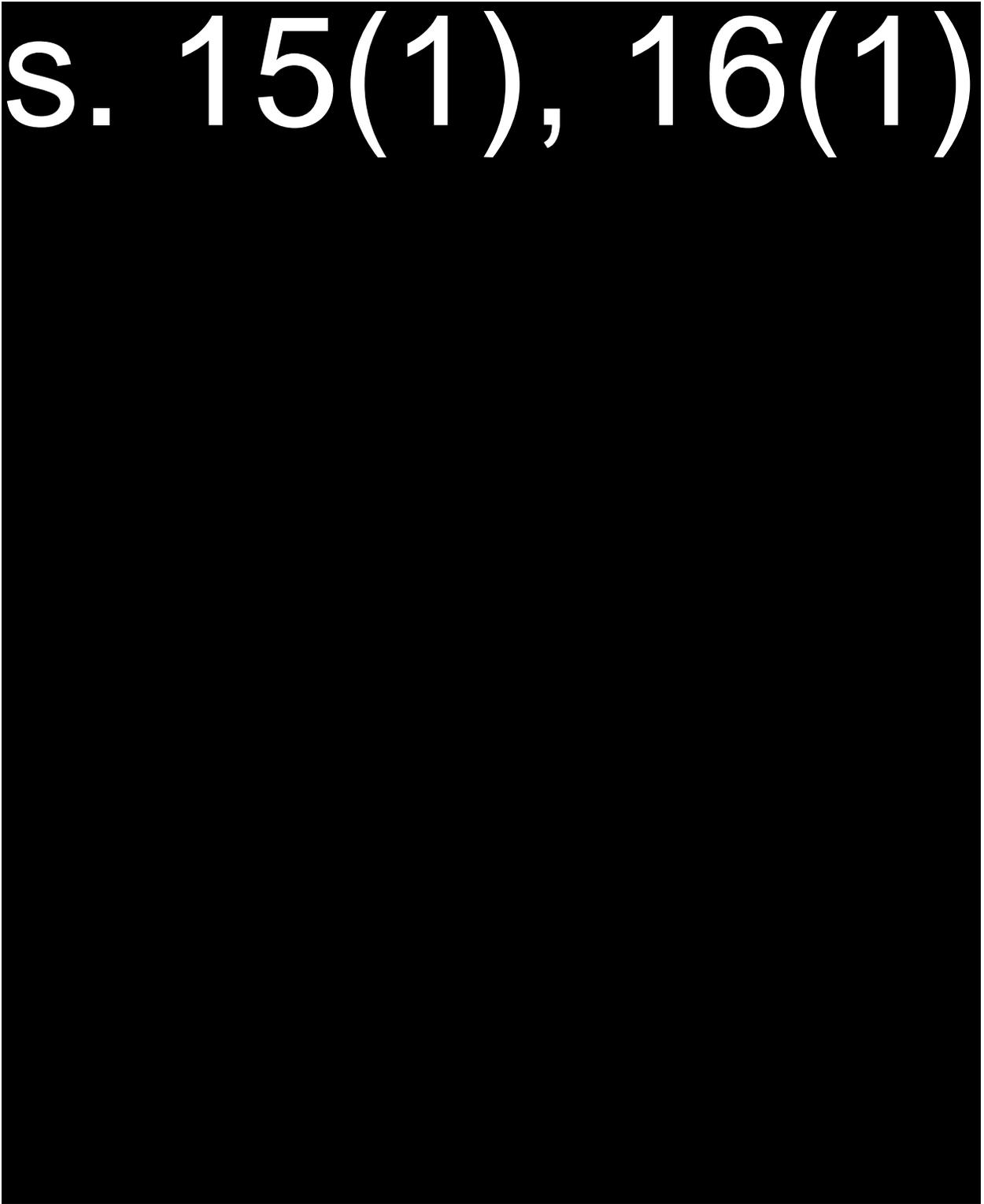
In the highly improbable scenario where no other hiring streams were available, the mitigation strategies would be easily implemented and adjusted as required. However, when overlaying the other conservative hiring streams, the re-staffing plan becomes exceedingly realistic and easily accomplished, resulting in low risk to the City of Surrey and Province of BC.

APPENDIX A

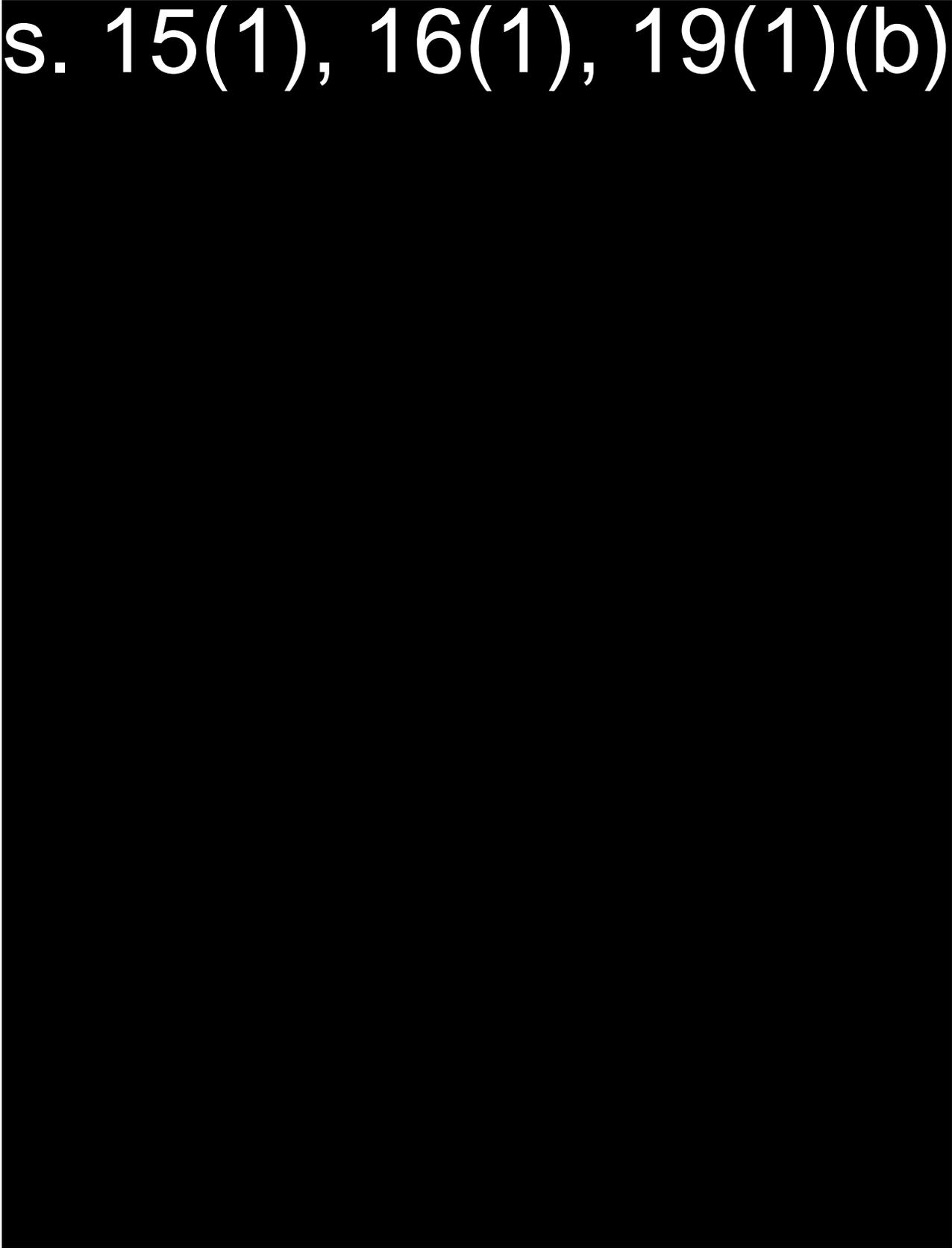
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s. 15(1), 16(1)

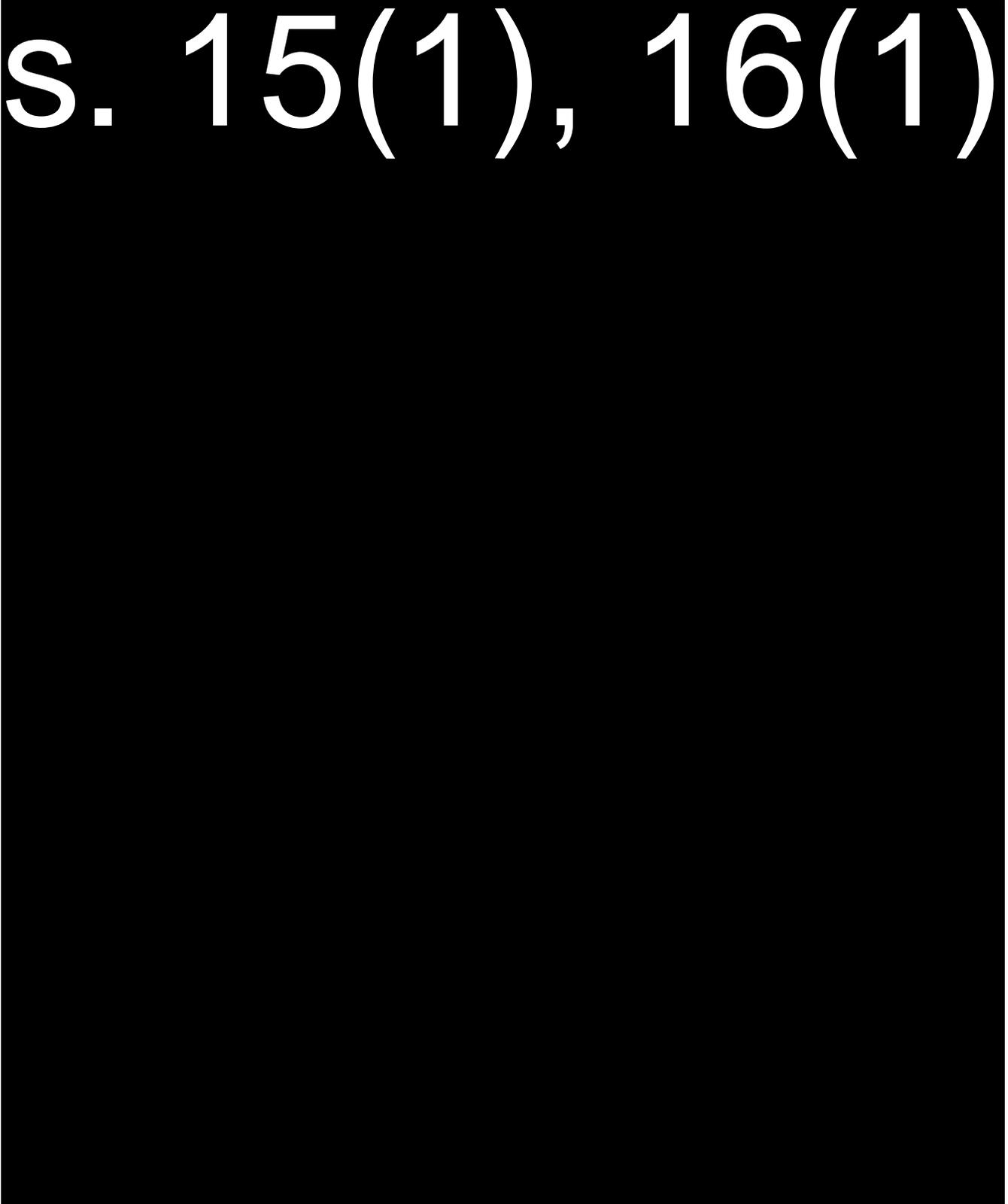
s. 15(1), 16(1)



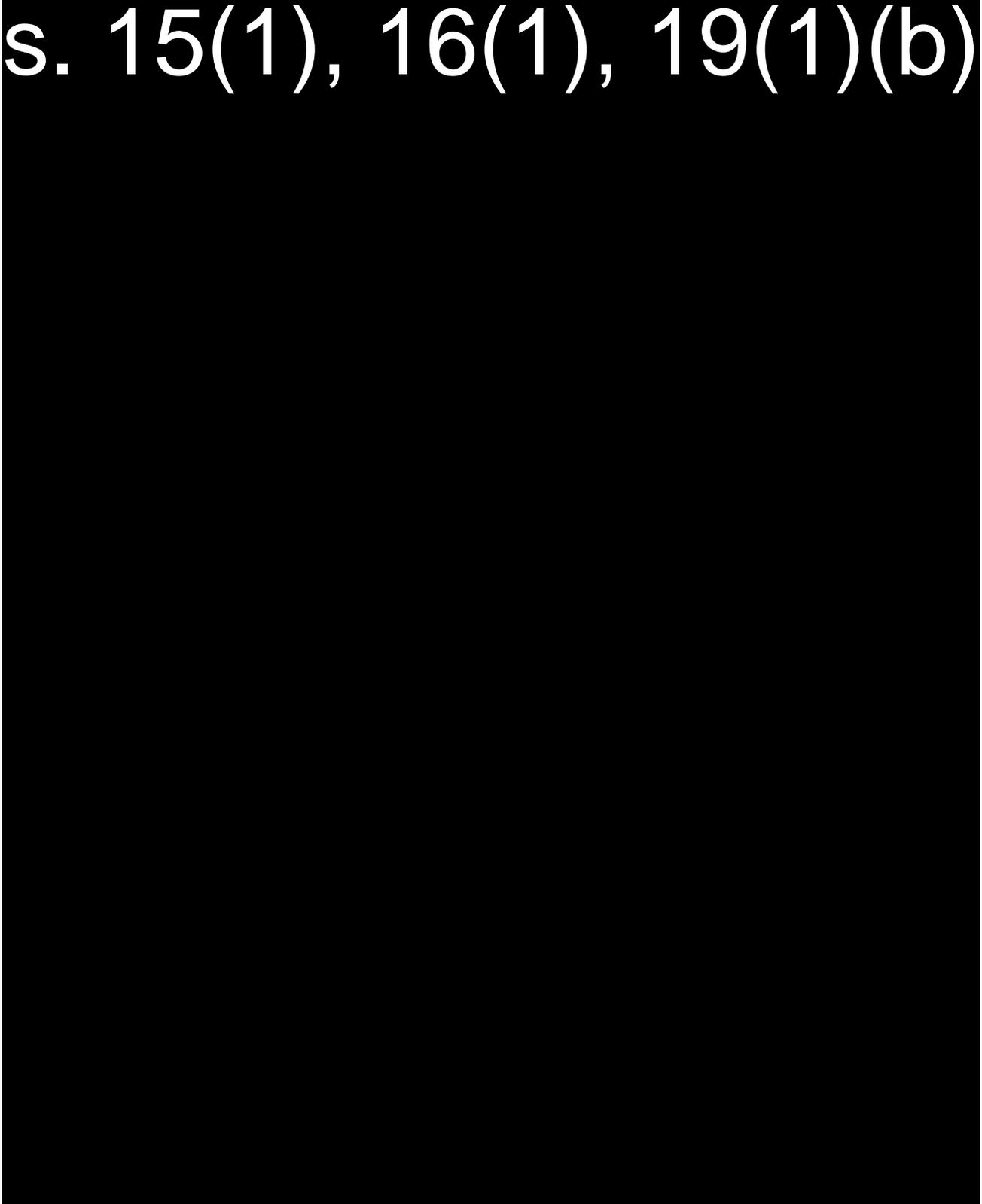
s. 15(1), 16(1), 19(1)(b)



s. 15(1), 16(1)



s. 15(1), 16(1), 19(1)(b)



Information released to the public on November 14, 2023.



SURREY POLICE UNION

100-15157 56th Avenue,
PO Box 39005, Panorama PO
Surrey, BC, V3S 9A7

May 30, 2023

Re: Individualized Human Resource Plans

Chief Constable Lipinski,

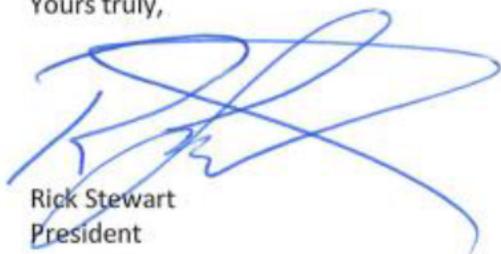
In April 2023, the Minister of Public Safety and Solicitor General Mike Farnworth placed the following binding condition on the City of Surrey's (the "City") request to change policing models: *"Individualized HR plans are put in place to ensure ongoing SPS deployment throughout the Surrey RCMP re-staffing and SPS dissolution."* The purpose of this letter is to confirm the mutual intention of the SPU and the SPB concerning the interpretation and application of Letter of Understanding D ("LOU D") dated March 14, 2022, and Letter of Intent ("LOI") dated November 16, 2022, as it relates to severance compensation for our members.

As contemplated in the LOI, *"LOU D was developed to support the cessation of SPS operations in a prompt manner and not to support the build of an alternative policing model for the City of Surrey."* Further, LOI clarifies that the *"benefit of the services of Employees is for the sole and exclusive benefit of the Surrey Police Board operating as SPS. No Employee is required to become an employee of the RCMP to exercise their rights under LOU D."*

In November 2022, the City voted to retain the Surrey RCMP, requiring a re-staffing and building of RCMP strength. Subsequent plans submitted by the City rely on our members to continue to perform policing services for the RCMP during this rebuilding period. Based on our mutual interpretation of LOU D, to obtain severance payments, our members would not be required to continue working while the RCMP rebuilds to operational strength. Therefore, if the Province approves the City of Surrey's plan to retain the Surrey RCMP, we expect that the SPB will expeditiously release SPU members in deployment to the Surrey RCMP and pay severance forthwith.

The uncertainty and instability caused by the City's intention to reverse the transition, compounded with numerous documented respectful workplace incidents at the Surrey RCMP, have caused our members incredible stress and irreparable harm. Ninety-five percent of SPU members voluntarily signed a pledge not to apply for employment with the Surrey RCMP. Reasons our members provided included unsafe staffing levels, a systemic lack of accountability, and a toxic work environment. We expect that virtually all our members will either seek employment outside policing or with a different municipal police agency. Therefore, we respectfully decline any request to participate in individualized human resource planning to support an alternate policing model with the RCMP as the POJ. We expect that if the City and Province cease the transition to the SPS, our members will promptly be relieved of their duties and provided with severance payments. Please contact me immediately if you disagree with the above interpretation of LOU D and LOI.

Yours truly,



Rick Stewart
President



June 7, 2023

Re: Individualized Human Resource Plans & Severance

Chief Norm Lipinski,

The Minister of Public Safety and Solicitor General, Mike Farnworth (the Minister), recently placed the following binding condition on the City of Surrey's request to change policing models: *"Individualized HR plans are put in place to ensure ongoing SPS deployment throughout the Surrey RCMP re-staffing and SPS dissolution."* This letter speaks to the Surrey Police Inspectors' Association's (SPIA) position regarding individualized HR plans and severance compensation for our members if the Minister accepts the City's position to transition back to the RCMP.

The SPIA represents 16 SPS Inspectors and we have been advocating for our members to be assigned to the Municipal Policing Unit (MPU) for more than a year; however, the RCMP have denied our requests each time. As a result, no SPIA members are currently seconded into the MPU.

Each SPIA member's employment contract states: "If before December 31, 2023, the termination of employment is caused by a decision... to not pursue SPS or to end SPS, eighteen (18) months' notice, salary continuance, or pay in lieu of notice."

SPIA members have an average of 26 years of extensive policing experience in managerial and leadership roles. If the Minister approves the City's plan to retain the RCMP in Surrey, SPIA members will seek employment with other municipal police agencies, employment outside policing, or retire. No SPIA members have expressed interest in applying to the RCMP. If the Minister approves the decision to retain the RCMP, our members expect to promptly receive notice of termination and commencement of severance payments.

Respectfully submitted,

A handwritten signature in black ink, appearing to read 'Earl Andersen', is written over a light blue horizontal line.

Earl Andersen, Inspector
President SPIA



SURREY POLICE SERVICE

Response to the City of Surrey
SPS Pathway to POJ

June 7, 2023

This document contains the confidential and proprietary information of Surrey Police Service (SPS) and is and shall continue to be the exclusive property of SPS. This document is provided for the internal information of City of Surrey (the "City") staff on a strict "need to know" basis for the purpose of assisting City staff in preparing reports and making recommendations to City Council with respect to policing within the municipality as part of the City Council's policing model decision-making. Any distribution or use of this information outside of the City or for any other purpose is strictly prohibited. The information shall not be relied upon to any greater extent than is appropriate in the circumstances having regard to the purpose for which it was provided. SPS does not warrant, and SPS shall not be liable to the City or any other person for, the fitness, accuracy or applicability of any modifications, interpretations, or extrapolations of the information by the City.

SPS POJ Pathway Plan and Progress to Date

The SPS Policing Transition Progress Report, submitted to the Minister on December 22, 2022, provides a detailed outline of the work completed to date toward the satisfaction of the Minister's requirements for POJ provided to the Surrey Police Board in August 2020. This information is detailed in Sections A and B (pages 10-97) of the SPS Policing Transition Progress Report (Appendix I). Additional details are also provided in the Supplemental Response (Appendix II) provided to the Minister on February 10, 2023. Mitigation strategies are also discussed in detail in Section C of the SPS Policing Transition Progress Report (pages 98-107) and the Supplemental Response.

Provincial Evaluation and Approval

SPS has been working through the completion of tasks and reporting to Police Services Branch in the form of information packages outlining how SPS has met the requirements of each task. These packages are in a prescribed format provided by Police Services Branch and are sequenced based on themes within the evaluation table. **s. 15(1), 16(1), 19(1)(b)**

The province intends to complete a thorough evaluation of SPS' POJ requirements. **s. 15(1), 19(1)(b)**

s. 15(1), 16(1), 19(1)(b)

s. 16(1)

It is important to understand that the achievement of POJ is not equivalent to the completion of the transition. There are activities and agreements that will necessarily span a period of time following the transfer of command to SPS. For example, POJ does not necessarily require that the transfer of assets is completed as SPS has the ability to purchase equipment, and agreements may be reached to share assets until this negotiation is completed. However, to be POJ, SPS must be self-sufficient in its ability to function on its own IT network platform and access to secure police systems. The RCMP will not allow SPS to use its IT systems, even temporarily.

Adjusted timeline to Achieve POJ.

Details provided in SPS' December and February submissions to the provincial Minister remain valid, although many areas will be impacted by the delayed timeline. Further delays or lack of resolution of the issues identified in this report have the greatest likelihood of causing significant financial impact.

Delays commensurate to the pause in activity as a result of the municipal election and requirements of the City and the province are to be expected, however, planning activity has continued wherever possible. Some activities that required major purchases or partnerships with external agencies have been paused but are positioned to restart as soon as approval is provided.

The chart in Figure 1 below provides a high-level overview of ten priority workstreams that are required for SPS to become POJ. This timeline has been updated to account for delays to current date. SPS's original forecast was that we would be in a position to transition to Phase II (become POJ) by the **s. 15(1), 19(1)(b)**. However, the election of a new mayor and council has caused delays in several areas, as the City and the Surrey Policing Transition Trilateral Committee (SPTTC) await the outcome of the Minister of Public Safety and Solicitor General's decision whether to reverse the transition to a municipal police service. Despite this delay, SPS asserts that if a decision is made by the City by **s. 15(1), 19(1)(b)** all requisite workstreams will be accomplished either before or during **s. 15(1), 19(1)(b)**. A few areas, such as training, will continue after SPS is designated POJ. In other areas, such as IT, data analytics, PRIME, file and asset transfer, the progression of work remains dependent upon cooperation from the RCMP which could have significant impacts on anticipated timelines.

In addition to this work, SPS intends to have hired a total s. 15(1), 19(1)(b) officers hired by the end of 2023. This number represents greater than 50% of Surrey Detachment’s budgeted strength and provides a clear justification for transfer of command to SPS in early 2024.

SPS is substantially independent from City support and does not anticipate significant needs for assistance from the City, with the exception of limited support in IT planning and procurement as we build our IT staff capacity. COS support is also needed for the civilian transition, and they continue to provide payroll and other base functions for HR purposes and cost efficiencies, while we evaluate the impact of these dependencies on police operations.

The draft Civilian Transition plan was developed jointly in the summer of 2022 and was approved by the Police Board in October 2022. This plan provides all of the foundational structures that are required to transition the existing city Support Services staff to the employment of SPS. The plan will require updating; however, the scope is still valid.

SPS will keep the City and Council informed of our progress through regular Surrey Police Board meetings and reporting processes.

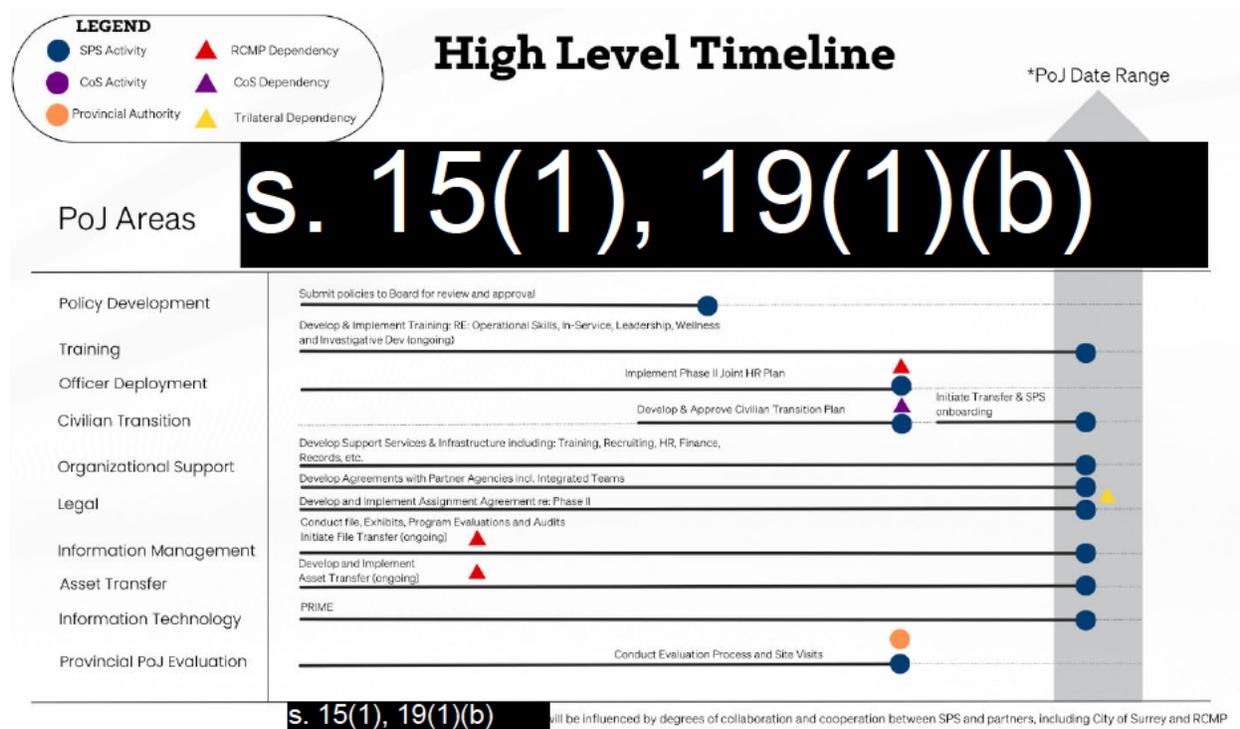
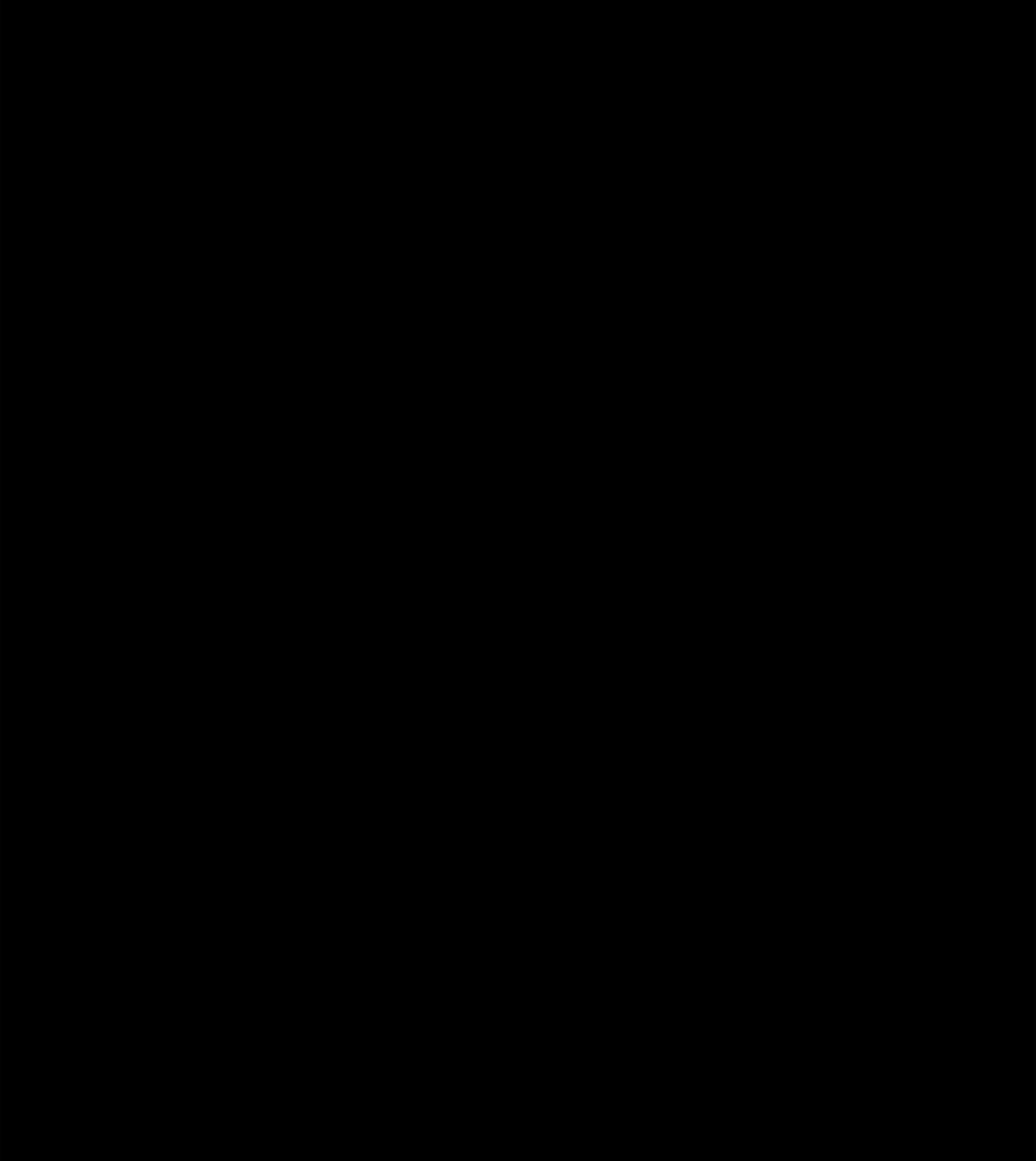
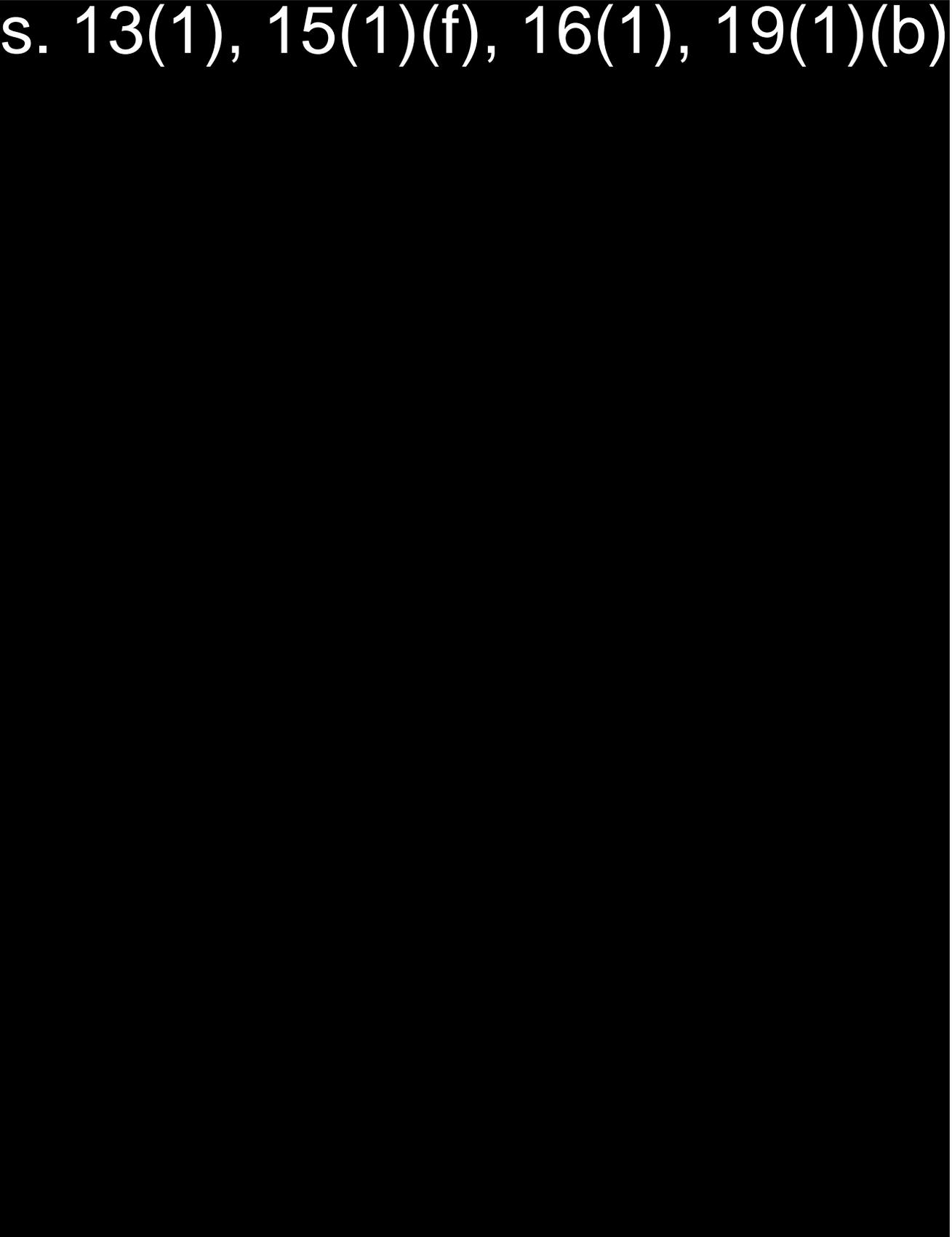


Table 2 SPS POJ Updated High-Level Timeline

s. 13(1), 15(1)(f), 16(1), 19(1)(b)



s. 13(1), 15(1)(f), 16(1), 19(1)(b)



s. 13(1), 15(1)(f), 16(1), 19(1)(b)

[Assignment Agreement](#)

Negotiations are underway to extend the Assignment Agreement for the Interim Assignment of Surrey Police Service Officers under the Command of the Royal Canadian Mounted Police at the RCMP Surrey Detachment, 2021-2023. Representatives from the RCMP (national headquarters and Surrey Detachment), Surrey Police Service, the Surrey Police Board, and the City of Surrey have met twice recently to discuss successes and problematic issues that have occurred during the first 18 months of the Assignment Agreement. Surrey Police Service will provide the parties with proposed revisions to improve dispute resolution for respectful workplace, harassment, and workplace safety in the RCMP workplace.

Although the Assignment Agreement expired on May 31, 2023, the parties will proceed with the existing arrangements as if the Assignment Agreement is in effect, similar to how collective agreements between labour and management continue to govern the workplace, while awaiting conclusion of negotiations for renewed collective agreements.

[Individualized HR Plan Information](#)

A condition for continuation of the RCMP as POJ requires the RCMP to conduct individualized HR plans for every SPS officer, “to ensure ongoing SPS deployment throughout Surrey RCMP re-staffing and SPS dissolution.” This requirement is impractical and, ultimately, is not binding. SPS is not legally obligated to

provide this information on behalf of its employees, or to compel SPS employees to provide this information, and would be breaching privacy law if it were to do so.

Further, the Surrey Police Union expressed in a letter (Appendix III, and clarifying LOI, Appendix IV) to Chief Constable Lipinski, dated May 30, 2023, that, “we respectfully decline any request to participate in individualized human resource planning to support and alternate policing model with the RCMP as the POJ.” The SPU letter details reasons respecting uncertainty and instability related to the City’s decisions, as well as numerous respectful workplace issues that have caused “incredible stress and irreparable harm” to SPS employees.

SPS employees are covered by collective agreements, FOIPPA, employment and other labour related legislation that may inhibit their participation and/or protect their rights not to respond to an organization that is not their employer. 95% of SPS officers have signed pledges indicating that they will not join the RCMP. Of the 12 officers that have left SPS to date, **s. 15(1), 19(1)(b)**

Regardless of the development of any individualized HR plans, there remains no legal authority to compel any SPS officer to comply with these plans and they remain available to accept any opportunities that may come to them.

Risk of SPS Officers Leaving

Risks Associated with delays in a decision or a negative City Council vote:

SPS Officers first deployed to the RCMP Surrey Detachment in November 2021. Since that time, while continuing to provide exceptional policing services, they have faced a series of challenges which have negatively impacted their morale, their well being, and for many their policing careers.

SPS Officers, both those who are deployed to work alongside the RCMP, and those committed to the building SPS to POJ, joined SPS based on a promise from the City Council, the Surrey Police Board, and the leadership of SPS of a different policing model with a focus on the community, on inclusion, and on their personal well-being.

The reality of the work environment for deployed SPS Officers varies greatly from what the Officers signed up for. The working conditions they experience in deployment (as elaborated below) make ongoing retention of SPS Officers a high risk and increase the likelihood of SPS Officers not considering future employment with the RCMP.

s. 19(1)(a)(b), 16(1)

s. 19(1)(a)(b), 16(1)

Wellness

SPS Officers and their families struggle with the personal impact of their feelings of uncertainty and disillusionment as the uncertainty with the policing transition continues. While SPS has a robust mental health/intervention structure, the continuing negativity in the RCMP workplace, the continued delay in reaching a final decision, and the perceived inability to move forward from the current paradigm, has resulted in SPS Officers leaving Surrey. SPS Officers report their families are worried and concerned about job/income security moving forward and are worried about the impact on the Officers (e.g., partners seeing negative behaviours, anxiety, and sadness of the Officer).

Policing Careers

Early in the transition process, the RCMP made a unilateral decision to limit career opportunities for deployed SPS Officers by capping the number of lateral movements by s. 15(1), 19(1)(b). Subsequent to that decision, the RCMP has not abided by its commitment to s. 15(1), 19(1)(b) and has taken additional actions that harm the professional development of SPS officers by:

- stopping all lateral moves in January 2023
- stopping all promotions of SPS Officers in that same timeframe
- denying SPS Officers acting opportunities to cover either deployed SPS Officers or RCMP Members
- denying entry of qualified SPS Officers into their preferred policing section; and
- limiting training opportunities for deployed SPS Officers

These factors combine to create a workplace where SPS Officers do not believe they are welcome, do not feel safe, do not receive equal treatment to RCMP Officers, and do not see a path forward that includes working under the leadership of the RCMP for any extended period of time.

If the decision on the policing transition is further delayed or the City of Surrey votes to retain the RCMP, it is highly likely that the attrition of SPS Officers will escalate and, closely following the City of Surrey Council vote, exercise their Collective Agreement rights and return from deployment as the details of the implementation of the termination of their employment is confirmed.

Loss of SPS Leadership

With the continued delays in the policing transition, the potential for a vote by Surrey City Council to end the transition to SPS, the current level of uncertainty and disappointment, and the robust market for senior police officers in the Lower Mainland and across Canada, there is great risk that SPS will begin losing its senior officers (Inspector rank and above). Loss of any significant number of Inspectors or Superintendents and above, would harm SPS’ ability to continue to sustain deployment in the RCMP Surrey Detachment in either a winddown model or a continue the transition model. Current SPS Officers are dependent upon the guidance and support of their leadership; if this leadership leaves for alternate employment, SPS’ ability to operate in either pathway would be gravely impacted.

Financial Summary

2023 - 2025 Surrey Police Service Financial Projection	2023 Projection	2024 Projection	2025 Projection	2023 - 2025 Total
SPS Operations				
Board Remunerations	\$ 180,000	\$ 180,000	\$ 180,000	\$ 540,000
Salaries and Benefits	77,040,231	120,993,849	158,486,553	\$ 356,520,633
Lower Mainland Integrated Teams	-	16,974,765	17,484,008	\$ 34,458,772
Other Expenditures	23,504,890	25,869,727	32,490,184	\$ 81,864,801
Total SPS Operations	100,725,121	164,018,341	208,640,745	473,384,206
Capital Expenditures	6,020,290	3,291,149	7,345,024	16,656,462
Police Transition Project	23,259,356	5,849,107	-	29,108,463
TOTAL SPS EXPENDITURES	\$ 130,004,767	\$ 173,158,596	\$ 215,985,768	\$ 519,149,132

Notes:

- Lower Mainland Integrated Teams costs are not included in 2023, as per the City; however, it has been added back to the 2024 projection and beyond, once SPS is POJ.
- The officer ranks used in this costing are based on ^{s. 15(1), 19(1)(b)} steady state previously provided to the province ^{s. 15(1), 19(1)(b)} constables, to get to ^{s. 15(1), 19(1)(b)} strength. We have projected senior ranks to be hired first to begin establishing the POJ command structure. The cost related to ranks/positions is a reasonable and conservative (higher end) estimate.
- A “Police Transition Project” row has been added to represent what is needed to continue our POJ build. The projected funding required to complete the infrastructure buildout, for POJ readiness, is within the available amount in the City’s one-time police transition fund.
- Not factored in SPS financial projection is the cost/budget that comes with the civilian transfer. The City will need to determine that, as the multi-year costing for that group is unknown to SPS. The timing of the actual civilian transfer will also impact the projected cost of SPS’s civilian hires, due to the support required for a rapidly growing organization. Our current financial model assumes the transfer will take place earlier 2024.
- Capital expenditure projections will likely change depending on the results of asset transfer from the RCMP. The 2024 capital expenditure projection has been reduced to factor in a vehicle purchasing/replacement pause, while the asset transfer of vehicles is expected to occur and SPS assesses their condition. Replacement of worn-out vehicles and aged computer hardware is expected to begin in 2025.

- The financial projection to reverse the transition is unknown at this time due to the complexity and number of variables involved.
- SPS Officers are projected to receive 3% cost of living adjustments on January 1st each year (Additional information of interest: the RCMP collective agreement expired March 31, 2023, and it is anticipated that wage increases will be in the 3-4% range.)

Updated forecast for the one-time funding utilization to the point RCMP is fully demobilized.

One-Time Policing Transition Fund

As of March 31, 2023

	2020 - 2022 Expenditures	March YTD Expenditures	2023 Projection	% Spent	2024 Projection	Total Projected Transition Project Cost
Recruitment, Assessment, and Training	\$ 5,834,920	\$ 645,739	\$ 5,726,549	11%	\$ 1,477,610	\$ 13,039,079
Human Resources	1,587,861	144,652	1,024,747	14%	727,959	\$ 3,340,567
Communications and Marketing	918,518	34,380	286,042	12%	228,210	\$ 1,432,770
Financial Services	701,474	5,040	212,305	2%	207,000	\$ 1,120,779
Legal	1,067,615	76,757	367,858	21%	330,526	\$ 1,765,999
Strategy and Policy	782,059	-	-	-	-	\$ 782,059
Information Technology Systems and Capital	17,854,328	674,832	12,550,435	5%	2,068,716	\$ 32,473,479
Armory, Outfit and Other Equipment Capital	3,561,458	403,287	1,554,654	26%	-	\$ 5,116,112
Fleet Conversion and Capital, and Other Infrastructure	1,474,767	-	889,498	0%	-	\$ 2,364,265
Facilities Improvement and Outfitting	517,815	-	647,268	0%	809,086	\$ 1,974,169
Total Expenditures:	\$ 34,300,815	\$ 1,984,687	\$ 23,259,356	9%	\$ 5,849,107	\$ 63,409,278
Prior Year Fund Carry Forward:	\$ -	\$ 19,383,185	\$ 19,383,185		\$ 1,123,829	\$ -
Budget Allocation:	53,684,000	5,000,000	5,000,000		5,000,000	63,684,000
Accumulated Fund Balance (Carry Forward):	\$ 19,383,185	\$ 22,398,498	\$ 1,123,829		\$ 274,722	\$ 274,722 *

* \$274,722 overall contingency/unallocated

Note: This information is regularly reported in the monthly Surrey Police Board meetings and is available on the SPB public website.

<https://www.surreypoliceboard.ca/sites/surreypoliceboard/files/media/documents/Regular%20Agenda%20package%202023%2004%2027.pdf>

Estimated cost for outstanding activities to meet POJ requirements (split out from general administration, operating and capital costs).

\$130.0M based on 2023 projection above + \$5.8M in 2024 remaining for the Police Transition Project; thus, \$135.8M leading up to POJ in 2024. SPS currently does not track costs by a “general administration” category due to our accounting structure being setup to track costs by sections/departments.

Outline of any procurement completed to date by SPS and not involving the City.

This information is already available through the city’s finance team. City staff are able to extract the information more efficiently since they process SPS bill payments. The method to do so is to look at all SPS related bills they paid after the City stopped providing procurement support; all invoices that do not have a City purchase order number on them are procurement by SPS not involving the city.

Outline of any contracted goods and services not yet received or expended but committed by SPS (with or without City involvement).

SPS has limited procurement to operationally required items only at this time. There are a number of procurement items (cars, equipment, operational & ceremonial uniforms, ammunition & supplies) etc., that have been ordered and committed to, and waiting to be received. Table 3 provides a summary of items currently in the procurement processes.

s. 15(1)(a), 16(1), 19(1)(b)

Collaboration of Financial Management and Budget Monitoring

SPS is prepared and willing to collaborate with the City's Finance Team, and execute a Memorandum of Understanding, currently in progress. While SPS will provide full disclosure of our financial working papers and calculations, we expect our financial management staff to be part of the City's working group/committee that will be preparing the overall Surrey policing financial model; granting us access to the detailed working paper and calculations of that model, to ensure SPS financial data and assumptions are applied and interpreted correctly.

Additional Considerations

Several key issues must be resolved prior to SPS assuming POJ status. These issues will require the attention and support of the City as soon as possible to resolve:

- Confirmation of a Federal Cabinet decision that would enable the RCMP to temporarily report to SPS for the purposes of the transition
- Restarting work on critical IT components to enable SPS to operate on a stand-alone basis
- Confirmation of an Asset Transfer Plan so that SPS may plan for the procurement and acquisition of needed equipment, including operational police vehicles.

Blue over Red- Cabinet Decision

A critical component of the transition plan requires the RCMP to temporarily report to SPS as they demobilize and SPS assumes command. Once SPS becomes POJ and a transition of command occurs, the remaining RCMP members will need to report to SPS, in a manner similar to how deployed SPS officers currently report to the RCMP. RCMP officers will be demobilized at an agreed rate and will be replaced by SPS officers.

In SPTTC discussions in October 2022, Public Safety Canada staff stated that this would require a decision at the Federal Cabinet level. s. 13(1), 16(1)

Public Safety Canada must be re-engaged on this file to complete this work in the Fall of 2023.

IT Plan

Since the October 2022 election, SPS has paused building for future IT needs. Projects remain on target, although are now on hold (Appendix V). City staff that had been assisting with IT development projects have returned to the City. In order to restart work that has been paused, SPS will need to hire approximately s. 15(1), 19(1)(b) staff this year, and an additional s. 15(1), 19(1)(b) next year. In the meantime, SPS continues to contract Long View Systems as necessary.

SPS staff are minimally maintaining the current platform and are not planning any growth in the short term. Growth is required to develop and implement projects such as telephony, data analytics, etc.

PRIME Corporation¹ is currently refusing to complete any new work for SPS until a decision has been confirmed. As PRIME Corp have their own obligations with the rollout of version 8.1 that may conflict with the completion of the SPS PRIME jurisdiction build, it can be expected that SPS will not be their priority in the short term.

SPS is prepared to restart IT projects and will regain progress upon a positive decision. A detailed timeline will be determined following a definitive decision, including potential impacts of PRIME Corp's prioritization of the SPS build.

Asset Transfer

SPS' Asset Management Team continue to procure the necessary equipment required to support police service delivery. The team has established reliable supply chains for weapons, police uniforms, personal issue items and consumable supplies required for deployed officers. Procurement or transfer of police vehicles remains the priority issue that needs to be resolved in a timely manner due to budget and timing constraints.

Vehicle Contingency Plans

The Surrey RCMP retains a fleet of approximately s. 15(1), 19(1)(b) vehicles, of which nearly s. 15(1), 19(1)(b) are marked vehicles assigned to Frontline policing and approximately s. 15(1), 19(1)(b) unmarked vehicles for all other duties. While these assets were purchased by the City of Surrey, it is unclear how they will be treated in the eventual transfer of assets under the terms of the policing agreements.

¹ PRIME-BC is the Police Records Information Management Environment legislated for use by all police agencies in BC. PRIME Corp is the organization that manages PRIME-BC by providing operational and technical support for the system.

Supply chain issues continue to impact the global vehicle market. Despite this, SPS has been successful in procuring and fitting up a number of marked police vehicles. Ideally, confirmation of the RCMP's intentions to release or maintain the fleet of vehicles at Surrey Detachment would help SPS to plan and budget for future vehicle requirements.

SPS has presently purchased ^{s. 15(1)} marked vehicles. ^{s. 15(1)} vehicles are currently ready for deployment and have been in storage for several months ^{s. 15(1)} more are in final stages of being fit-up with SPS equipment. Another ^{s. 15(1)} marked vehicles have been tentatively approved by the Police Board for 2023 (Table below). Should the RCMP fail to transfer the fleet to SPS, then SPS would increase the vehicle order to ^{s. 15(1)} for 2023 and then another ^{s. 15(1)} for 2024. SPS could lease an additional ^{s. 15(1)(c)} vehicles for unmarked use. Temporary emergency equipment could be installed. Should this occur, SPS will have substantially replaced the Surrey RCMP fleet and the transfer of vehicles may not be worthwhile.

s. 15(1)(a), 16(1), 19(1)(b)

Table 4 SPS Vehicles for Deployment

It should also be noted that SPS is considering moving to a two-person vehicle deployment model similar to other major municipal police services in Canada. For example, VPD deploys 60% of their front-line resources in two person vehicles. This model would reduce the need for marked vehicles.

Appendixes:

Appendix I - SPS POJ Transition Progress Report Final 2022-12-22

Appendix II - SPS Supplemental Response to ADM 20230210

Appendix III – Letter from SPU, May 30, 2023

Appendix IV – Memo to SPB re LOI 2022-11-21

Appendix IV – SPS IT Status Update Report

June 13, 2023

Terry Waterhouse
General Manager, Public Safety
City of Surrey

Dear Terry,

Re: Individualized HR Plans

In our recent report to the City, we provided clarity on the support we can provide to both the City and the province, in the development of individualized HR plans. We want to ensure our commitment to cooperating to the best of our ability is fully understood as the City develops its full report to Council.

We are aware that City staff are preparing a report for Council's decision on the future of policing in Surrey. The Surrey Police Board and Surrey Police Service (SPS) are prepared to collaborate with City staff to ensure Council has all material information related to SPS to make an informed decision.

One of the City staff's request for information, which we recognize originates from provincial requirements imposed on Surrey should it decide to retain the RCMP, is an item related to individualized HR plans for all Board employees (with the exception of pre-existing CUPE positions). There are legal and practical barriers to SPS obtaining and/or supplying this information to either City staff or City Council.

Specifically:

1. SPS has found no legal basis to require SPS officers to disclose their career plans - SPS's officers are covered by a Collective Agreement (and therefore the *BC Labour Relations Code*), the *BC Human Rights Code*, and the *Freedom of Information and Protection of Privacy Act*. The Surrey Police Union has indicated that it will not encourage their members to participate in such a process to elicit each member's career plans.
2. Even if SPS could collect the information sought, it would not be possible to meet with every eligible employee and their union representative, if applicable, to gain the requested information in a reasonable time period. We also note that meeting with employees to gather this information would have a significantly negative impact on their morale.
3. Any information gathered from an employee with respect to their career plans would not be legal binding upon their future actions.
4. If this information was collected, it is considered personal information and could not be disclosed to City of Surrey, without the employee's consent.

Given the urgency of moving forward with a decision on policing, it may be more reasonable that the City extrapolate the information from the patterns of SPS officer turn-over, in determining its course of action.

The Surrey Police Union's survey of its members indicated that 95% of members have confirmed they will not work for the RCMP (this is the only evidence-based data that exists related to personal employment decision by SPS officers). In addition to employment uncertainty, some SPS officers have referenced the behaviours by both RCMP officers and RCMP management towards SPS officers as the key reason for not being willing to work for the RCMP.

Since the inception of SPS, all officers who have chosen to leave employment with SPS have moved to an independent municipal police service, other non-RCMP policing units, or have left the policing profession. Recently two SPS officers have provided notice that they plan to leave SPS to return to the RCMP but they have refused to be deployed in the Lower Mainland.

Please be assured that the Surrey Police Board and SPS remain willing to cooperate on the individualize HR plan model, within its legal and resources constraints.

Regards,

A handwritten signature in black ink, appearing to read 'Norm Lipinski', with a stylized flourish at the end.

Norm Lipinski, OOM, LLB, MBA
Chief Constable

cc: Mr. Jamie Lipp, Executive Director, Community Safety Unit, Policing and Security Branch
Melissa Granum, Surrey Police Board

Financial Analysis

Corporate Report No. R224; 2022 presented a financial analysis to determine the fiscal implications of either retaining the RCMP as POJ or continuing the transition to the SPS. That analysis was based on information, which was available in December 2022. Building on the previously utilized methodology, an updated analysis has been prepared incorporating the most recent data and supplemental information submissions from both the RCMP and SPS received in June 2023. The analysis also incorporates advice and interpretations from the City's consultants, along with updated assumptions, as required.

The following provides estimates on the financial implications for the five-year period spanning 2023 - 2027 covering the City's adopted Financial Plan and an additional five years, 2028 - 2032, to align with the expiration of the existing Municipal Police Unit Agreement ("MPUA").

A key driver of the financial impact will be the timing of Council's decision to maintain their stance of retaining the RCMP as POJ, or conversely, accepting the Province's recommendation to stay the course with the ongoing transition to the SPS. If the Council decides to continue with the SPS, there will be significant financial implications for the City's 2023 and future budgets, as outlined in this analysis.

Furthermore, the fiscal consequences of certain elements within the analysis are driven by multiple Parties (e.g., Canada, BC, RCMP, the Board and the City) and until a final decision is reached, each party is empowered to make impactful decisions. Currently, in the absence of a definitive path forward, these decisions are independent of the City and each other, potentially resulting in significant financial ramifications for the City.

The following three scenarios were considered within this analysis:

Scenario #1 - Comparison of Annual Steady State Policing Costs Between SPS and RCMP

Scenario #2 - Retaining the RCMP as POJ and Ultimate Dissolution of SPS and Board

Scenario #3 - Continuing the Transition to SPS with No Municipal RCMP Policing

Scenario #1: Comparison of Annual Steady State Policing Costs Between SPS and RCMP

The 2028 sworn member strength [REDACTED] is an appropriate basis of comparison between the policing costs of both agencies on a like-for-like basis over a 12-month period at a steady state (i.e., no transition costs included). Analysis was undertaken to determine the City's estimated operating cost of policing under both the SPS and the RCMP under a steady state [REDACTED] sworn members for each force.

Since 2018, the City's funded policing strength has been 734 members, excluding integrated teams. The Policing Services budget within the 2023 – 2027 Financial Plan, adopted on April 17, 2023, is predicated on retaining the RCMP as POJ. The RCMP Contract Budget within the Financial Plan includes funding for an increase of an additional 25 sworn members per year, every year from 2023 to 2027 (with an additional increase of one member in 2024, resulting in new funding for 26 members). This represents an increase [REDACTED] members over the current funded strength of 734, bringing the total [REDACTED] at the end of the 2027 fiscal year. For the purposes of this scenario, the policing resource additions for the RCMP described above have also been applied to SPS in order to maintain consistency within the steady state comparison.

This scenario does not contemplate any potential costs associated with the deployment of two sworn members per frontline police vehicle as is anticipated under the SPS policing services delivery model.

Key assumptions and facts that were utilized include:

- a) ^{s. 15(1)} sworn members for each police force on day one of the 12-month period;
- b) SPS fiscal year January 1st to December 31st and RCMP fiscal year April 1st to March 31st;
- c) RCMP costs and staffing composition based on preliminary *Multi-Year Financial Plan* (“MYFP”) data provided by RCMP, with inflationary assumptions applied to reflect a steady state ^{s. 15(1), 19(1)(b)} sworn members in 2028;
- d) SPS costs and staffing composition based on updated financial information received from SPS, with inflationary assumptions applied to reflect a steady state ^{s. 15(1), 19(1)(b)} sworn members in 2028;
- e) Salaries and benefits costs based on compensation rates as of January 1, 2023 for SPS and April 1, 2023 for RCMP, with equal inflationary assumptions applied to reflect estimated salary and benefits increases to 2028;
- f) Costs for City Police Support Services and Integrated Teams are excluded (assumed to be equal under both police forces);
- g) Costs for ongoing capital expenditures and transfers to capital reserves are included for both SPS and RCMP;
- h) SPS civilian staff salaries and benefits are included (additional civilian staff over and above City Police Support Service staff);
- i) Estimated SPS ongoing risk and claims costs are included for consistency with RCMP operating costs; and
- j) 10% Federal Government subsidy for RCMP policing costs is included.

Table 1: Estimated Steady State Policing Costs

Estimated Steady State Policing Costs Over a 12-month Period (\$ millions)	SPS FTE @ ^{s. 15(1), 1}	RCMP FTE @ ^{s. 15(1), 19}	Difference (\$)	Difference (%)
Sworn Member Base Salary	\$142.7	\$134.6	\$8.1	6.0%
Operational, Administrative, & Other Personnel Costs	\$100.4	\$98.1	\$2.3	2.3%
Subtotal Operating Costs	\$243.1	\$232.7	\$10.4	4.5%
Estimated SPS Ongoing Risk and Claims Costs ¹	\$3.5	\$0.0	\$3.5	100.0%
Federal Government 10% Subsidy	\$0.0	(\$23.3)	\$23.3	(100.0%)
Total	\$246.6	\$209.4	\$37.2	17.8%
Cost per Officer ^{s. 15(1), 19(1)(b)}	\$286,744	\$243,488	\$43,256	17.8%

Notes:

¹ – As per assumption (i) above

The analysis calculates a 12-month total policing cost of \$246.6M for SPS and \$209.4M for the RCMP, resulting in a \$37.2M (17.8%) difference per year. It is reasonable to expect that any further addition to policing resources above a member strength ^{s. 15(1), 19(1)(b)} would further increase the steady state cost difference, given currently available information.

It is reasonable to assume key drivers of the steady state cost difference for policing services include, but are not limited to, higher salary compensation rates for SPS staff, different mix of sworn Members between the two forces and the 10% Federal Government subsidy deducted from the RCMP’s costs.

Information released to the public on November 14, 2023.

From Scenario #1, it can be inferred that SPS policing services would result in an additional annual cost to the City of approximately \$37.2M per year for policing operating costs, or conversely, an annual savings of an equal amount for RCMP policing services.

It is important to note that this analysis incorporates costs as of a specific point in time, as outlined in the assumptions above. It is reasonable to assume that the SPS cost premium, or RCMP discount, may increase or decrease over time as any changes to personnel, operational, and administrative costs are compounded into the future.

Scenario #2: Retaining the RCMP as POJ and Ultimate Dissolution of SPS and Board

Analysis was undertaken to determine an estimate for the financial requirements to retain the RCMP as POJ and restore sworn member strength to 734, plus an additional 126 members as reflected in the adopted 2023 – 2027 Financial Plan. Key assumptions and facts that were utilized include:

- a) The Phase I Joint SPS-RCMP HR Strategy & Plan expired May 31, 2023;
- b) RCMP costs predicated on adopted 2023 – 2027 Financial Plan (reflecting RCMP's most recent MYFP submission to the City), with inflationary assumptions applied for the five-year period beyond the scope of the Financial Plan;
- c) SPS personnel levels and operating costs based on information received from SPS as of June 2023;
- d) Surrey Police Board provides 60-day notice of intent to terminate employment to applicable unions effective July 1, 2023 during which time union members continue to receive compensation at regular pay rates with full benefits (included within SPS operating costs in Table 2);
- e) Surrey Police Board provides 120-day notice of termination (in accordance with Employment Standards Act of BC) to all SPS staff effective September 1, 2023, during which time staff continue to receive compensation at regular pay rates with full benefits (included within SPS severance costs in Table 2);
- f) SPS unionized sworn members' severance calculation attributed to 2023, assumptions include elements from union employment agreements in place along with advice and interpretations from the City's consultants:
 - i. 18-months severance calculation includes base salary and benefits;
 - ii. Severance payments are subject to any previously agreed upon compensation increases scheduled to take effect after the notice of termination date;
 - iii. Union employment agreements include provisions to subject sworn members who obtain work as a police officer with alternate police agencies to a 50% reduction on all remaining severance payments subsequent to the hire date with their new employer;
 - iv. Notwithstanding f) iii., due to the uncertain nature of sworn members obtaining work as a police officer with alternate police agencies, the analysis assumes that 0% of unionized sworn members will obtain alternate employment and receive a reduced severance; and
 - v. All unionized sworn members are hired with "Recognized Policing Service".
- g) SPS non-unionized sworn members and civilian staff severance calculation effective end of December 2023:
 - i. Non-unionized sworn member severance of 18-months; and
 - ii. Civilian staff severance of four months.
- h) Legal and consulting costs for City's due diligence activities regarding retention of RCMP as POJ and Provincial transition oversight personnel included;
- i) Potential contractual obligations, with consideration for recoveries, to address in-stream and potential procurement activities included; and
- j) Costs for City Police Support Services and Integrated Teams are excluded (assumed to be

Information released to the public on November 14, 2023.
equal under both police forces).

In addition to the SPS operating budget, One-Time Transition Funding was established in 2019 to support the unique costs incurred during the SPS start-up phase. Based on spending to date, the balance of One-Time Transition Funding at the end of May 2023 was \$15.8M. Under this scenario, the remaining One-Time funding balance would be redirected to the Policing Operations budget and applied as an offset against 2023 SPS expenditures.

Table 2: Estimated Costs for Policing – Retaining RCMP as POJ

Estimated Costs for Policing – Scenario #2 Retaining RCMP as POJ (\$millions)	2023	2024	2025	2026	2027	5 Year Subtotal
SPS Operating Costs	\$69.6	\$0.0	\$0.0	\$0.0	\$0.0	\$69.6
SPS Severance Costs ¹	\$113.3	\$0.0	\$0.0	\$0.0	\$0.0	\$113.3
Potential Contractual Obligations ¹	\$3.0	\$0.0	\$0.0	\$0.0	\$0.0	\$3.0
Remaining One-Time Transition Funding	(\$15.8)	\$0.0	\$0.0	\$0.0	\$0.0	(\$15.8)
Subtotal SPS Costs	\$170.1	\$0.0	\$0.0	\$0.0	\$0.0	\$170.1
RCMP Operating Costs						
RCMP Operating Costs	\$117.1	\$169.1	\$180.4	\$191.1	\$201.6	\$859.3
City Legal & Consulting, Provincial Oversight Costs	\$3.0	\$0.5	\$0.0	\$0.0	\$0.0	\$3.5
Subtotal RCMP Costs	\$120.1	\$169.6	\$180.4	\$191.1	\$201.6	\$862.8
Total	\$290.2	\$169.6	\$180.4	\$191.1	\$201.6	\$1,032.9

Estimated Costs for Policing – Scenario #2 Retaining RCMP as POJ (\$millions)	2028	2029	2030	2031	2032	5 Year Subtotal	10 Year Total
SPS Operating Costs	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$69.6
SPS Severance Costs ¹	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$113.3
Potential Contractual Obligations ¹	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$3.0
Remaining One-Time Transition Funding	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	(\$15.8)
Subtotal SPS Costs	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$170.1
RCMP Operating Costs							
RCMP Operating Costs	\$207.6	\$213.8	\$220.2	\$226.8	\$233.6	\$1,102.0	\$1,961.3
City Legal & Consulting, Provincial Oversight Costs	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$3.5
Subtotal RCMP Costs	\$207.6	\$213.8	\$220.2	\$226.8	\$233.6	\$1,102.0	\$1,964.8
Total	\$207.6	\$213.8	\$220.2	\$226.8	\$233.6	\$1,102.0	\$2,134.9

Note:

1 – Timing of obligations is unknown, 100% of potential severance and contractual obligations have been attributed to fiscal 2023

It is important to note that there is potential for considerable variability in the decisions of the SPB to dissolve SPS operations. Prolonging the timeline beyond the assumed timeframes and demobilization

period may result in costs being higher than shown above.

Scenario #3: Continuing the Transition to SPS with No Municipal RCMP Policing

Analysis was undertaken to determine an estimate for the forward-looking financial requirements to finalize the police transition to the SPS with a sworn Member strength of 734, plus an additional [REDACTED] to maintain consistency with policing strength as reflected in the adopted 2023 - 2027 Financial Plan. Key assumptions and facts that were utilized include:

- a) SPS personnel levels, operating costs, ongoing capital requirements, and One-Time Transition costs based on information received from SPS for 2023 – 2027, with inflationary assumptions applied for the subsequent periods of the analysis;
- b) On July 1, 2023, no further RCMP member demobilization and SPS deployment during a nine-month approval process while the required HR Plan is developed and agreed to by all parties (a nine-month approval timeline is consistent with the time taken to negotiate the Phase I Joint SPS-RCMP HR Strategy & Plan);
- c) After the nine-month approval process, RCMP demobilization resumes on April 1, 2024;
- d) SPS sworn member hiring [REDACTED] achieved by 2025, with an assumed 25 additional members added each year in 2026 and 2027, to reach a sworn member strength of 860 at the end of the 2027 fiscal year;
- e) RCMP demobilization to zero remaining members is staggered and fully completed over a three-year period as per Provincial recommendations;
- f) RCMP costs based on adopted 2023 – 2027 Financial Plan, adjusted for the declining member strength of RCMP;
- g) City’s costs for Provincial transition oversight personnel included; and
- h) Costs for City Police Support Services and Integrated Teams are excluded (assumed to be equal under both police forces).

Table 3: Estimated Costs for Policing – Continuing the Transition to SPS

Estimated Costs for Policing – Scenario #3 Continuing the Transition to SPS (\$millions)	2023	2024	2025	2026	2027	5 Year Subtotal
SPS Operating Costs	\$113.6	\$155.5	\$199.3	\$217.7	\$232.2	\$918.3
Estimated SPS Ongoing Risk and Claims Costs ¹	\$3.0	\$3.1	\$3.2	\$3.3	\$3.4	\$16.0
Provincial Oversight Costs	\$0.3	\$0.5	\$0.5	\$0.5	\$0.2	\$2.0
Subtotal SPS Costs	\$116.9	\$159.1	\$203.0	\$221.5	\$235.8	\$936.3
RCMP Operating Costs	\$117.6	\$109.7	\$73.3	\$31.9	\$1.7	\$334.2
Total	\$234.5	\$268.8	\$276.3	\$253.4	\$237.5	\$1,270.5

Estimated Costs for Policing Scenario #3 Continuing the Transition to SPS (\$millions)	2028	2029	2030	2031	2032	5 Year Subtotal	10 Year Total
SPS Operating Costs	\$239.2	\$246.4	\$253.8	\$261.4	\$269.2	\$1,270.0	\$2,184.7
Estimated SPS Ongoing Risk and Claims Costs	\$3.5	\$3.6	\$3.7	\$3.8	\$3.9	\$18.5	\$34.5
Provincial Oversight Costs	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$2.0
Subtotal SPS Costs	\$242.7	\$250.0	\$257.5	\$265.2	\$273.1	\$1,288.5	\$2,224.8
RCMP Operating Costs	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$334.2
Total	\$242.7	\$250.0	\$257.5	\$265.2	\$273.1	\$1,288.5	\$2,559.0

It is important to note that there is potential for considerable variability in the expected timeline for the required HR Plan approval and full RCMP demobilization. Prolonging the timeline beyond the nine-month approval process period and assumed demobilization period may result in costs being higher than shown above.

Summary of Comparative Ten-Year Policing Operating Costs

Comparing the results of Scenario #2 and #3, the analysis shows that continuing the transition to SPS results in estimated additional policing operating costs to the City of \$424.1M over the next ten years, as opposed to retaining the RCMP a POJ.

Table 4: Estimated Ten-Year Costs for Policing

Estimated Ten-Year Policing Costs (\$millions)	2023	2024	2025	2026	2027	5 Year Subtotal
<i>Scenario #3</i> Continuing Transition to SPS	\$234.5	\$268.8	\$276.3	\$253.4	\$237.5	\$1,270.5
<i>Scenario#2</i> Retaining RCMP as POJ	\$290.2	\$169.6	\$180.4	\$191.1	\$201.6	\$1,032.9
Difference – Cost/(Savings)	(\$55.7)	\$99.2	\$95.9	\$62.3	\$35.9	\$237.6

Estimated Ten-Year Policing Costs (\$millions)	2028	2029	2030	2031	2032	5 Year Subtotal	10 Year Total
<i>Scenario #3</i> Continuing Transition to SPS	\$242.7	\$250.0	\$257.5	\$265.2	\$273.1	\$1,288.5	\$2,559.0
<i>Scenario#2</i> Retaining RCMP as POJ	\$207.6	\$213.8	\$220.2	\$226.8	\$233.6	\$1,102.0	\$2,134.9
Difference – Cost/(Savings)	\$35.1	\$36.2	\$37.3	\$38.4	\$39.5	\$186.5	\$424.1

Table 5 includes Provincial proposed funding support of up to \$150.0M towards the costs of continuing the transition to SPS as POJ, contingent on the City accepting the Province's recommendation. It should be emphasized that this analysis has assumed that the City will receive the full funding support of \$150.0M from the Province.

The additional operating costs for continuing the transition to SPS are not fully offset by the Provincial funding amount. Additionally, based on available information, SPS would require a new training facility in order to deliver policing services to the City. The current estimated capital

Information released to the public on November 14, 2023.

construction cost for this facility is \$40.0M (excluding land). Based on current information, the City is not aware of any similar requests for major capital funding from the RCMP. Based on this analysis, a net shortfall of \$314.1M would still remain over the years 2023-2032 if the City were to continue the transition to SPS as presented in Table 5 below.

Table 5: Ten-Year Shortfall

Estimated Ten-Year Policing Costs Shortfall (\$millions)	10 Year Total
<i>Scenario#3</i> Continuing Transition to SPS	\$2,559.0
<i>Scenario #2</i> Retaining RCMP as POJ	\$2,134.9
Shortfall	\$424.1
Continuing Transition to SPS - Provincial Funding Received	(\$150.0)
Continuing Transition to SPS - Major Capital Requirement	\$40.0
Net Shortfall	\$314.1

Conclusion of Financial Analysis

The financial analysis conducted within this report does not assign a monetary value to potential contingencies due to variances relative to the assumptions used. Any additional funding requirements for contingencies will need to be considered as part of future Financial Plans.

Overall, the financial analysis conducted in this report, based on the assumptions described for each scenario, concludes that retaining the RCMP as POJ would cost the City \$2,134.9M over the years 2023 - 2032, whereas continuing the transition to SPS would cost \$2,559.0M over the same time period, representing a difference of \$424.1M. After deducting potential Provincial funding support of up to \$150.0M and including a \$40.0M major capital requirement for SPS, a net shortfall of \$314.1M remains.

In comparison to Corporate Report No. R224 presented in December 2022, the current analysis yields results that are consistent with the earlier analysis. The two key incremental differences are limited to the potential Provincial funding of up to \$150.0M and the \$40.0M major capital requirement for SPS.

This analysis does not contemplate the qualitative aspects of either SPS or RCMP policing services. Justification to support the “value for money” received by the City under either police force’s service delivery model is beyond the scope of this financial analysis.

City of Surrey - Surrey RCMP Monthly Detachment Monitoring and Reporting Framework

Purpose

The Monthly Detachment Monitoring and Reporting Framework (“framework”) provides an approach, in keeping with the Executive responsibilities laid out in the Municipal Police Unit Agreement (“MPUA”) for the Mayor to provide oversight and monitoring of the Surrey RCMP.

Authorities

The framework is built on and respects the operational authority of the Officer in Charge (“OIC”) with respect to matters of policing (art. 4.1) and the administrative obligations and authorities of the City under the MPUA to manage the activities of the Surrey RCMP Municipal Police Unit Detachment (“Detachment”).

The MPUA provides that the Mayor (referred to as the “CEO” in the MPUA) and their delegates should receive regular reporting from the OIC on financial, administrative and human resources matters (art. 5.5(a)(b) and 7). Further, the MPUA provides that the OIC will act under the lawful direction of the CEO (art. 5.4)

The OIC and the CEO may work together to review operational matters arising out of the provision of the Detachment (art. 17.1) the frequency and scope of which is subject to agreement between the OIC and the CEO. Appendix “II” contains excerpts from the MPUA with respect to the authorities noted above.

Context

In April 2023 and in response to submissions from the City and the RCMP, the Director of Police Services for British Columbia (“BC”) released a report which outlined conditions the City must satisfy if it chooses to maintain the RCMP as POJ. The Director's Report specified that the RCMP should establish a position of Senior Contract Officer to engage with the municipality on matters respecting administration of the MPUA.

The Director's Report further recommends the establishment of a Strategic Implementation Advisor (SIA), reporting to the Director of Police Services, to support the implementation of the plan to maintain the RCMP as POJ. This framework supports the City and the RCMP to fulfil the conditions outlined in the Director's Report.

Objectives

The objectives of this framework are to:

1. ensure executive oversight by the Mayor, as CEO of the MPUA;
2. monitor the restaffing of the Surrey RCMP detachment according to the commitment given to the Minister of Public Safety and Solicitor General in June 2022;
3. designate the General Manager, Community Services to oversee the framework for the City;
4. operationalize the mechanisms for operational and financial oversight built into the MPUA and embed these in City practices and procedures;
5. ensure ongoing communication and progress tracking during the restaffing of the Detachment;
6. provide clarity to the OIC and the Senior Contract Officer (if appointed); and
7. provide a forum to manage issues arising from the plan to maintain the RCMP as POJ and specifically the restaffing plan.

Participation by the RCMP and the City in implementation of the framework confirms agreement on these shared objectives.

Framework Elements

The framework comprises:

- monthly (in person) meetings of City designates and RCMP designates (OIC and Senior Contract Officer);
- reports to be prepared monthly by the RCMP and provided to the City in advance of the monthly meeting on the elements outlined in Appendix “I”;
- monthly meetings of RCMP and City finance staff to assess expenditures and revise budget forecasts as necessary;
- additional ad hoc meetings as required to address issues arising from the implementation of the plan to maintain the RCMP as POJ;
- additional reports and data as required or requested by the City; and
- collaborative preparation by the City and the RCMP of progress updates and other reports as required to be provided to Council and/or the Minister and his designates.

Together the elements outlined above comprise the framework. Each element is critical to the management of the Detachment during the implementation of the plan to maintain the RCMP as POJ.

The framework will be effective from the date that the last of either the City or the RCMP approves it in writing. The framework will be in effect until it is terminated through mutual agreement in writing by the City and the RCMP.

Changes to the framework will only be made through mutual agreement in writing by the City and the RCMP.

Meetings will happen in person at City Hall whenever possible, with virtual meetings on MS Teams occurring only in exceptional circumstances by mutual agreement.

Information shared between the RCMP and the City under the framework will remain confidential and protected per RCMP policy and shall be kept confidential by the City and by RCMP. Information shared to City designates of the CEO will not be otherwise distributed or available to other City staff unless they are directly involved in the work (e.g., City Finance staff) to support the plan to maintain the RCMP as POJ.

Implementing the Framework

The implementation of the framework will include the following activities.

1. The City will provide the OIC with a copy of the draft framework for review. Once City staff and the RCMP confirm the final content of the framework document each will confirm in writing their assent to its final contents and application. The Mayor/CEO will approve the final framework document and provide a letter to the OIC noting delegation of authority under the MPPA to their designates.
2. Following the finalization of the framework, the City will work with the OIC to put in place a schedule of regular monthly meetings to ensue these are booked for a year in advance. Attendees for these meetings will be confirmed by both parties. The meetings will happen in person at City Hall whenever possible but virtual meetings on MS Teams may occur in exceptional circumstances by mutual agreement.
3. Meetings between the finance staff of the City and the RCMP will also be scheduled monthly and for a year in advance. Attendees of these meetings will be confirmed by both parties. These meetings will involve specific reports further noted in Appendix "I".
4. The RCMP will prepare and finalize in consultation with the City a restaffing plan that will inform the implementation of the framework and be submitted to the Province per the Director's Report.
5. The RCMP will secure and appoint a Senior Contract Officer that, once appointed will participate in the monthly reporting and monitoring meetings. The RCMP will allocate resources as required to ensure data collection for the elements of reporting in Appendix "I" are in place and regular reports can be prepared.
6. The RCMP will also be responsible for ensuring the accuracy and completeness of the data included in the reports. Should errors or omissions in reports be identified after the fact, the RCMP will advise of corrections in the following month's meeting or before if the information is material in nature.

7. The City designates and OIC will communicate regularly between scheduled meetings to ensure that urgent or emerging issues requiring additional ad hoc meetings or reports are flagged early and additional work is appropriately scheduled respecting the resource constraints of both parties.
8. City staff will take the lead on administration of the framework and will be primarily responsible for scheduling of meetings and other administrative support for the framework.

Appendix “I”

Required Operational and Management Reports

The following are elements of monthly reports to be provided by the RCMP to the City designates per the framework. The reports will be specific to Detachment operations. Monthly totals as well as cumulative totals will be included for each report. The City will provide a template to support this reporting. Data will be aggregated and anonymized and will not provide individually identifying information (e.g., identifiable Regular Member human resources information) to ensure privacy.

- number of Regular Members operationally deployed
- number of hard and soft vacancies
- number of hard vacancies filled in the month by a Regular Member
- number of Surplus to Establishment (“STE”) full time equivalent positions utilized
- number of overtime hours accrued
- number of Regular Members accruing overtime
- number of Cadets onboarded to the Detachment
- number of SPS Operational Officers assigned to the Detachment
- number of SPS Operational Officers (FTEs for the month) actively deployed in the Detachment
- number of SPS Operational Officers (FTE) assigned to the Detachment but currently off duty sick (“ODS”) or on other short term leave in the month.
- number of SPS Operational Officers whose assignment to the Detachment has been terminated per the Assignment Agreement
- FTE utilization/headcount rate for the Detachment
- Number of SPS Recruits onboarded to the Detachment
- Number of SPS Recruits completing training and certified as Police Officer
- Summary of Progress including the number of and variance against targets set in the restaffing plan for the hiring of Regular Members through each of:
 - Experienced Police Officer Program (“EPOP”)
 - RCMP Cadet Program
 - “Patch-over” of Operational SPS Experienced Officers
 - “Patch-over” of Non-Operational SPS Experienced Officers
 - “Patch-over” of SPS Recruits
- number of SPS “Patch-over” officers of any kind assigned to additional training (e.g., PRTC equivalency courses)
- number of SPS “Patch-over” officers of any kind completing required additional training or onboarding and now a full Regular Member
- number of SPS “Patch-over” officers of any kind under “Mentoring”
- number of SPS “Patch-over” officers of any kind completing “Mentoring” period
- number of former SPS officers of any kind terminated or under disciplinary action by RCMP after “patch-over”

- Summary report on issues arising related to risks or mitigations activated by the RCMP should the targets of the restaffing plan not be met.
- Other operational or administrative reports as requested by the City in writing

Within the scope of the information it has available and is able to share, the City will provide the RCMP with updates on any issues arising with respect to timelines for SPS severance of sworn officers and planned cadence of terminating operational assignment of SPS Officers to the Detachment per the Assignment Agreement.

Required Financial Reports

The following reports relate to the financial management of the Detachment and the obligations of the City under the MPUA to fund Detachment operations. These reports will support monthly meetings of the finance staff of the City and the RCMP to monitor expenditures and budget forecasts. This work will support the City with preparation of budgets for adoption by Council on an annual basis and support the RCMP with preparation of its Multi-Year Financial Plans based on best available information.

While these reports will primarily relate to Detachment allocations and expenditures only, in some cases (e.g., contribution to the RCMP Lower Mainland Integrated Teams) RCMP data may include E-Division administrative or operational business lines where appropriate. As with operational reports, the data provided will detail monthly and cumulative totals for each period showing variance between budgeted and actual amounts. Data will be anonymized and aggregated to protect confidential human resource information of Regular Members.

- Value of expenditures on Regular Member FTE utilization/headcount
- Value of expenditures on STE
- Value of expenditures on Overtime
- Value and breakdown of costs (if any) related to transfer of Regular Members into or out of the Detachment
- Value of federal cost share for SPS Operational Officers (FTE) assigned to the Detachment
- Number and value of equipment purchases invoiced
- Number and value of equipment purchases scheduled (i.e., in midst of procurement or planned for procurement)
- Other financial reports as requested by the City in writing

Appendix “II”

Excerpts from the MPUA regarding authorities

Article 4.1

“The internal management of the Municipal Police Service, including its administration and the determination and application of professional police procedures, will remain under the control of Canada.”

Article 5.4

“The Member in Charge of a Municipal Police Unit will, subject to paragraph 3.4(c) and when enforcing the by-laws of the Municipality, act under the lawful direction of the CEO or such other person as the CEO may designate in writing.”

Article 5.5 (a) and (b)

“The Member in Charge of a Municipal Police Unit will:

- a) report as reasonably required to either the CEO or the designate of the CEO on the matter of law enforcement in the Municipality and on the implementation of objectives, priorities and goals for the Municipal Police Unit; and
- b) provide the CEO each month with the particulars of any new or outstanding complaints made against the Municipal Police Unit by any member of the public to the RCMP, all of which is subject to applicable laws; the form and substance of the particulars will be agreed upon by the Member in Charge and the CEO.”

Article 7

“7.1 In each Fiscal Year, in respect of the Municipal Police Unit, the Member in Charge will give to the CEO annual statements, and such additional statements as may be reasonably requested from time to time by the CEO, of the composition of the Municipal Police Unit that show or include:

- a) a current organization chart of the Municipal Police Unit;
- b) the location and function of all Members and Support Staff who are not casual employees;
- c) the location and function of all casual employees and temporary employees;
- d) the number of vacancies which represent positions with no-one assigned to the positions;
- e) the number of vacancies in which the assigned individual is on special leave and, where possible, including an indication of whether or not an additional individual has been assigned to backfill the position;
- f) the number of Members being deployed in surplus to the established strength; and in each case an explanation of changes since the previous statement.

7.2 For the purposes of human resource planning for the next Fiscal Year, the Member in Charge will consult with the CEO and obtain approval, or approval in principle, from the CEO on or prior to June 1 of each year for the number of Members required to maintain the level of policing service to be provided by the Municipal Police Unit as determined pursuant to subarticle 4.2.

7.3 The Member in Charge, upon receiving reasonable notice, will provide the Minister and CEO with any additional information, to the extent possible, relating to human resource and organizational planning of the Municipal Police Unit.”

Article 17.1

“The CEO and the Member in Charge may, in accordance with this article, undertake reviews of matters arising out of the provision of the Municipal Police Unit, and prior to initiating a Dispute under Article 20, the CEO and the Member in Charge should give due consideration to undertaking such reviews.”

Information released to the public on November 14, 2023.



SURREY POLICE UNION

100-15157 56th Avenue,
PO Box 39005, Panorama PO
Surrey, BC, V3S 9A7

May 30, 2023

Re: Individualized Human Resource Plans

Chief Constable Lipinski,

In April 2023, the Minister of Public Safety and Solicitor General Mike Farnworth placed the following binding condition on the City of Surrey's (the "City") request to change policing models: *"Individualized HR plans are put in place to ensure ongoing SPS deployment throughout the Surrey RCMP re-staffing and SPS dissolution."* The purpose of this letter is to confirm the mutual intention of the SPU and the SPB concerning the interpretation and application of Letter of Understanding D ("LOU D") dated March 14, 2022, and Letter of Intent ("LOI") dated November 16, 2022, as it relates to severance compensation for our members.

As contemplated in the LOI, *"LOU D was developed to support the cessation of SPS operations in a prompt manner and not to support the build of an alternative policing model for the City of Surrey."* Further, LOI clarifies that the *"benefit of the services of Employees is for the sole and exclusive benefit of the Surrey Police Board operating as SPS. No Employee is required to become an employee of the RCMP to exercise their rights under LOU D."*

In November 2022, the City voted to retain the Surrey RCMP, requiring a re-staffing and building of RCMP strength. Subsequent plans submitted by the City rely on our members to continue to perform policing services for the RCMP during this rebuilding period. Based on our mutual interpretation of LOU D, to obtain severance payments, our members would not be required to continue working while the RCMP rebuilds to operational strength. Therefore, if the Province approves the City of Surrey's plan to retain the Surrey RCMP, we expect that the SPB will expeditiously release SPU members in deployment to the Surrey RCMP and pay severance forthwith.

The uncertainty and instability caused by the City's intention to reverse the transition, compounded with numerous documented respectful workplace incidents at the Surrey RCMP, have caused our members incredible stress and irreparable harm. Ninety-five percent of SPU members voluntarily signed a pledge not to apply for employment with the Surrey RCMP. Reasons our members provided included unsafe staffing levels, a systemic lack of accountability, and a toxic work environment. We expect that virtually all our members will either seek employment outside policing or with a different municipal police agency. Therefore, we respectfully decline any request to participate in individualized human resource planning to support an alternate policing model with the RCMP as the POJ. We expect that if the City and Province cease the transition to the SPS, our members will promptly be relieved of their duties and provided with severance payments. Please contact me immediately if you disagree with the above interpretation of LOU D and LOI.

Yours truly,

Rick Stewart
President



MEMO

TO: **Surrey Police Board**

FROM: **Norm Lipinski, Chief Constable**

DATE: **November 21, 2022** FILE: **Sworn Members –
Confirmation of Letter of Intent**

The purpose of this memorandum is to inform the Surrey Police Board of the signing of a Letter of Intent between the Surrey Police Board and the Surrey Police, as directed by the Board. This Letter of Intent (Appendix I) supplements Letter of Understanding D (Appendix II).

The Letter of Intent aligns with the Chief Constable's Board Report on this matter, which was subsequently approved by the Board. In the signed version of the Letter of Intent, the Chief Constable clarified the requirement that deployed SPS Officers will be required to continue working under the command and control of the RCMP post May 31, 2023 if the Assignment Agreement is extended.

The Letter of Intent clarifies the existing language in Letter of Understanding D and adds no additional cost to the Board's existing working notice/severance requirements.

As communicated in other forums, "Employment terminations, whether through working notice, immediate severance, or a combination thereof, are forecasted at \$81.5M for existing/current employees."

Staff will present an information report on the Letter of Intent at the Closed Portion of the November 30, 2022 Board meeting.

A handwritten signature in black ink, appearing to be 'N. Lipinski', written in a cursive style.

Norm Lipinski, OOM, LLB, MBA
Chief Constable

Letter of Intent

Between:

Surrey Police Board (Employer)

- and -

Surrey Police Union (Union)

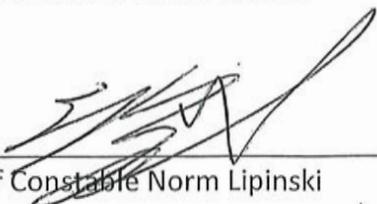
There have been recent discussions in various forums on the City of Surrey seeking to reverse the decision made by the Province of British Columbia (the "Province") to establish the Surrey Police Service ("SPS"). The Parties acknowledge that this has created uncertainty and stress for Employees, in particular those who left their previous employment and joined the SPS in good faith.

This purpose of this Letter of Intent is to confirm and clarify the mutual intention of the Employer and the Union with respect to the interpretation and application of Letter of Understanding "D" - Termination during the Policing Transition ("LOU D"). LOU D was developed to support the cessation of SPS operations in a prompt manner and not to support the build of an alternate policing model for the City of Surrey.

1. It is the mutual understanding of the Employer and the Union that all Employees are employed by the Surrey Police Board.
2. Further, the Employer and the Union agree that the benefit of the services of Employees is for the sole and exclusive benefit of the Surrey Police Board operating as SPS. No Employee is required to become an employee of the RCMP to exercise their rights under LOU D.
3. The Assignment Agreement and the Human Resources and Strategic Plan expire on May 31, 2023. After that date, the Employer may require Employees to perform policing services on behalf of or under the command and control of the RCMP.
4. If an Employee is required to work under the command and control of the RCMP subsequent to May 31, 2023, the Notice Period will be terminated. LOU D will begin when the Employee is no longer under the command and control of the RCMP.
5. The Parties agree that LOU D will be administered in a manner that considers the individual circumstances of the Employees, in order to implement LOU D in a manner that is respectful and compassionate.

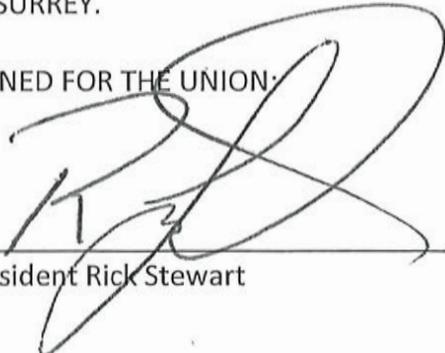
DATED this 16th day of November, 2022 in the CITY OF SURREY.

SIGNED FOR THE EMPLOYER:



Chief Constable Norm Lipinski

SIGNED FOR THE UNION:



President Rick Stewart

Letter of Understanding "D"

between

THE SURREY POLICE BOARD

and

THE SURREY POLICE UNION

Termination during the Policing Transition

1.1 For the purpose of this Letter of Understanding (LOU), the definitions of the 2022-2024 Collective Agreement between the Surrey Police Board and the Surrey Police Union apply.

1.2 For the purposes of this LOU only, the following definitions shall apply:

"Notice of Termination" means written notification by the Employer to the Union and to each individual Employee of the cessation of operation of Surrey Police Service.

"Notice Period" means the period of time from Notice of Termination to the Employee and the Employee's last day at work.

"Policing Transition" is the transition from the RCMP to Surrey Police Service in delivering policing responsibilities for the City of Surrey.

"Severance" means the severance payment made in lieu of the Notice Period or part of the Notice Period.

1.3 This LOU expires on December 30, 2024, given that the Parties agree to an article to be included in the renewal Collective Agreement on layoffs.

1.4 During the Policing Transition, in the event there is a decision to cease or reverse the transition to Surrey Police Service, the Employer agrees to provide at least eighteen (18) months' Notice of Termination to the Union and Employees, amounting to an eighteen (18) month Notice Period. During the Notice Period, the Employer, in its sole discretion, may:

1.4.1 require the Employee to continue with the Employee's duties, assignment, tasks, or projects;

1.4.2 assign the Employee to other duties, assignments, tasks, or projects, provided they are reasonably consistent with the Employee's ability and responsibility at the time of the Notice of Termination or upon a reasonable amount of training, and/or

Letter of Understanding "D" (Continued)

- 1.4.3 excuse the Employee from performing their duties and provide Severance as detailed below.
- 1.5 An Employee will not be entitled to a Notice Period or Severance in the case of:
 - 1.5.1 Employees who were hired without Recognized Policing Service. Such Employees will receive the notice and/or pay in lieu per the *Employment Standards Act*,
 - 1.5.2 termination for just cause, including not accepting other duties, assignments, tasks, or projects as detailed above in 1.4.2,
 - 1.5.3 non-completion of the probationary period for unsatisfactory performance, or
 - 1.5.4 voluntary resignation or voluntary retirement.
- 1.6 Employees who are not active in the workplace when their Notice of Termination is issued (e.g. on leave) will be deemed to have received the Notice of Termination and the Notice Period will be deemed to be effective.
- 1.7 If the Employer excuses the Employee from performing their duties during the Notice Period, the Employer shall provide them with Severance. Severance shall be the value of base, and straight time wages (not including overtime, premiums associated with being actively at work, and other premiums) that the Employee would otherwise be entitled to for the portion of the Notice Period from which the Employee has been excused. Municipal Pension Plan Contributions will continue. The Employee will be provided with fifteen percent (15%) premium on the Severance in lieu of benefits. Severance will be paid as salary continuance on regular pay periods.
- 1.8 An Employee who is in receipt of Severance and subsequently obtains work as a Police Officer, must immediately notify the Employer. Their remaining Severance payments will be reduced by fifty percent (50%).
- 1.9 Nothing in this LOU restricts the Employer's ability to extend the Notice Period once it is issued without having to restart the eighteen (18) months.
- 1.10 During the Notice Period the Employer may rescind the Notice of Termination by written notice to the Union. The Parties will resume as if the Notice of Termination was not provided.
- 1.11 This LOU will be replaced by an Article on Reduction of Workforce and Layoffs in the first renewal Collective Agreement as negotiated by the Parties.
- 1.12 Prior to delivering Notice of Termination, the Employer will provide 60 days' notice to the Union. This Article will not be interpreted as prohibiting the Employer from communicating its intentions to issue Notice of Termination to the Union or Employees.

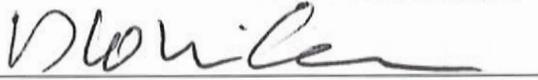
Letter of Understanding "D" (Continued)

1.13 The Parties agree to negotiate such factors as compensation, payment upon termination, retraining, benefits continuation, and retirement bridging. Disagreements surrounding these negotiations are settled through interest arbitration pursuant to the *Fire and Police Service Collective Bargaining Act*, RSBC 1996, c 142. The Parties agree that employment service for these discussions shall be Recognized Policing Service, not service with the Employer.

1.14 This LOU forms part of and is incorporated into the Collective Agreement for the purposes of the grievance and arbitration provisions only.

DATED this 14 day of March, 2022 in the CITY OF SURREY,

SIGNED FOR THE SURREY POLICE BOARD:

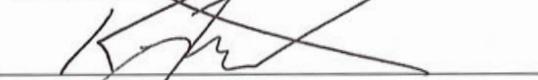


Chair



Vice Chair

SIGNED FOR THE SURREY POLICE UNION:



Rick Stewart, President



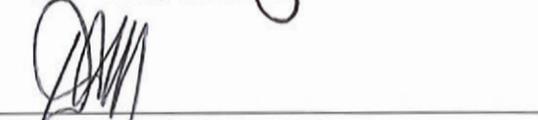
Clayton Ennis, Vice President



Rachel Oueis, Secretary



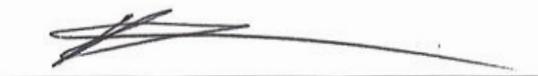
Ryan Buhrig, Treasurer



Darin Sheppard, Director



Jeff White, Director



Brendan Charna, Director

June 13, 2023

CONFIDENTIAL

Terry Waterhouse
General Manager, Community Services
13450 104 Avenue
Surrey, BC

Dear Terry,

Re: Surrey Police Board Response to City of Surrey Letter dated June 9, 2023

The Surrey Police Board has received the letter you sent to Chief Constable Lipinski (“Letter from Surrey Police Union regarding interpretation of Letter of Understanding D dated March 14, 2022”).

The Surrey Police Board remains committed to its responsibilities to public safety and policing under the *Police Act*. We continue to take the steps needed to ensure a successful policing transition, whichever model the Provincial Government confirms in the near term.

In its reports to the Province, the Surrey Police Board has consistently identified the potential severance costs for ending the operations of Surrey Police Service as being \$81 million. Nothing in the clarification of Letter of Understanding D (i.e., the Letter of Intent) changes that obligation. We caution the City of Surrey from relying on the Surrey Police Union’s letter.

The Surrey Police Board continues to direct the Chief Constable to support City staff’s work to prepare a report for Council. Once the Province has made its final review of the Surrey Policing Transition, the Board will direct the Chief Constable and staff to meet with City staff to further define the transition plan.

Respectfully,

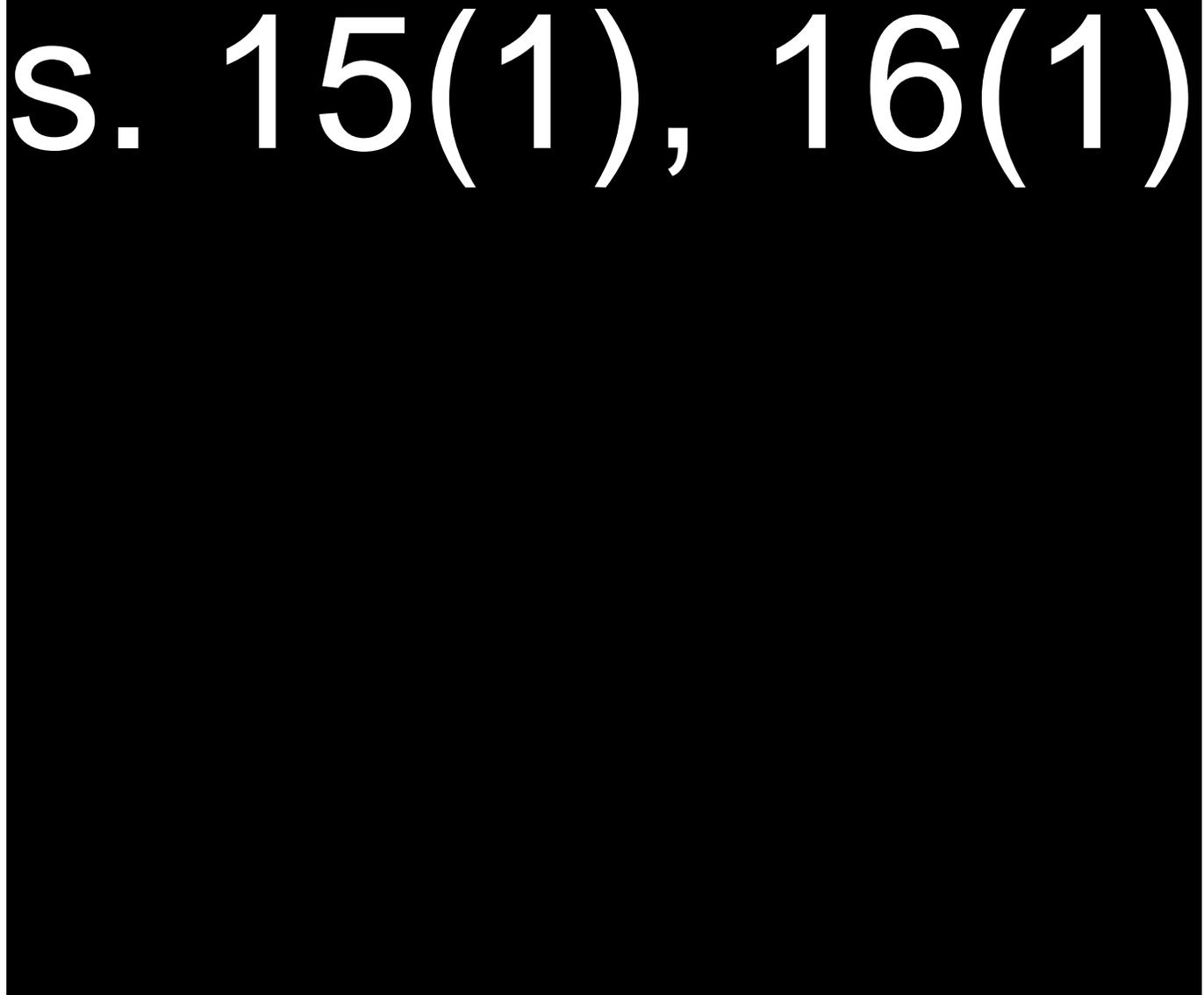


Jessie Sunner
Vice Chair
Surrey Police Board

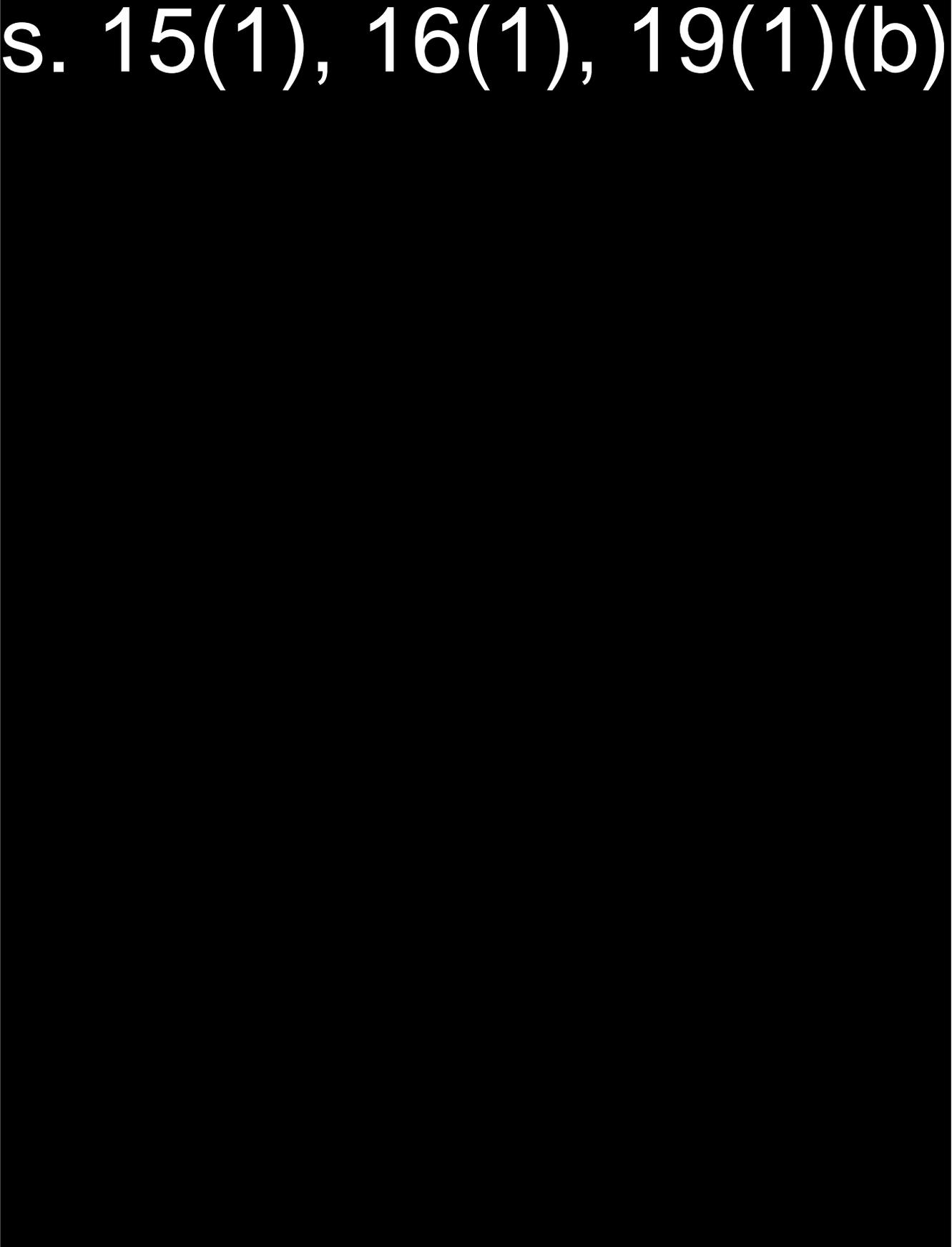
c.c. Chief Constable Lipinski
Vincent Lalonde, City Manager
Kam Grewal, General Manager, Finance
Jamie Lipp, Assistant Deputy Director of Police Services

	s. 13(1), 15(1)(a), 16(1), 19(1)(b)
Category / IT Capability	
s. 15(1), 16(1)	
s. 15(1), 16(1)) Systems	
Radio Systems	
s. 15(1), 16(1)	
<u>Policies & Procedures</u>	
Operational Support Model, Tools & Resources	
Operational Policies	
Operational Procedures	
Certifications s. 15(1), 16(1)	
<u>Policing Operations</u>	
Business & Crime Analytics systems s. 15(1)	
Police Investigations Applications	
Vehicle Systems & IT Support	
Police Operational Systems & Equipment	
Provincially Mandated Systems s. 15(1), 16(1))	
s. 15(1), 16(1) Systems & IT Support	
s. 15(1), 16(1) & IT Support	
<u>Administrative - SPS</u>	
Citizen Centric Applications s. 15(1), 16(1))	
Public Safety Programs s. 15(1), 16(1))	
Workforce Management s. 15(1), 16(1))	
Administrative Human Resources Applications	
Professional Standards Applications & Tools	
Information Technology Service Management s. 15(1), 16(1))	
<u>Administrative - Leveraging City of Surrey Systems</u>	
Finance Management System	
Human Capital Management	
Public Websites	
s. 15(1), 16(1) Asset Management	
Point of Sale	
Surrey Police Board Systems & Support	
<u>IT Infrastructure</u>	
Data Centre Equipment	
Data Centre Management & Systems Security Software	
Network & Network Security Equipment and Services	
Telephony Systems (Administrative and mobile phones)	
End User & Business Software	
End User Devices & Equipment	
Backup Sites & Systems	
<u>Facilities</u>	
IT Infrastructure	
Video Recording s. 15(1), 16(1))	
Facility Conversion (RCMP --> SPS)	
Facility Support Systems	

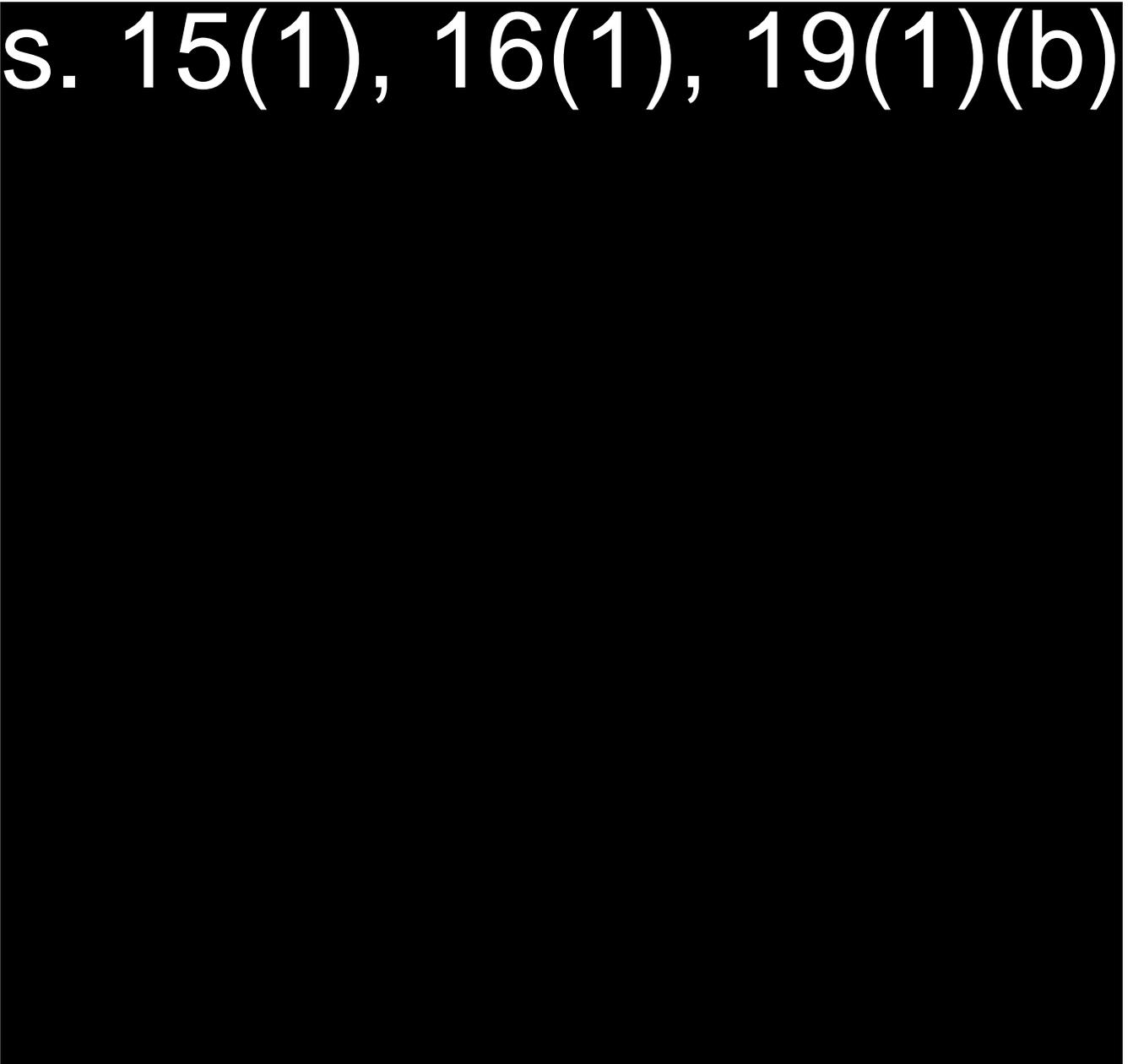
S. 15(1), 16(1)



s. 15(1), 16(1), 19(1)(b)



s. 15(1), 16(1), 19(1)(b)



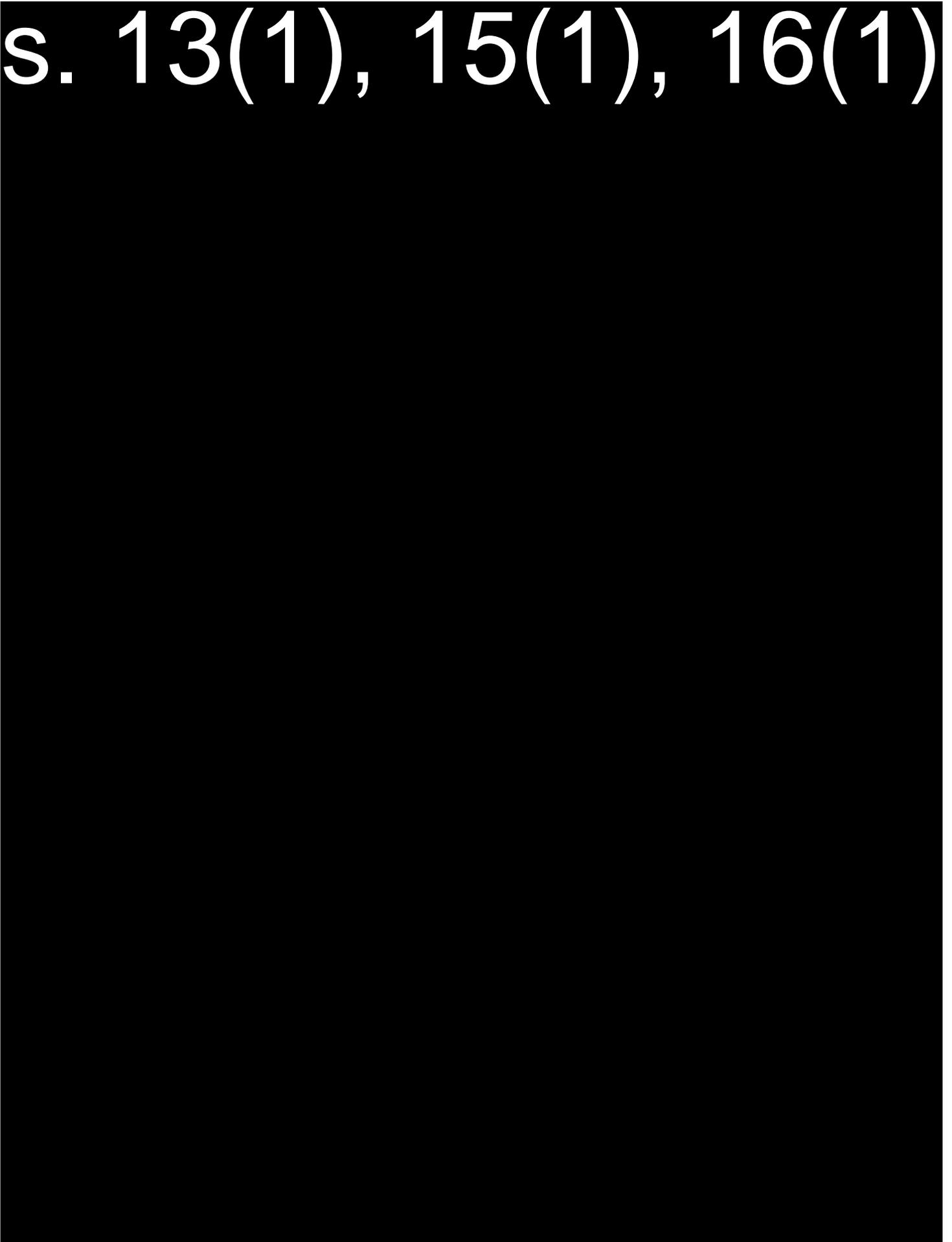
s. 15(1), 16(1)

S. 15(1), 16(1)

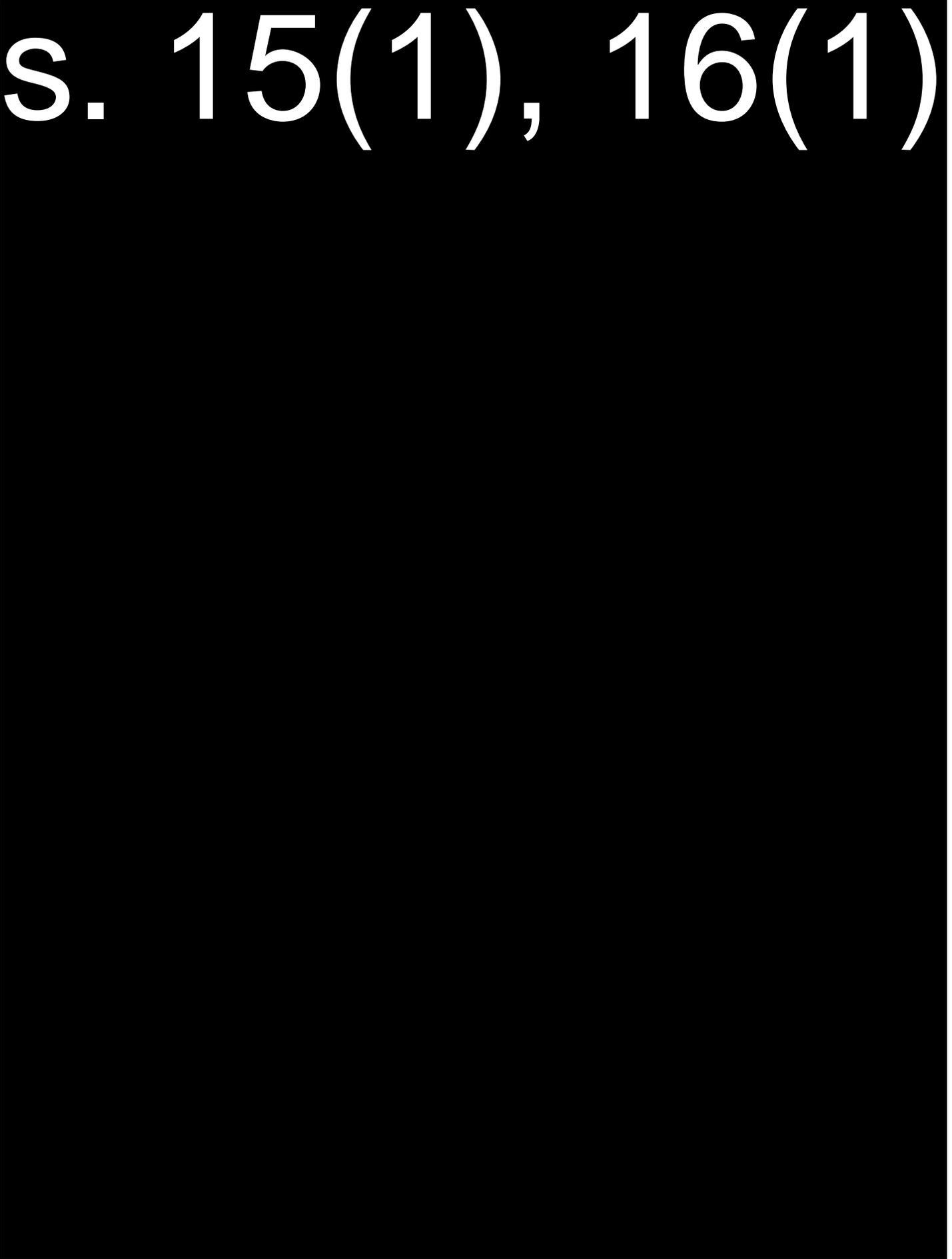
S. 15(1), 16(1)

s. 15(1), 16(1)

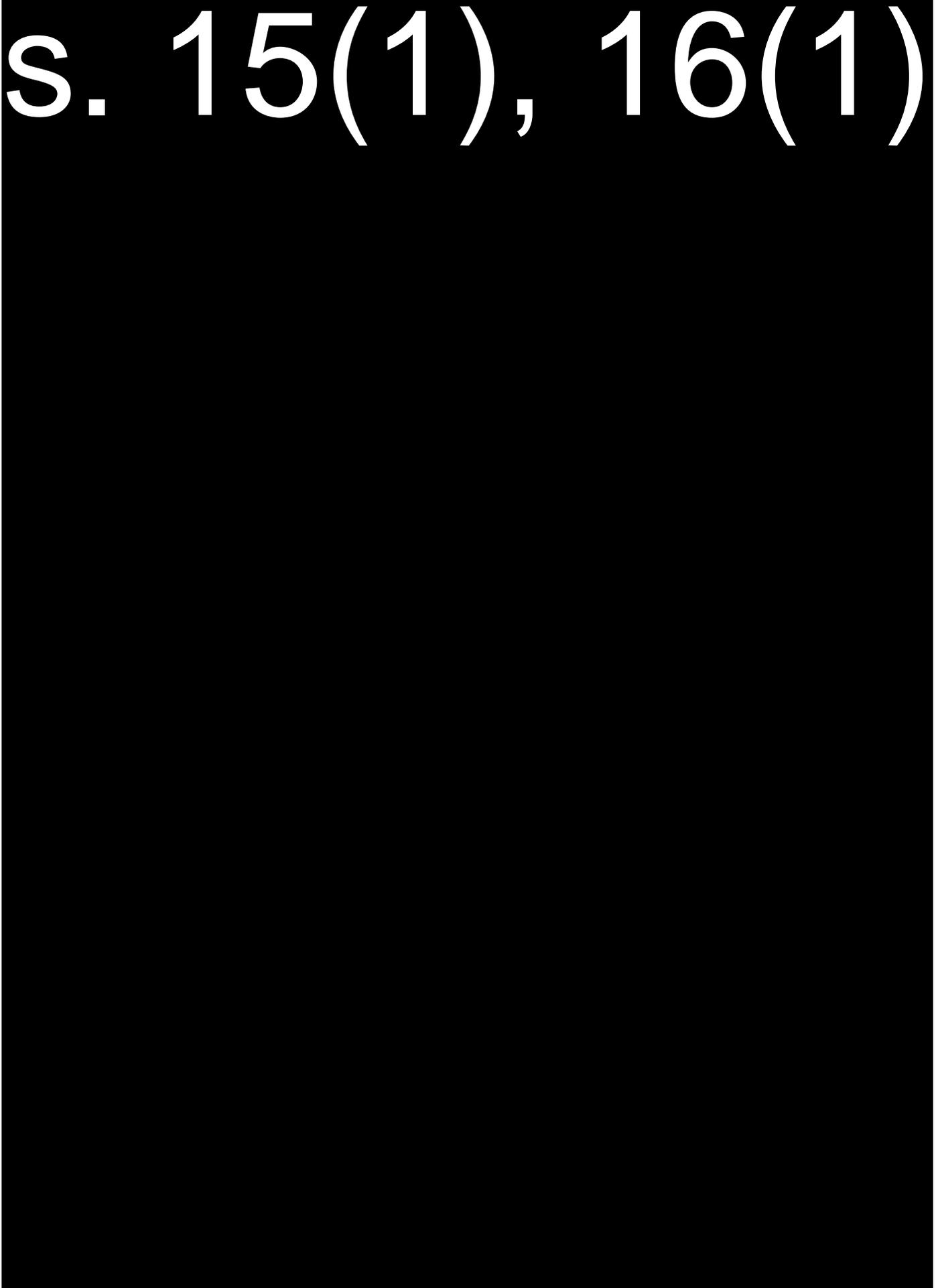
s. 13(1), 15(1), 16(1)



s. 15(1), 16(1)



s. 15(1), 16(1)



s. 13(1), 15(1), 16(1), 22(1)

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s. 13(1), 15(1), 16(1), 22(1)

Information released to the public on November 14, 2023.

Policing Surrey Project (PSP) - Confirming the Path Forward Workplan - overview	Accountable Party	2023												20		
		< Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar		Apr	May
Deliverables / Tasks / Milestones		6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
Surrey policing model	Various															
◆ Selected to Maintain RCMP as PoJ for Surrey policing model and communicated decision to Minister	Council	14-Nov														
Provided direction to the City to finalize the Plan to Maintain RCMP as PoJ	Council	12-Dec														
Submitted the Plan to Province for review and endorsement	City	15-Dec														
Received Minister's request for supplemental information	City	27-Jan														
Submitted supplemental report to Minister	City	22-Feb														
◆ Communicated Province's recommendations on the future of policing Surrey to the Council with supplemental conditions on decision pathways.	Province	28-Apr														
Determining the Path Forward for Policing Surrey	City															
Present a corporate report to the Council with a feasibility analysis of the two pathways including how the City and others will meet the conditions set forth.	City															
◆ Determine the path forward based on the options in the corporate report: Maintain the RCMP as PoJ and dissolve SPS/Board, or Continue the path to SPS as PoJ	Council															
a) Provincial Conditions (PC) and City Requirements (CR) to maintain RCMP as PoJ and dissolve SPS/Board	Shared															
Finalize RCMP as PoJ Workplan and fulfill obligations	City															
<i>Consult with Indigenous Peoples (PC)</i>	City, RCMP															
<i>Revised RCMP Restaffing Plan with consideration of Provincial Business Lines (PC)</i>	RCMP															
<i>Appoint a Strategic Implementation Leader (PC)</i>	City, Province															
<i>Create individualized HR plans for SPS Officers and SPS Civilian Staff (PC)</i>	City, SPS															
<i>Submit the Revised Plans to Province (PC)</i>	City															
<i>Appoint a Senior Contract Officer (PC)</i>	RCMP															
<i>Appoint a Senior Transition Leader (PC)</i>	RCMP															
<i>Establish Governance Approach and Delegated Authorities (CR)</i>	All Parties															
<i>Agreement on Board resolutions and collaboration (CR)</i>	City, SPB															
<i>SPS Dissolution Plan (CR)</i>	Province, SPB, City															
<i>Board Dissolution Plan (CR)</i>	Province, City															
<i>Revise a Five Year Financial Plan with budget assumptions and analysis (CR)</i>	City, RCMP															
b) Provincial Conditions and City Requirements to continue the path to SPS as PoJ	Shared															
Finalize SPS as PoJ Workplan and fulfill obligations	City															
<i>Consult with Indigenous Peoples (PC)</i>	City															
<i>Appoint a Strategic Implementation Leader (PC)</i>	City															
<i>Appoint a Senior Transition Leader (PC)</i>	RCMP															
<i>Establish Governance Approach and Delegated Authorities (CR)</i>	All Parties															
<i>Develop the RCMP Demobilization Plan (CR)</i>	RCMP															
<i>Obtain access to SPS HR Information (CR)</i>	City HR															
<i>Collaborate on budget monitoring (CR)</i>	TBD															
<i>Obtain funding commitment from Province (CR)</i>	City Finance															
<i>Obtain commitment for Phase 2 legal mechanisms from the federal gov't (CR)</i>	TBD															
<i>Receive financial support from Province (CR)</i>	City Finance															
<i>Revise budget assumptions and projections (CR)</i>	City Finance															
Develop and submit the " Policing Surrey Path Forward Plan " to Province	City/Council															
◆ Endorse Council's path forward plan	Province															

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Policing Surrey Project (PSP) - Option A - RCMP as PoJ Workplan	Accountable Party	2023												20
		Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	
<i>Workstreams / Phases / Deliverables / Tasks</i>		1	2	3	4	5	6	15	8	9	10	11	12	
<i>Execute each workstream and its phases in parallel to accomplish deliverables and tasks in a timely and cost effective manner respecting due process and rights</i>	All Parties													
Workstream 1 - City Governance, Administration, Oversight, and Reporting														
PLANNING														
Consultation with Indigenous Peoples	City													
Seek advice from Surrey Urban Indigenous Leadership Committee (SUILC) and/or Sacred Waters Development Corporation and/or engage 1:1 with Semiahmoo, Katzie, Kwikwetlem, Kwantlen, Qayqayt and Tsawwassen First Nations, on Engagement Plan for maintaining the RCMP as POJ	City													
Establish an advisory group	City, RCMP													
Engage on priorities with rights holders and other groups	City													
Collaborate with and obtain feedback from the advisory bodies and rights holders on the City transition plan and processes	City													
Align on policing models in Indigenous communities under the First Nations and Inuit Policing Program (FNIPP)	RCMP, Province, Canada													
Governance Approach and Delegated Authorities	Shared													
Draft Terms of Reference and scope of responsibilities for a Senior Contract Officer (SCO) & Senior Transition Leader (STL)	RCMP													
Draft Terms of Reference and scope of responsibilities for the Strategic Implementation Leader (the Leader)	City													
Appoint SCO and STL	RCMP													
Hire and install the Leader via the RFP process	City													
Establish a Joint Advisory Group (JAG - City Chair, Leader, SCO, STL, SPS Board)	All Parties													
HR Planning for SPS officers and civilian staff	Shared													
Create individualized HR Plans for SPS officers	SPS													
Collect HR, payroll, benefits, and collective agreement information for SPS civilian and sworn staff	City HR													
Create individualized HR Plans for SPS civilian staff	City/SPS													
Financial impact assessments, monitoring, and projections	City Finance													
Align SPB provisional budget to maintain SPS through interim management period	SPS/SPB													
Receive revised RCMP Multi-Year Financial Plan (MYFP) in accordance with RCMP restaffing plan	RCMP													
Align 2023/24 City budget processes to maintain the RCMP as PoJ and revised MYFP from RCMP	City													
Place mechanisms to mitigate severance liabilities where possible (w/ City HR and Legal)	City													
Confirm financial controls to manage SPS expenditures	City													
Plan financial obligations for any legal indemnification of SPS staff	City, SPB													
Analyze financial impact on policing operations budget	City													
Budget Monitoring Group to meet regularly	City													
Maintain and enhance public confidence in RCMP as POJ (short and long-term)	City													
Develop and implement (with RCMP) a communications plan to s. 15(1), 16(1)	City, RCMP Communication													
Review SPS activities regarding community engagement and communications and provide information to RCMP regarding efforts that could be further extended by RCMP	City													
Strategic planning and administration of MPUA	City													
Confirm cadence, approach, and mechanisms for administration and engagement between City and RCMP provided for in MPUA - set regular meetings/process for reporting	City													
Confirm and implement RCMP Accountability and Reporting Framework under MPUA, working with SCO	City, RCMP													
Confirm and communicate Council Priorities, Goals and Objectives annually to RCMP	City													
Support RCMP annual Strategic Planning processes and community engagement (as needed)	City													
Legal support and guidance	City													

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Policing Surrey Project (PSP) - Option A - RCMP as PoJ Workplan	Accountable Party	2023												20
		Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	
Revoke Termination of MPUA - via letter to relevant authorities	Legal													
Confirm and communicate Authorized Strength to Province through Annex A letters	Legal													
Create and confirm mechanisms to s. 17(1)(d) liabilities where possible (w/ City Finance and HR)	Legal													
Support outstanding obligations and legal indemnification of SPS staff	Legal													
Support governance and accountability mechanisms arising from MPUA and Implementation Leader Terms of Reference	Legal													
Provide support if legal obligations arise from organizations' dissolution process	Legal													
Consider City obligations with respect to records owned and created by the SPB and SPS	Legal													
Collaboratively agree with the Board, resolutions that it will need to put forward regarding dissolution of the SPS and Board	Legal													
Facilitate termination of s. 17(1)(d)	Legal													
Facilitate asset transfer agreements as required to support dis-establishment of SPS	Legal													
Seek confirmation from BC that the BC - Canada MOU is extended	Legal													
Ensure BC-City MoU is s. 15(1) (MoU extension will be required for SPS Assigned Officers to continue beyond this date)	Legal													
Provide written notice to City, SPS, RCMP and SPB regarding extension of the Assignment Agreement s. 17(1)(d) (AA extension will be required for SPS Assigned Officers to continue beyond this date)	RCMP/SPS													
Provide 90 days written notice to SPS and other parties to the Assignment Agreement regarding termination of the Assignment Agreement (90 days prior to the last SPS Assigned Officer's assignment being discharged - not before)	Legal													
Implementation oversight	City													
Extend existing legal frameworks for the interim period until SPS is dissolved	All Parties													
Confirm that the existing Assignment Agreement terms are sufficient to effect demobilizations of SPS Assigned Officers through withdrawal/termination of assignment processes	JAG													
Convene a multi-agency Delivery Team to manage PSP and provide implementation oversight for all workstreams	Leader													
PSP planning, resourcing, and approval	City													
Develop a detailed project management plan per scope and direction from the Implementation Leader	Delivery Team													
Allocate a capital budget to fund the project activities, resources, contracts and other	Finance													
Provide project management plan sign-off	Leader													
Reversal of City staff secondments and release of contractors	City													
s. 17(1)(d)	City													
Close non-essential contractor staff contracts	Procurement													
IMPLEMENTATION OVERSIGHT														
Project management	City													
Execute the project management plan in parallel workstreams to achieve goals and objectives in a timely and cost effective manner respecting due process and rights	Delivery Team													
Ongoing financial support	City													
Segregate SPS procurement contracts to support SPS IM Plan	Finance													
Implement new manual and automated processes where required to manage SPS expenditures	Finance													
Update City asset register as the City acquires or otherwise disposes of SPS IT assets	Finance													
Maintain and enhance public confidence in RCMP as POJ (short and long term)	City													
Provide updates to Public Safety Committee to highlight implementation progress and service delivery of RCMP	City													
Prepare and promote communications assets (fact sheets, social media posts, images, videos etc.) for campaign via City and RCMP communication channels	City													
Civilian restaffing plan to fill Police Support Services and/or City positions	City													

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Policing Surrey Project (PSP) - Option A - RCMP as PoJ Workplan	Accountable Party	2023												20
		Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	
Establish a new successorship agreement with CUPE 402	City HR													
Develop/update HR Policy to open recruitment pathways for SPS unionized and exempt staff to return back to Police Support Services or City positions (new or existing)	City HR													
Place mechanisms to S. 17(1)(d) where possible (w/ City Finance and Legal)	City HR													
Document non-standard recruitment and onboarding process modifications where required	City HR													
Onboard SPS civilian staff as Police Support Services or City positions	City													
Prepare and promote career opportunities with S. 17(1)(d)	RCMP HR													
Initiate recruitment and onboarding processes	RCMP HR													
Port SPS HR and payroll employee records back into City's HR system, if required	RCMP HR													
Facilities remediation plan	City													
Develop a facilities transfer plan for City / RCMP occupancy	Facilities													
Assess facilities remediation and office refurbishing cost	City Finance													
Provide ongoing facilities support and maintenance during SPS Interim Management period	City Facilities													
Refurnish and refit facilities for City / RCMP occupancy where required	City Facilities													
Financial impact assessment and support	City													
Allocate budget to support S. 15(1), 17(1)(d) sworn officer positions and required support services staff	City Finance													
Allocate funding for facilities remediation and refurbishing	City Finance													
MONITORING AND REPORTING														
Governance														
Receive direction from City GM and Community Services	Leader & JAG													
Receive direction from the Leader	Delivery Team													
Reporting														
Provide project status reports to the Leader	Delivery Team													
Provide project progress updates to the Joint Advisory Group	Leader													
Provide project progress updates to the City GM and Community Services	Leader													
Provide progress reports to the City Council	GM													
Provide progress updates to Surrey residents	Communications													
Monitoring, consultation and support														
Consult with and support the Leader with administrative and subject matter expertise resources (as required)	Various Depts.													
Monitor and report on communications efforts, earned media achieved and public perception of policing services	Communications													
Consult with City, Public Safety Canada and other parties where required	Leader													
CLOSURE														
Closure of financials														
Release remaining SPS and/or project funds back to City	City, SPS													
Issue notice of discharge to the Delivery Team, Implementation Leader, Advisory Board and Interim Board to wind down PSP	City													
Workstream 2 - RCMP Responsibilities, Obligations, Planning and Implementation														
PLANNING														
Revised RCMP restaffing plan														
Provide a detailed and revised RCMP officers restaffing plan without prioritizing Surrey RCMP restaffing over BC RCMP BLs	RCMP													
Provide a recruitment and placement plan to fill positions in the MPU to the mandated level	RCMP													
Confirm equipment needs S. 15(1) for Members	RCMP													
Revise the plan to demobilize operational SPS Officers deployed in the MPU including process and schedule to terminate assignments per the terms of the existing Assignment Agreement	RCMP													
Revise the plan to hire interested SPS Operational and Non-operational Officers along with experienced officers and recruits	RCMP													
Share the revised plans with the City	RCMP													

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Policing Surrey Project (PSP) - Option A - RCMP as PoJ Workplan	Accountable Party	2023												20
		Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	
Extend existing legal frameworks to facilitate SPS deployments during transition time	RCMP													
Provide Revised RCMP Multi-Year Financial Plan aligned to staffing and recruitment plans for 2023/24	RCMP													
Create new officer positions specific to Surrey RCMP detachment with priority hiring from the candidate pools	RCMP													
IMPLEMENTATION OVERSIGHT														
Onboard officers and cadets from 5 candidate pools	RCMP													
Start SPS officer, SPS recruit and cadet outreach through recruitment marketing channels	RCMP HR													
Candidate Pool 1: Hire and onboard interested SPS Operational Officers	RCMP HR													
Candidate Pool 2: Recruit, train and onboard qualified SPS Non-operational Officers	RCMP HR													
Candidate Pool 3: Recruit, train and onboard qualified SPS Recruits	RCMP HR													
Candidate Pool 4: Hire RCMP Cadets	RCMP HR													
Candidate Pool 5: Hire other experienced police officers to match the Authorized Strength	RCMP HR													
Awaiting RCMP's revised restaffing plan to further update this section...														
REPORTING														
Receive direction from the Leader	RCMP													
Provide status reporting to the Delivery Team	RCMP													
Workstream 3 - SPS Obligations, Interim Management, and Dissolution of SPS/Board														
PLANNING														
Alignment to PSP	SPB													
Maintain continuity of SPS Operational Officers for agreed upon period	SPB													
Freeze hiring of all SPS staff and officers indefinitely	SPB													
Reach consensus on the Policing Surrey Project plan	SPB													
Human resource planning	SPS,SPB													
Provide to the City detailed individualized HR plans for each SPS sworn and civilian employee	SPS													
Develop SPS HR Plan to discharge SPS officers, essential and non-essential staff, severance management, collective agreement management, discharge timelines and other factors	SPS													
Collaborate with City on management of severance obligations including working notice and financial planning	SPS													
Asset retirement, and information management planning	Shared													
Identify and assess non-essential procurement contracts	SPS													
Terminate non-essential procurement contracts	City Procurement													
Assemble external teams for restricted assets disposal, data custody, asset appraisals and asset auctions as required	Vendors via RFP													
Develop SPS Asset Retirement Plan for s. 15(1)	SPS													
Develop SPS Information Management (IM) Plan for information and data retention	SPS IT													
Develop SPS Information Technology (IT) Plan for technology decommissioning and disposal	SPS IT													
Inventory IT hardware and software assets	SPS IT													
Financial impact assessment and support	SPS													
Assess police asset disposal cost and recovery	SPS													
Assess SPS IT IM IT Plan and SPS Asset Retirement Plan implementation cost	SPS													
Assess outstanding s. 15(1) cost	SPS													
Asset retirement support	City													
Provide support for development of SPS IM Plan and SPS Asset Retirement Plan where required	Various Depts.													
IMPLEMENTATION														
Gradual discharge of officers and civilian staff	Shared													
Initiate SPS HR Plan for gradual layoffs	SPS & City HR													
Update HR and scheduling systems to manage staff offboarding	SPS & City HR													
Revoke access to internal and external systems and services, and access to fleet and facilities	SPS IT Ops													

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Policing Surrey Project (PSP) - Option A - RCMP as PoJ Workplan	Accountable Party	2023												20	
		Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun		
Recover, inventory, and secure S. 15(1) from discharged officers	SPS Office of Chief Constable (OCC)														
Recover end-user and computing devices and accessories	SPS IT Ops														
Close corporate cellular lines	SPS IT Ops														
Ccomplete offboarding checklists and processes for each employee	SPS, City														
Dispose restricted assets and services	Shared														
Sell, recycle or otherwise dispose off S. 15(1) assets per BC regulations	SPS														
Suspend fleet maintenance and fuel accounts	City Facilities														
Sanitize and transfer end-user IT assets	SPS														
Suspend and turn-off software services incurring regular subscription or license charges	IT Ops														
Execute the SPS IT IM Plan to retain user and system generated information from end-user devices and cloud services	IT Ops														
Enact data erasure on end-user computing devices and cloud services per SPS IM Plan	IT Ops														
Transfer asset ownership to the City	IT Ops														
Vacate occupied facilities	City														
Retire or reallocate security guard services at fleet storage facility	Procurement														
Acquire access of facilities back to City	Facilities														
REPORTING															
Receive direction from the Leader	SPB														
Provide status reporting to the Delivery Team	SPB														
CLOSURE															
Conclude enterprise software and cloud service assets in accordance to SPS IT IM Plan	SPS														
Decommission user productivity tools and enterprise applications	IT Ops														
Decommission application and management databases	IT Ops														
Decommission enterprise backup systems	IT Ops														
Decommission public websites, hosting, Intranet sites and document repositories	IT Ops														
Decommission security and management systems, and cloud monitoring services	IT Ops														
Conclude enterprise hardware assets in accordance to SPS IT IM Plan	SPS														
Decommission application and database servers - virtual and physical	IT Ops														
Decommission wired and wireless networks, and traffic management systems	IT Ops														
Decommission perimeter security, cybersecurity, VPN and management systems	IT Ops														
Decommission centralized network management systems and internet services	IT Ops														
Remove fixed data center assets S. 15(1)	IT Ops														
Sanitize and transfer all IT assets to City	IT Ops														
Terminate enterprise licenses, subscription, and contracts in accordance to SPS IT IM Plan	SPS														
Terminate enterprise and user S. 15(1)	IT Ops														
Terminate S. 15(1)	IT Ops														
Terminate vendor maintenance and support S. 15(1)	IT Ops														
Terminate S. 15(1)	IT Ops														
Transfer ownership of Board and SPS public domains to City for long-term retention	IT Ops														
Dissolve SPS and SPB	Joint														
Discharge remaining SPS staff	SPB														
Close legal formalities to dissolve SPB and SPS and discharge board members	S. 16(1)														
Issue outstanding payroll and vendor payments	Leader														

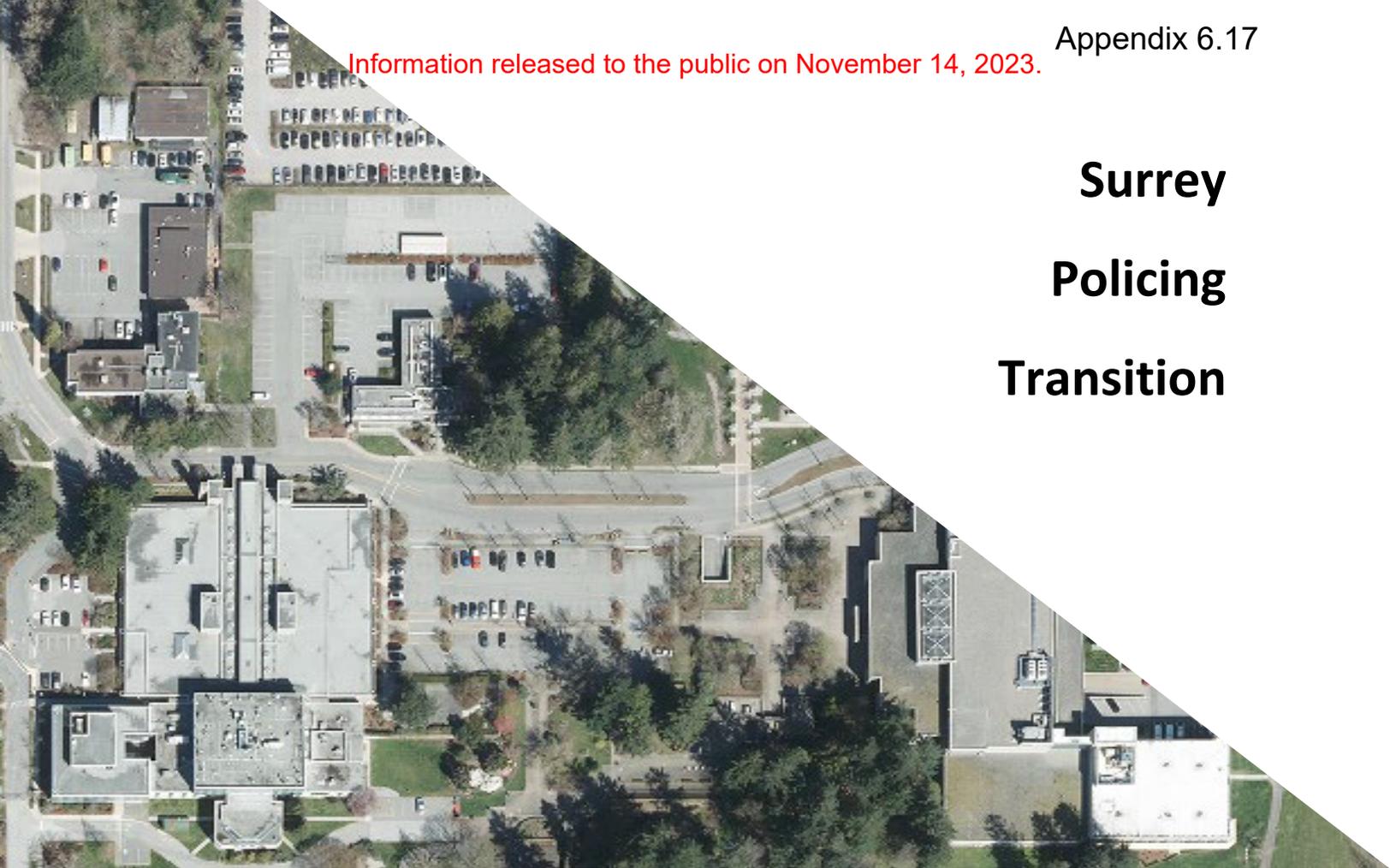
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Policing Surrey Project (PSP) - Option B - SPS as PoJ Workplan	Accountable Party	2023												20
		Jul 1	Aug 2	Sep 3	Oct 4	Nov 5	Dec 6	Jan 15	Feb 8	Mar 9	Apr 10	May 11	Jun 12	
Phases / Deliverables / Tasks														
PLANNING														
Consultation with Indigenous Peoples														
Seek advice from Surrey Urban Indigenous Leadership Committee (SUILC) and/or Sacred Waters Development Corporation and/or engage 1:1 with Semiahmoo, Katzie, Kwikwetlem, Kwantlen, Qayqayt and Tsawwassen First Nations, on Engagement Plan for continuing transition to SPS as PoJ	City													
Establish an advisory group	City, RCMP													
Engage on priorities with rights holders and other groups	City													
Collaborate with and obtain feedback from the advisory bodies and rights holders on the City transition plan and processes	City													
Align on policing models in Indigenous communities under the First Nations and Inuit Policing Program (FNIPP)	RCMP, Province, Canada													
Governance Approach and Delegated Authorities														
Draft Terms of Reference and scope of responsibilities for the Strategic Implementation Leader (the Leader)	City													
Draft Terms of Reference and scope of responsibilities for RCMP Senior Transition Leader (STL)	RCMP													
Appoint the RCMP STL	RCMP													
Hire and install the Leader via the RFP process	City													
Establish a Joint Advisory Group (JAG - City Chair, Leader, STL, SPS Board)	All Parties													
RCMP staff demobilization plan														
Present a multi-year officer and police support services staff demobilization plan	RCMP													
Obtain access to RCMP S. 15(1)	City HR													
More details go here...														
Interim access for SPS to select RCMP IT assets per outstanding MoU														
Provide RCMP S. 15(1)	RCMP													
Provide SPS access to Surrey RCMP datamart data repository until SPS is the PoJ	RCMP													
More details go here...														
Funding, financial impact, monitoring, and projections														
Establish a Budget Monitoring Group to collaborate on budget monitoring	Finance													
Obtain funding commitment from Province	Finance													
Receive financial support from Province	Finance													
Revise budget assumptions and projections	Finance													
Align five year City budget processes to continue transition of SPS as PoJ	Finance													
Receive revised RCMP MYFP budget required during the RCMP demobilization plan	RCMP													
Confirm financial controls to manage RCMP expenditures	City, RCMP													
Analyze financial impact on policing operations budget	Finance													
Budget Monitoring group meets regularly	Finance													
Legal support and guidance														
Obtain commitment for Phase 2 legal mechanisms from the federal gov't (CR)	City, Province, Canada													
Seek confirmation from BC that BC-Canada MoU has been extended.	Legal													
Obtain extension of BC- City MoU for SPS Assigned Officers to continue beyond S. 15(1)	Legal													
Confirm and communicate Authorized Strength to Province	Legal													

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Policing Surrey Project (PSP) - Option B - SPS as PoJ Workplan	Accountable Party	2023												20		
		Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun			
Support governance and accountability mechanisms arising from MPUA and Strategic Implementation Leader Terms of Reference	Legal															
Facilitate extension of existing contracts, MoUs and other agreements	Legal															
PSP planning, resourcing, and approval	City															
Revise the existing project management plan per scope and direction from the Leader	Delivery Team															
Allocate a revised capital budget to fund the project activities, human resources, procurement, support and maintenance, and other	Finance															
Provide sign-off on the revised project management plan	Leader															
City staff secondments and contract resources	City															
Reinstate City IT staff secondments to SPS until SPS IT division is it becomes a self-sustaining body	IT															
Extend existing and/or request new proposals for contract resource installments for SPS Projects	City Procurement															
Extend existing and/or request new proposals for contract resource installments for SPS Operations	SPS Procurement															
IMPLEMENTATION OVERSIGHT																
IT Project management	City															
Continue execution of the project management plan under the direction of the Leader	Delivery Team															
A bunch of stuff goes here - to consult with Martin																
Ongoing financial support	City															
Segregate SPS procurement contracts to support SPS IM Plan	Finance															
Implement new manual and automated processes where required to manage SPS expenditures	Finance															
MONITORING AND REPORTING																
Governance																
Receive direction from City GM and Community Services	Leader & JAG															
Receive direction from the Leader	Delivery Team															
Reporting																
Provide project status reports to the Leader	Delivery Team															
Provide project progress updates to the Joint Advisory Group	Leader															
Provide project progress updates to the City GM and Community Services	Leader															
Provide progress reports to the City Council	GM															
Provide progress updates to Surrey residents	Communications															
Monitoring, consultation and support	City															
Consult with and support the Leader with administrative and subject matter expertise resources (as required)	Various Depts.															
Monitor and report on communications efforts, earned media achieved and S. 15(1)	Communications															
Consult with City, Public Safety Canada and other parties where required	Leader															
CLOSURE																
Closure of books and IT systems operational continuity	City															
Release remaining SPS and/or project funds back to City	Finance															
Transition ownership of all IT systems and services to SPS IT divisions as applicable	Delivery Team															

Surrey Policing Transition

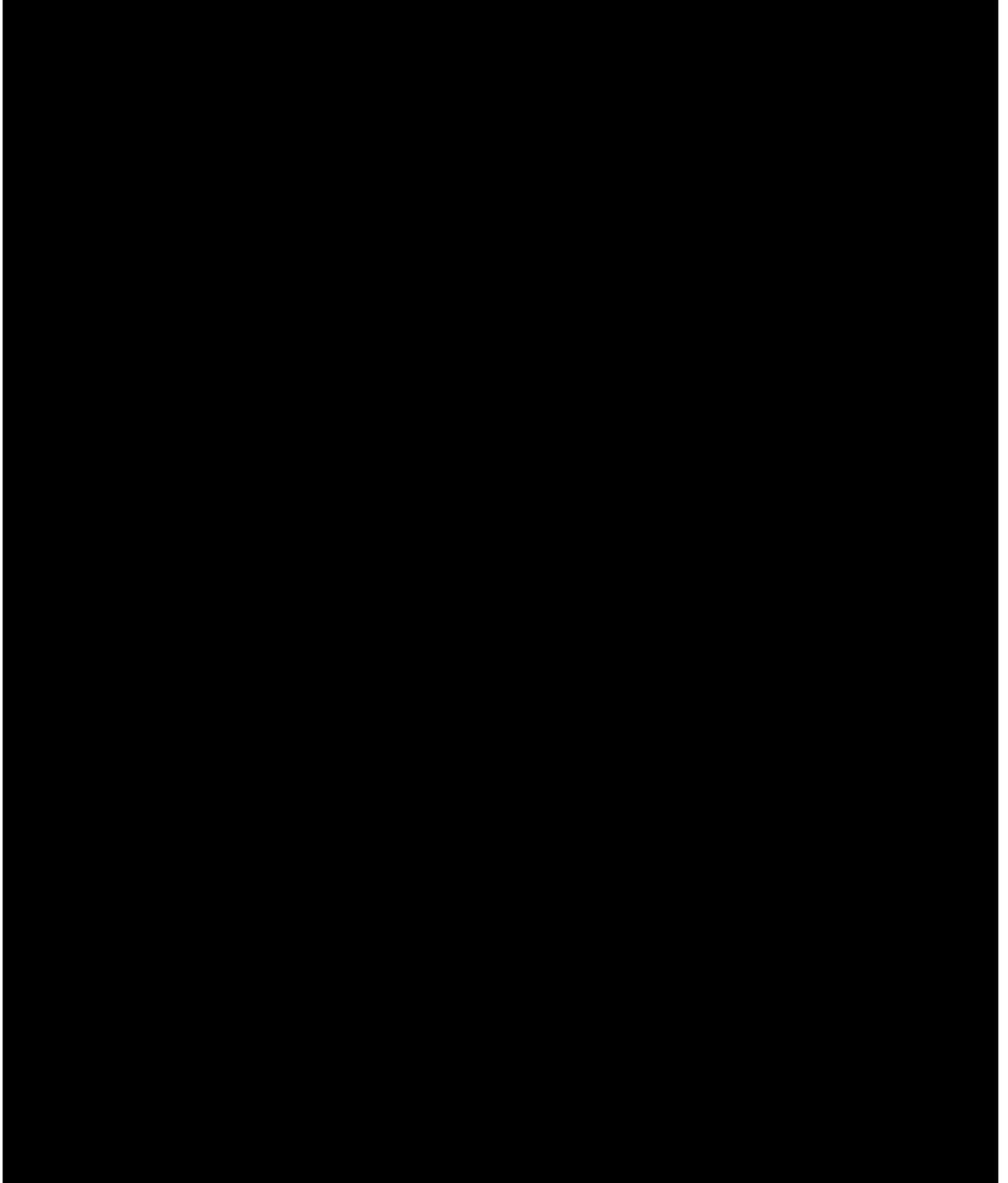


City of Surrey Police Support Services Civilian Transition Plan

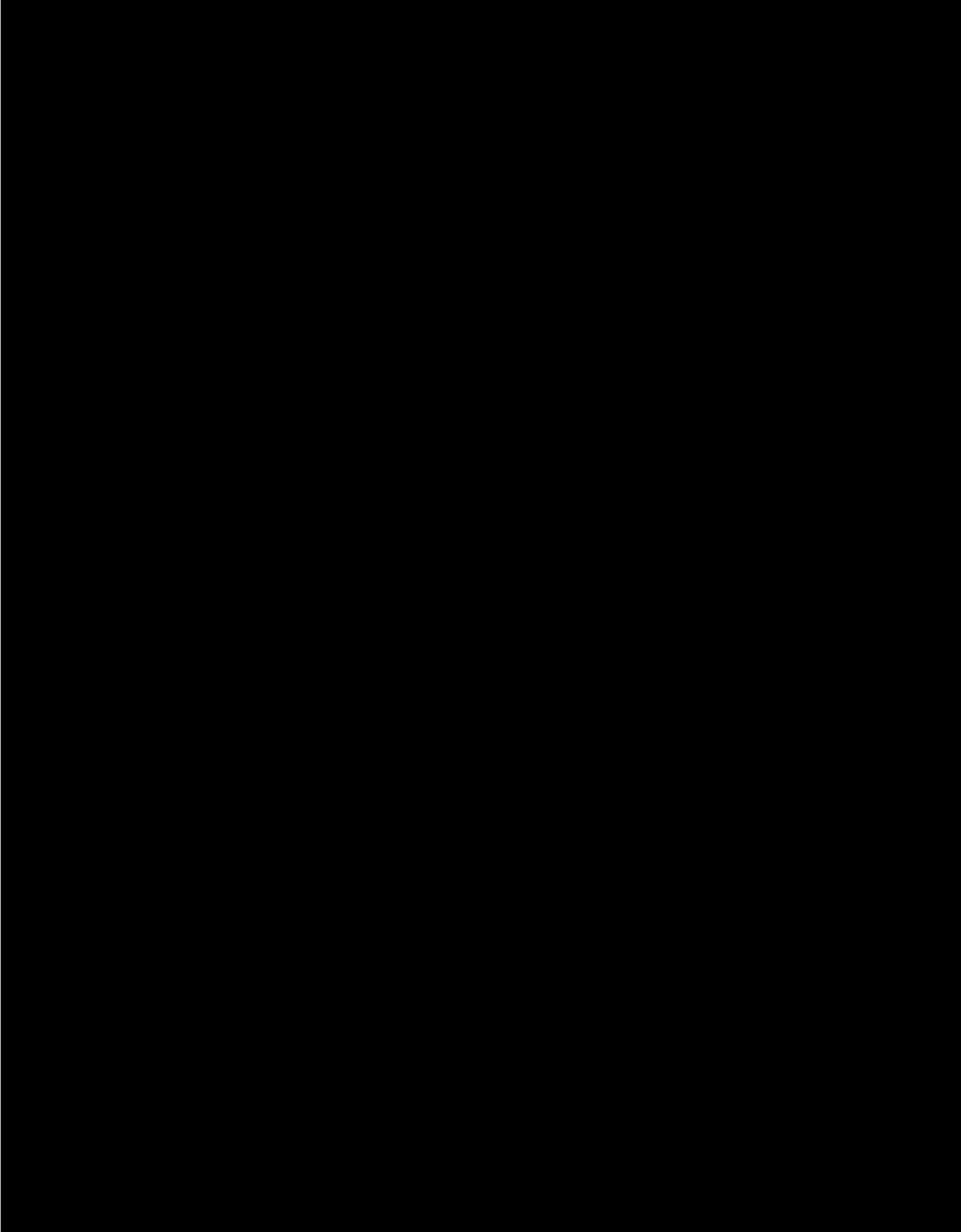
A plan to guide the transition of civilian support staff from
the City of Surrey to the Surrey Police Board



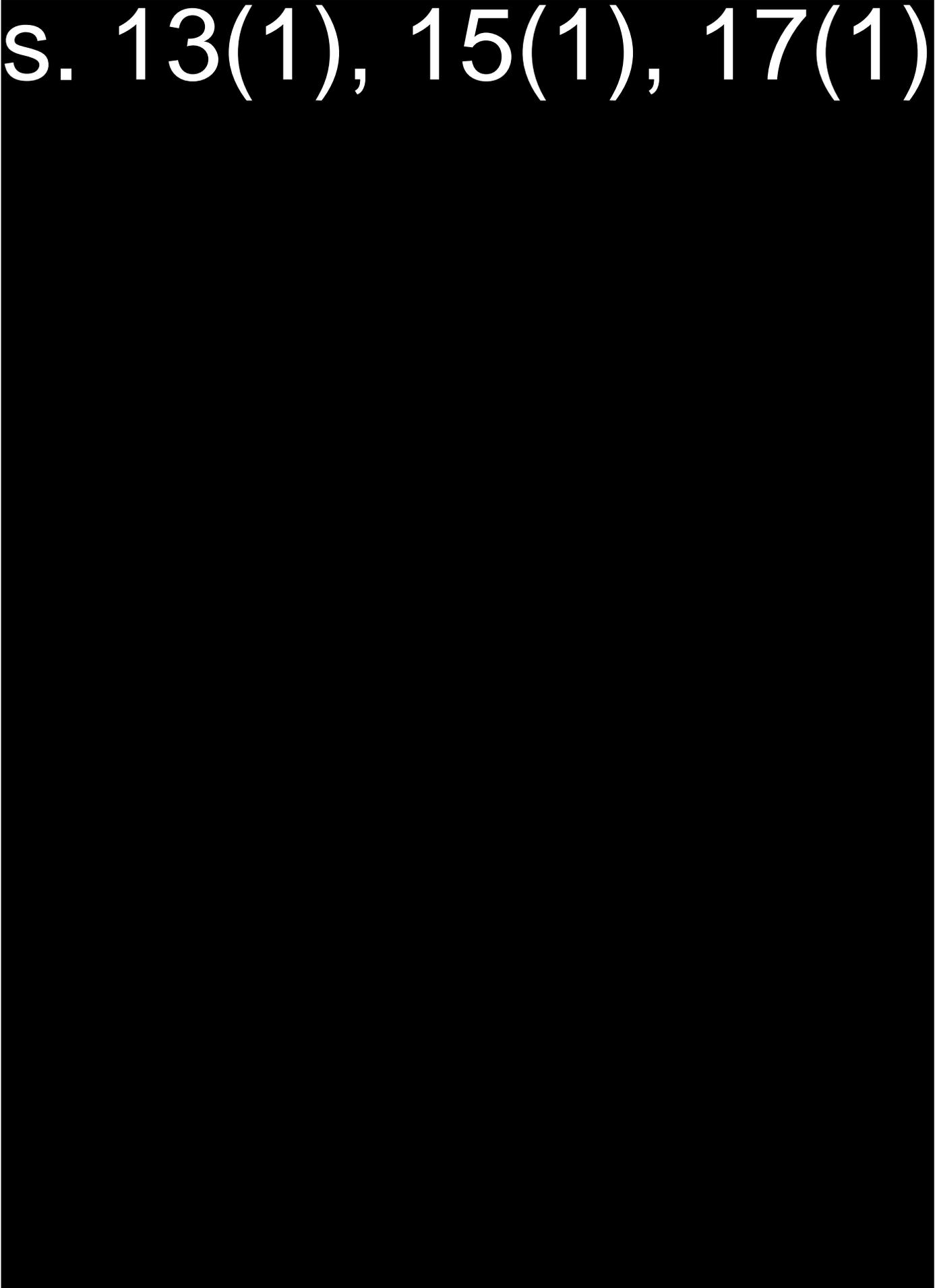
s. 13(1), 15(1), 17(1)



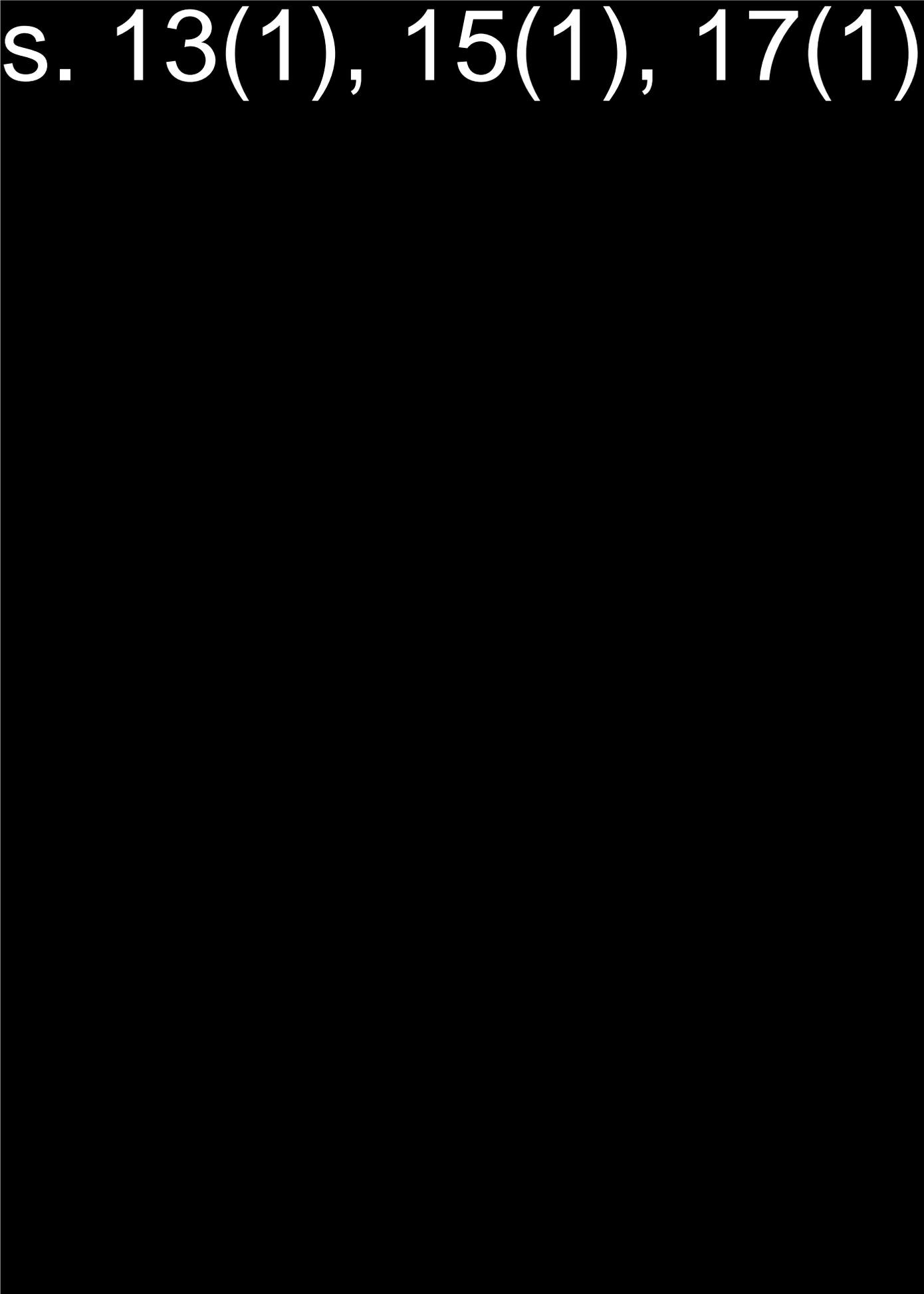
s. 13(1), 15(1), 17(1)



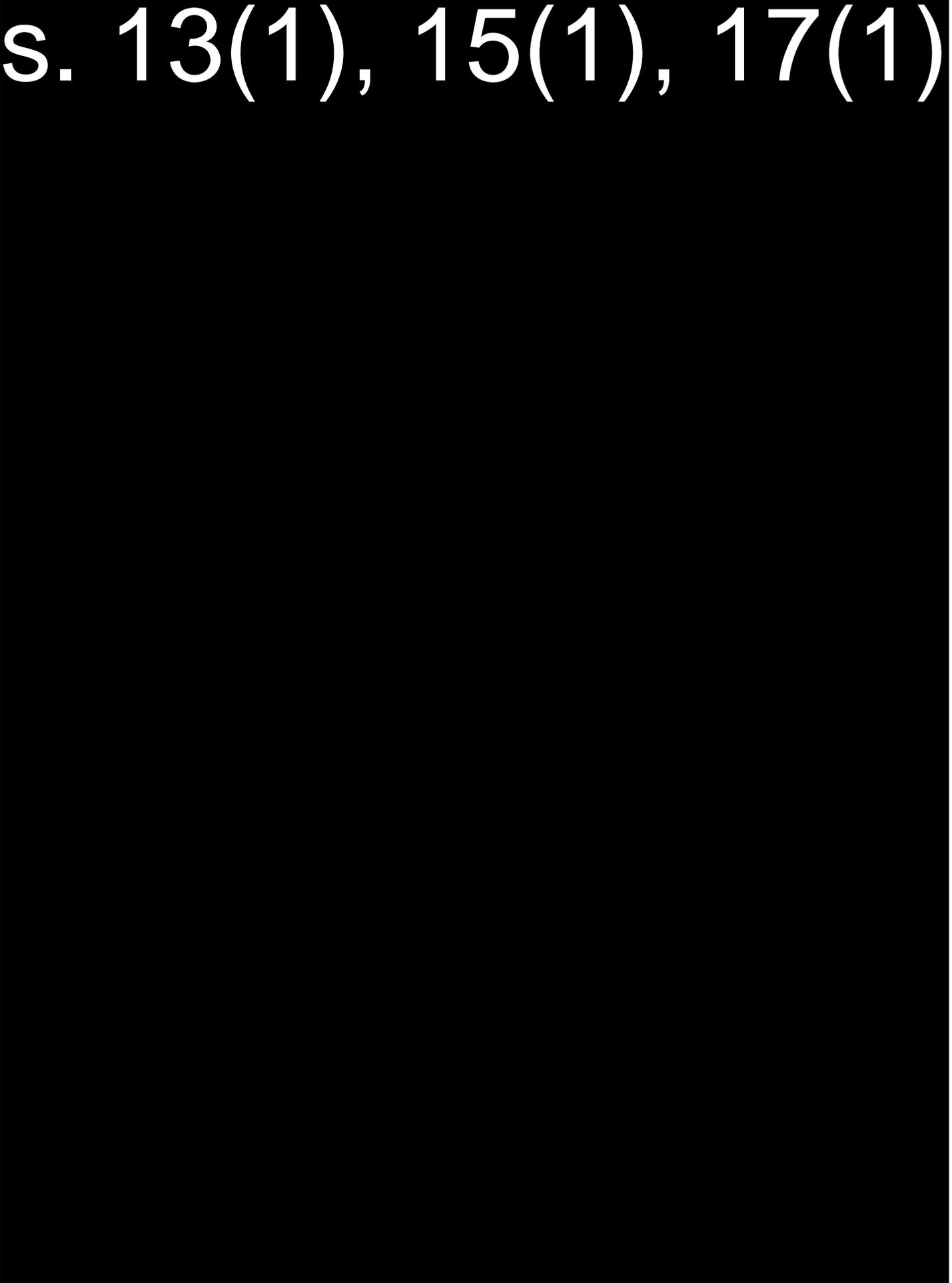
s. 13(1), 15(1), 17(1)



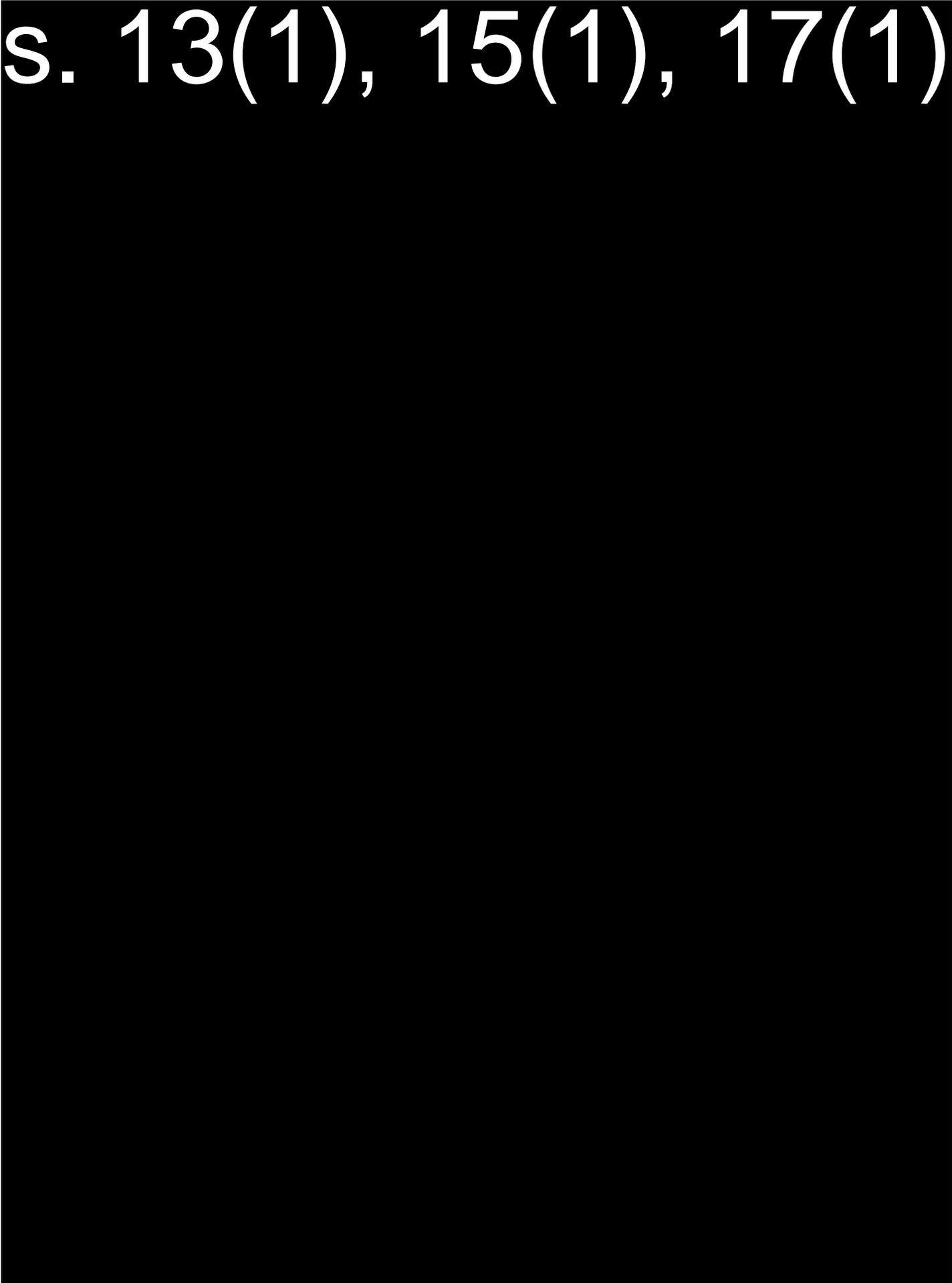
s. 13(1), 15(1), 17(1)



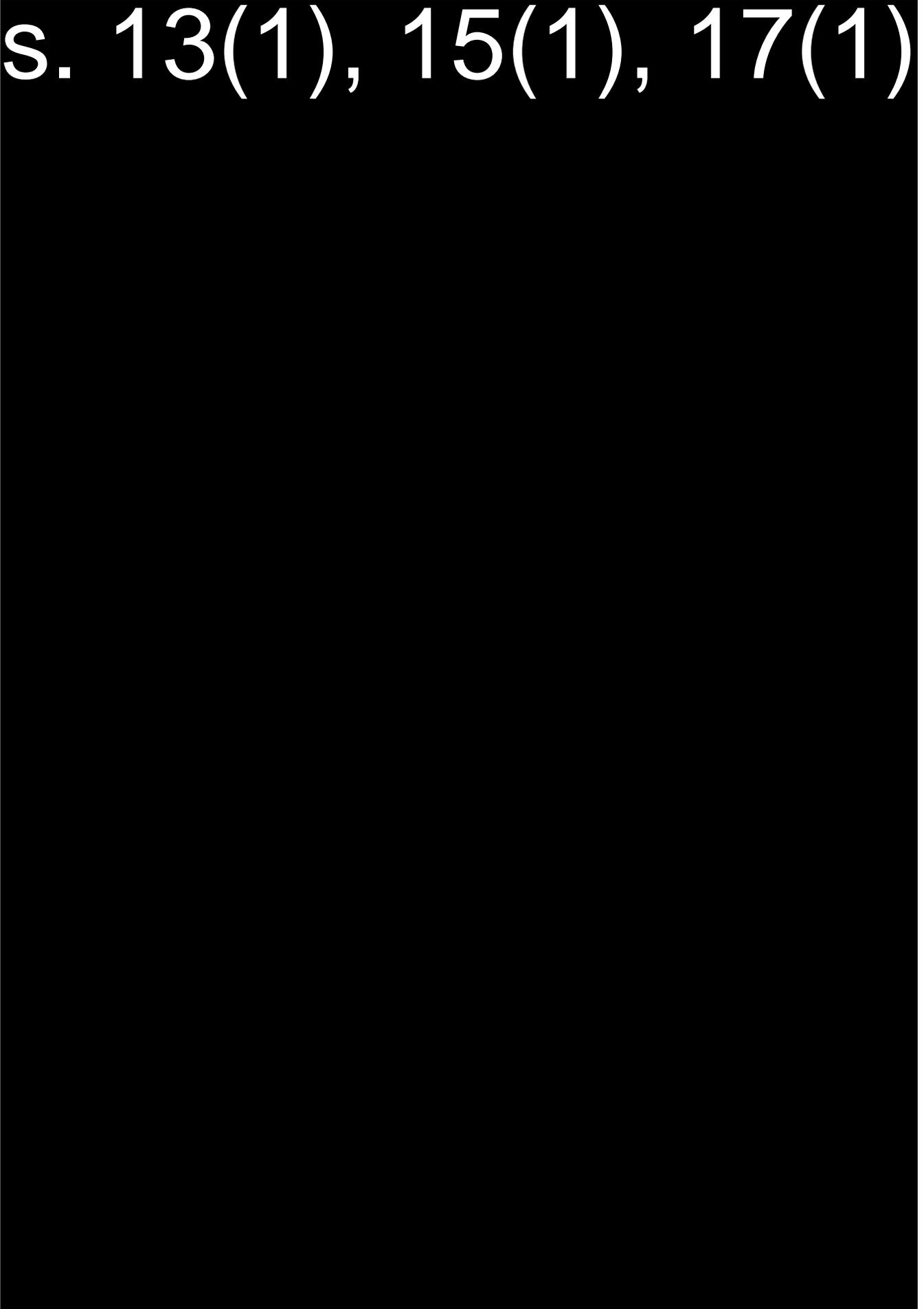
s. 13(1), 15(1), 17(1)



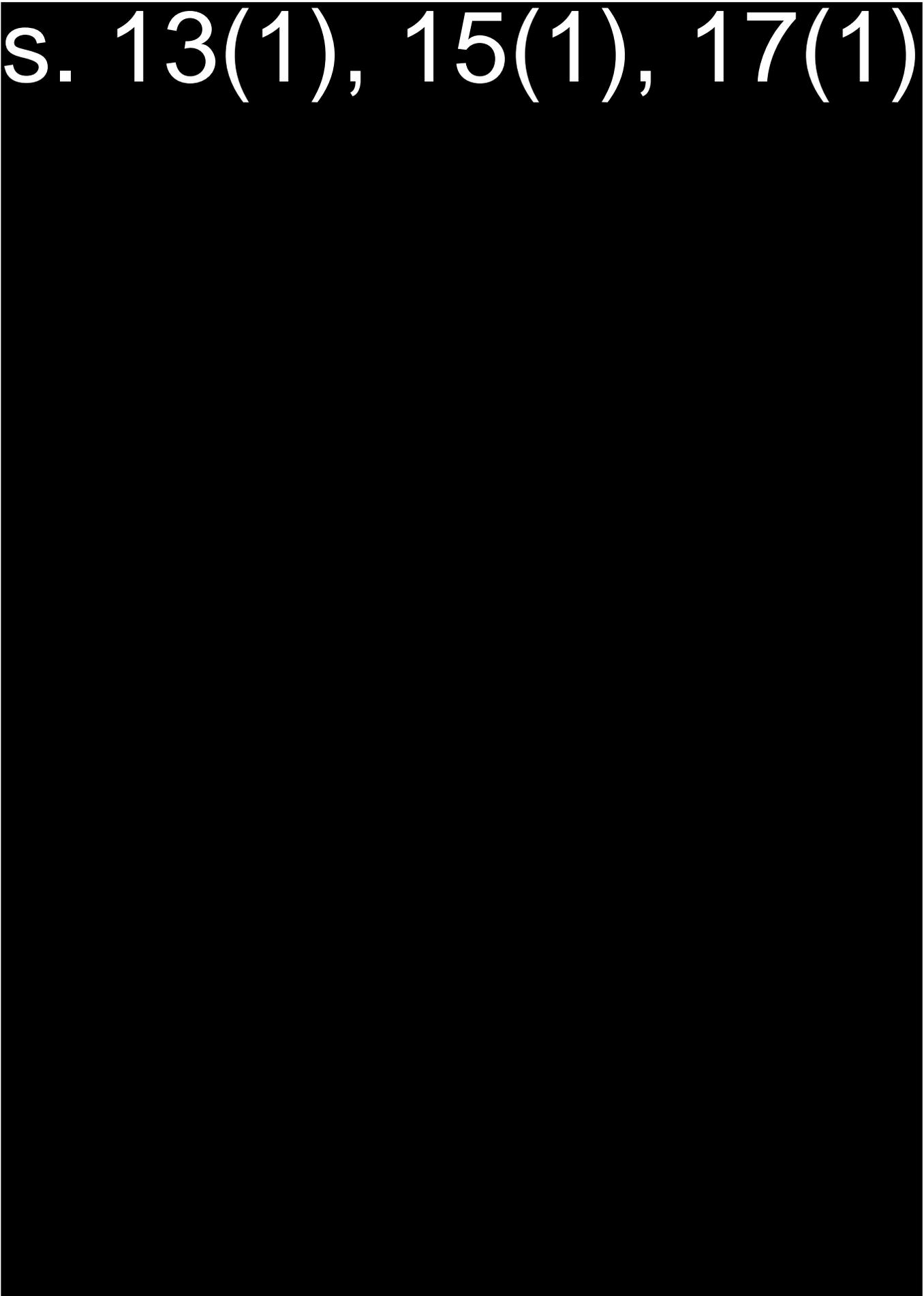
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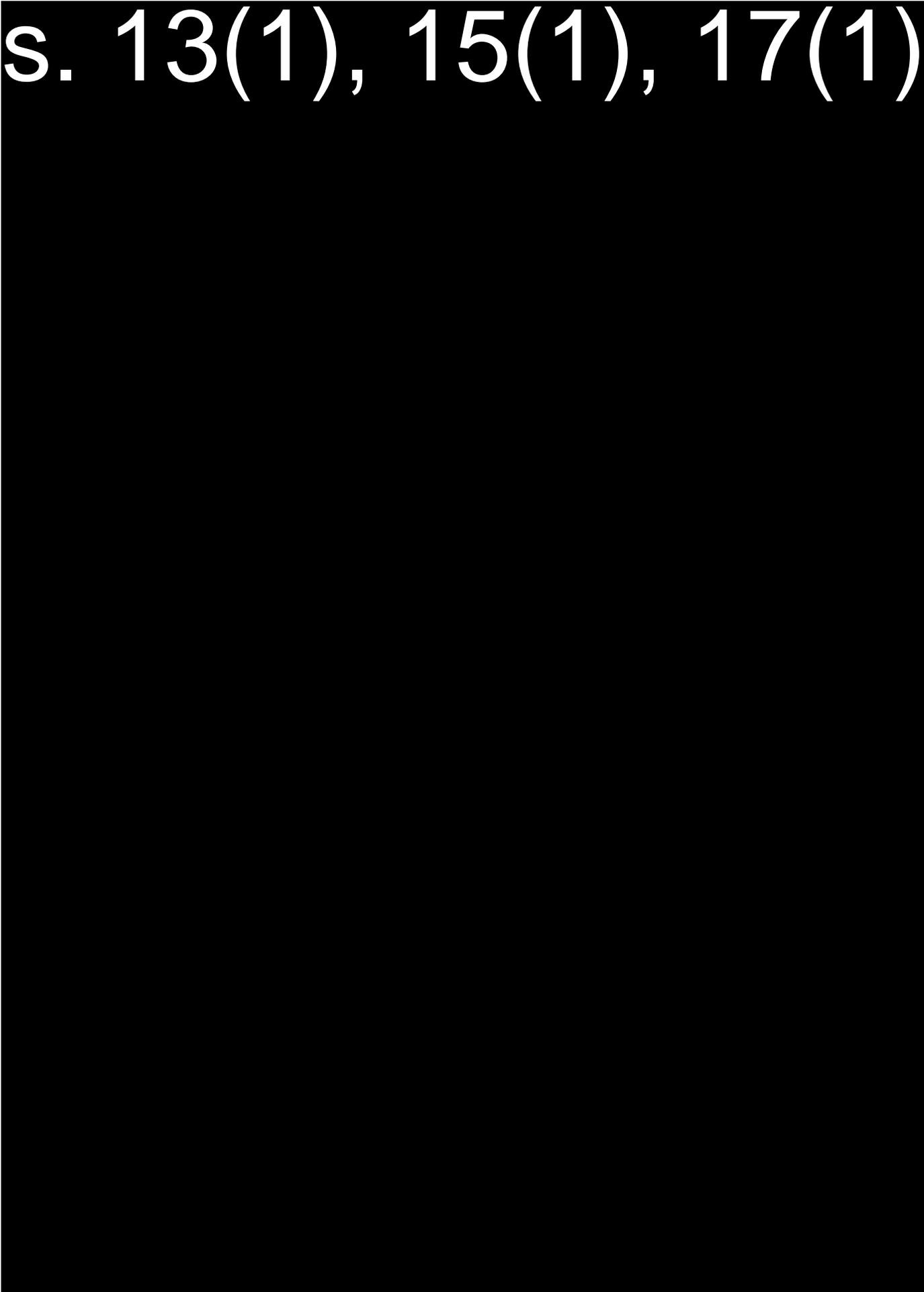
s. 13(1), 15(1), 17(1)



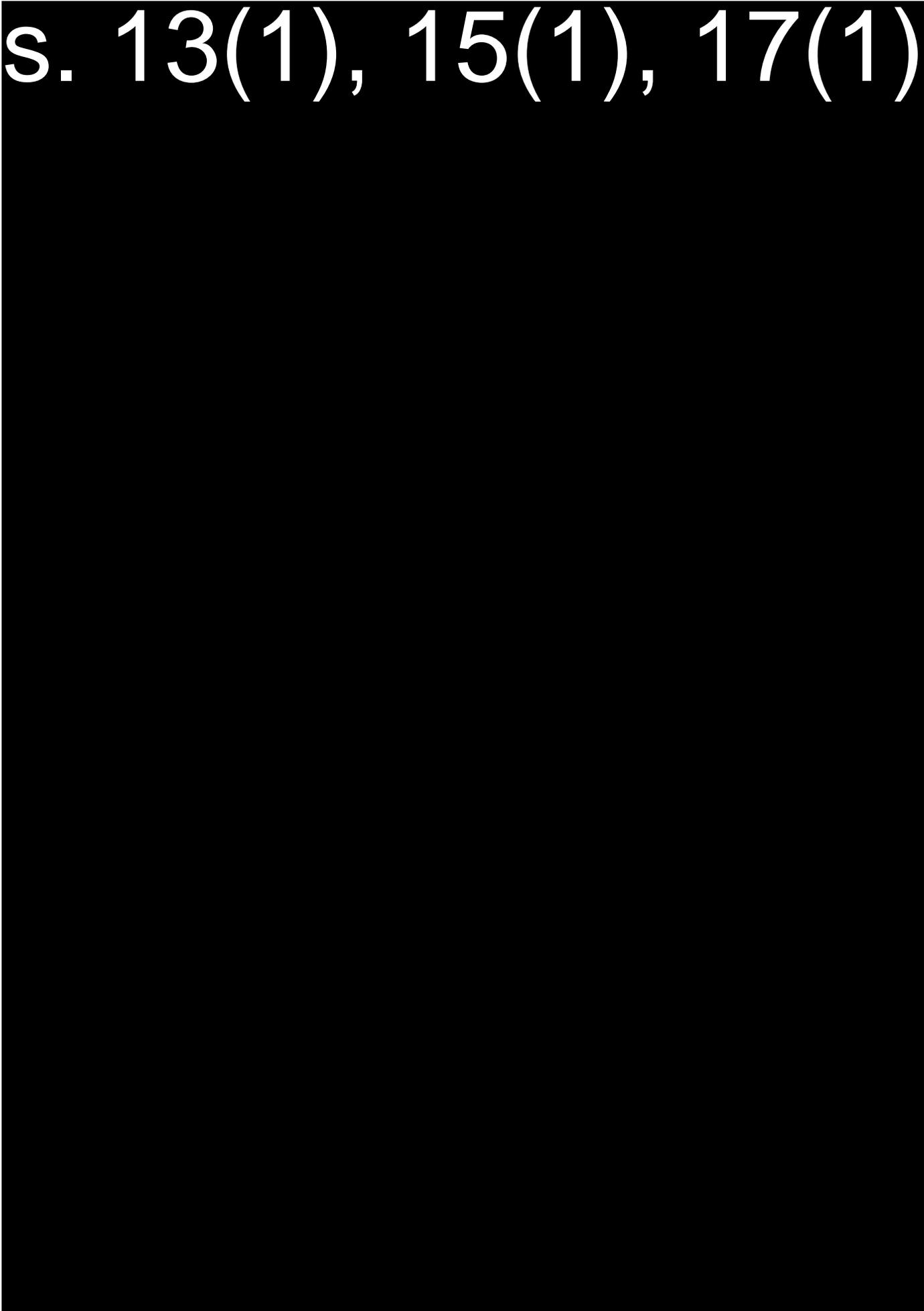
s. 13(1), 15(1), 17(1)



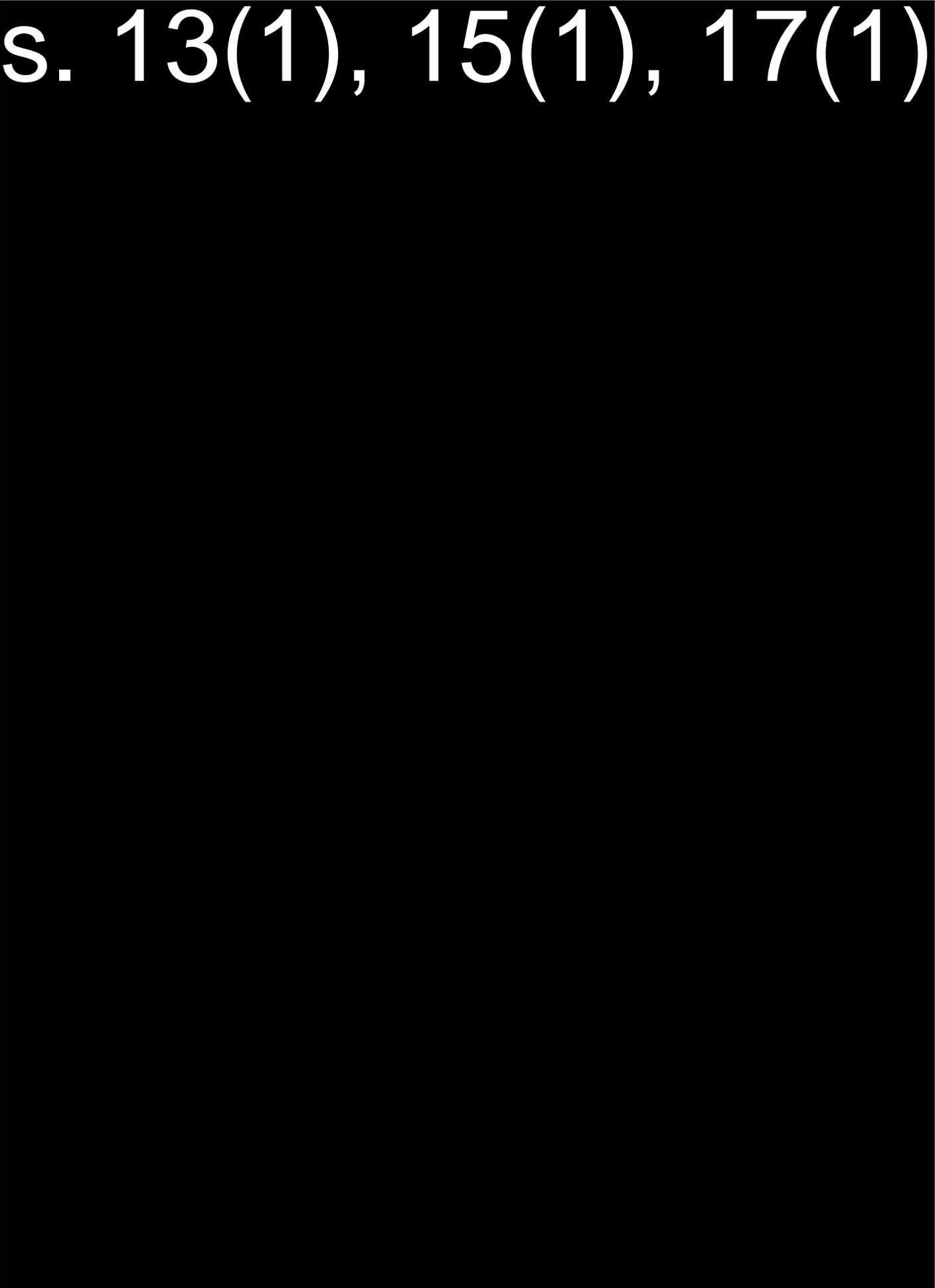
s. 13(1), 15(1), 17(1)



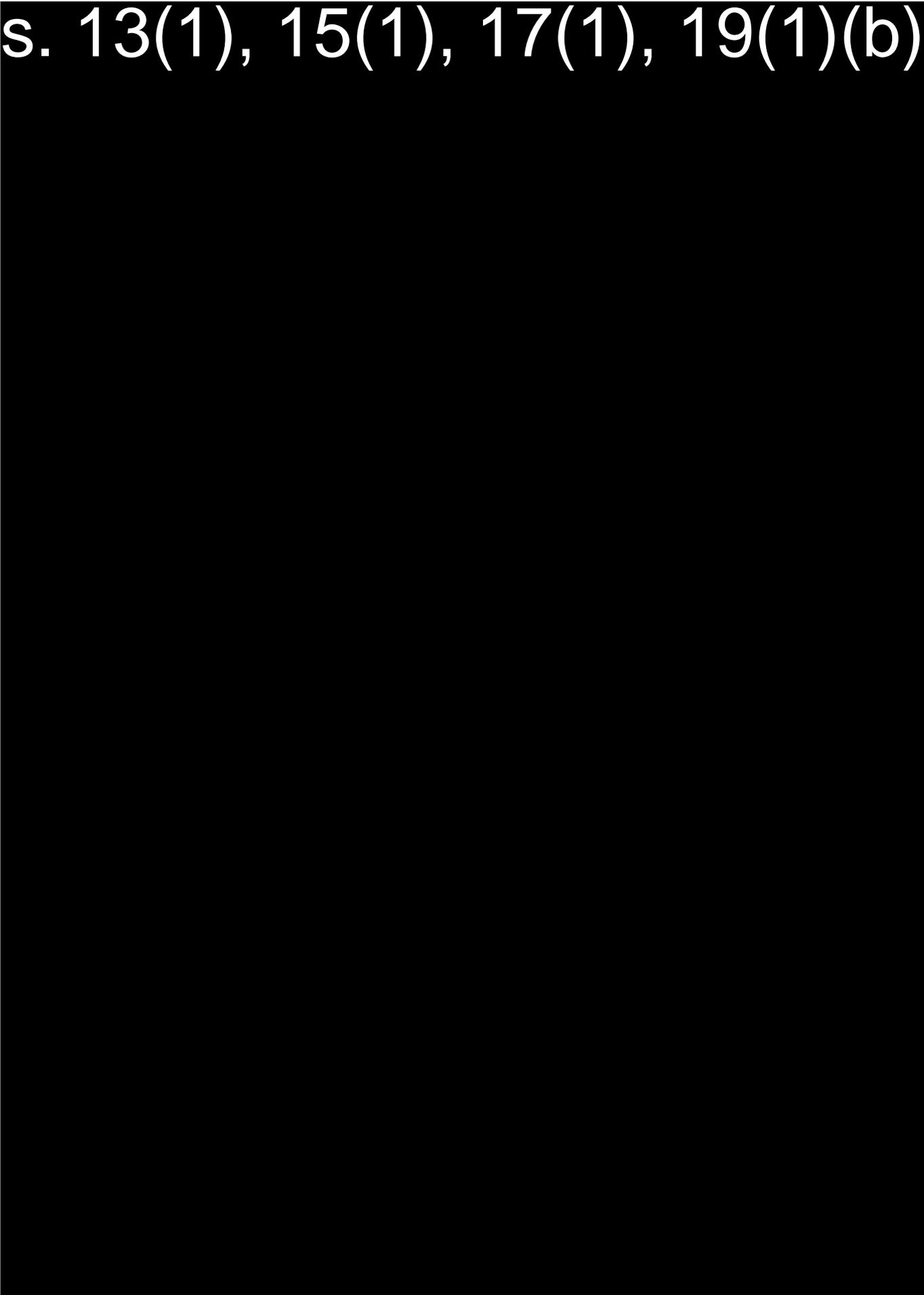
s. 13(1), 15(1), 17(1)



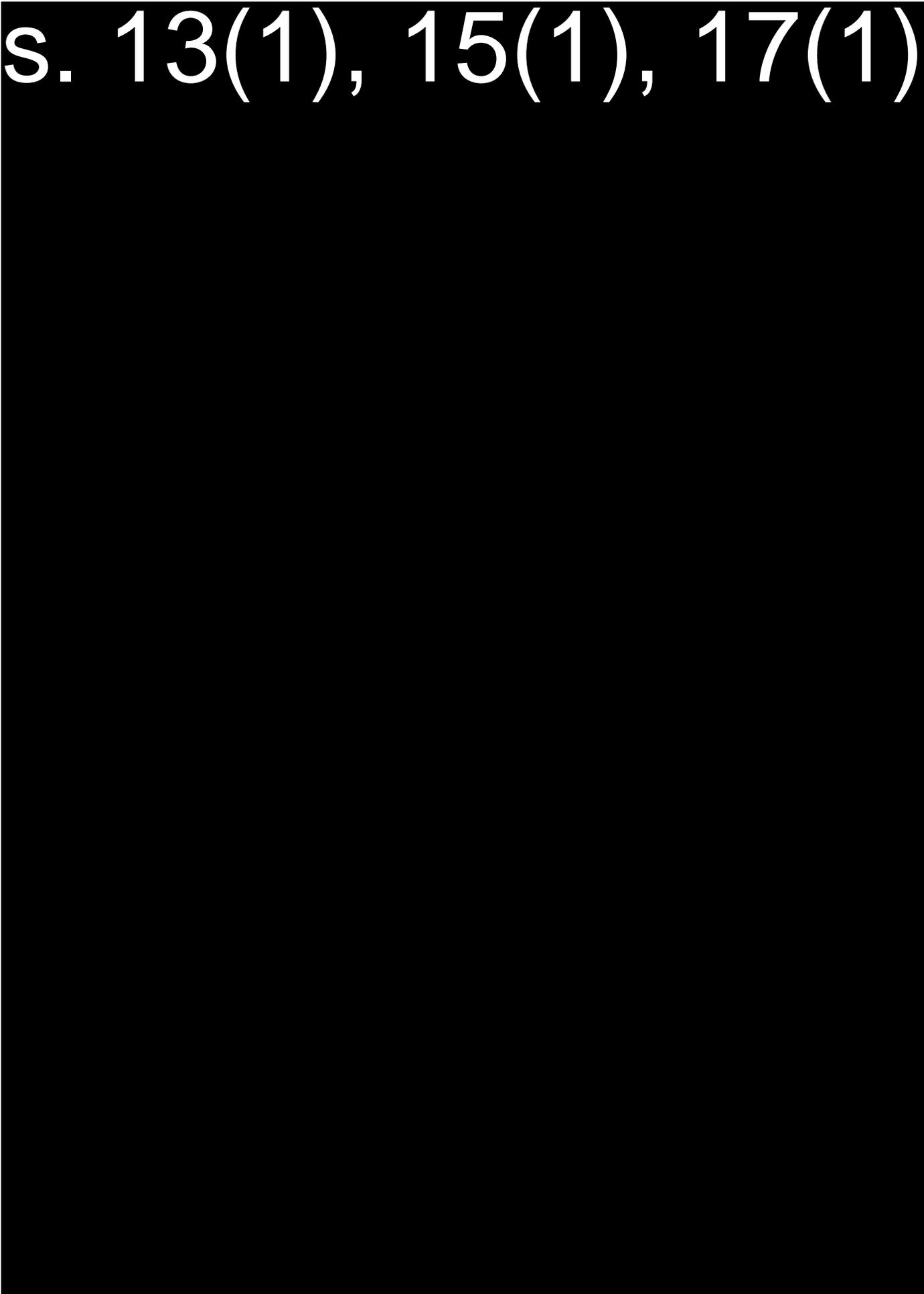
s. 13(1), 15(1), 17(1)



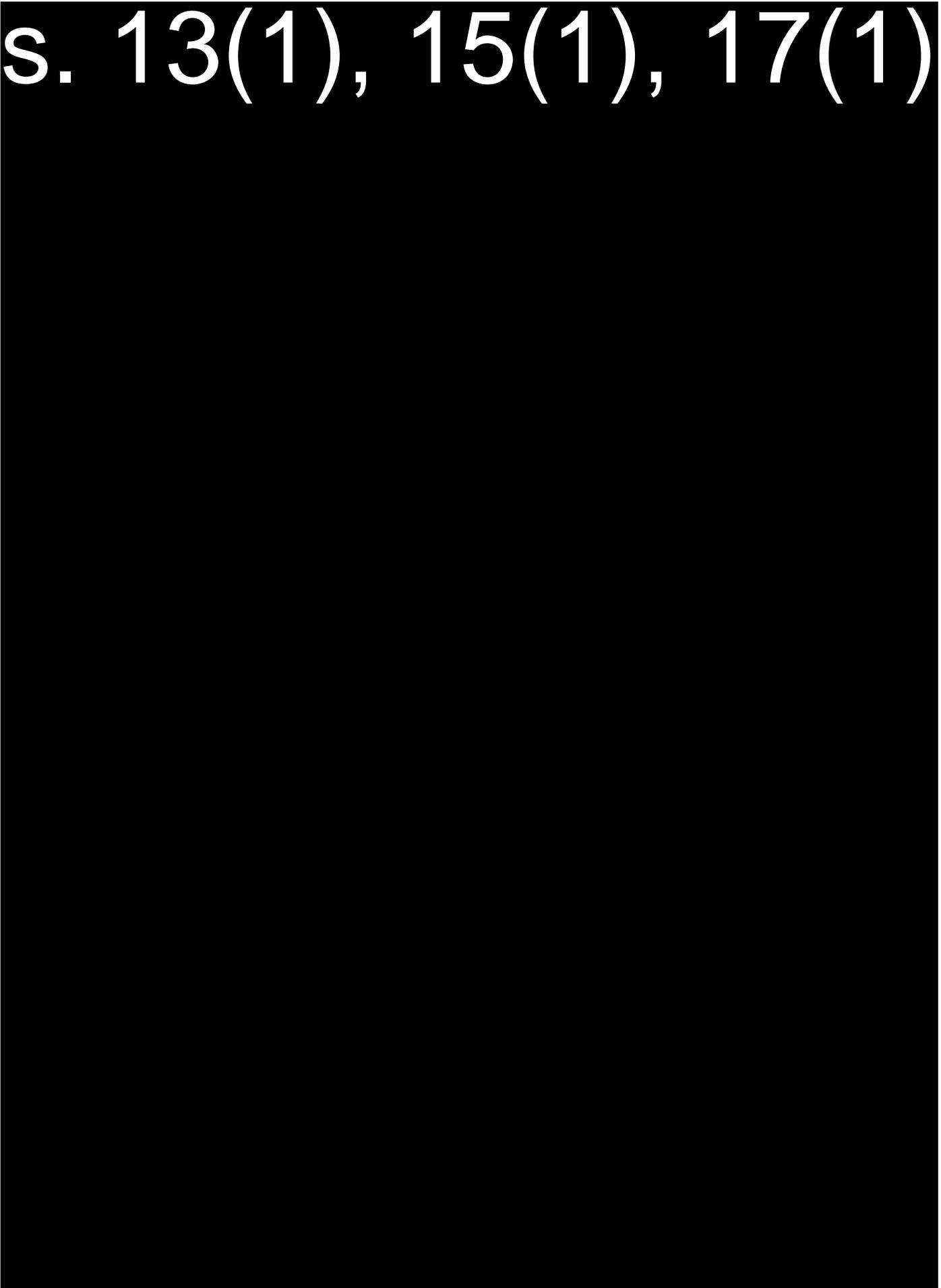
s. 13(1), 15(1), 17(1), 19(1)(b)



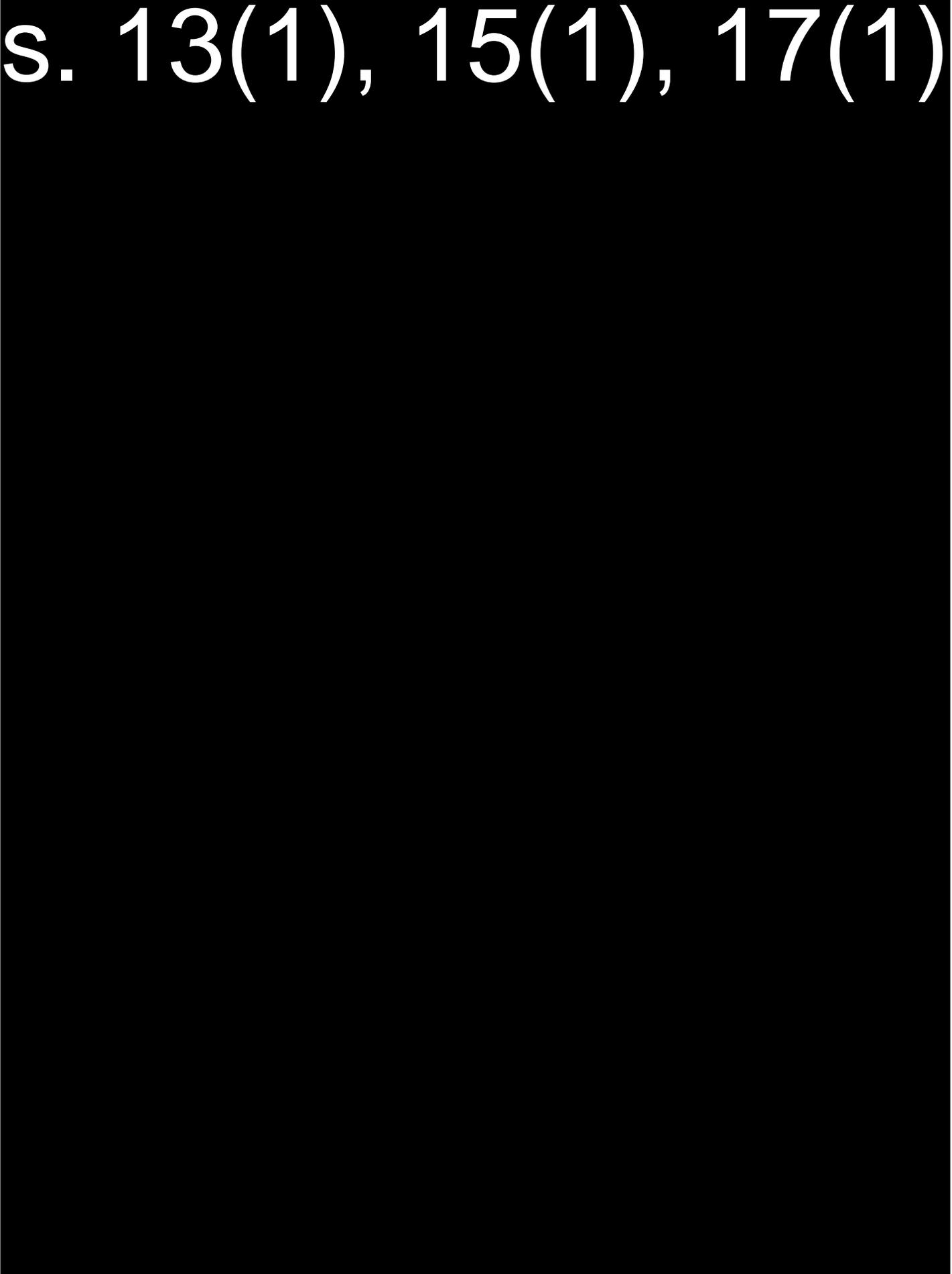
s. 13(1), 15(1), 17(1)



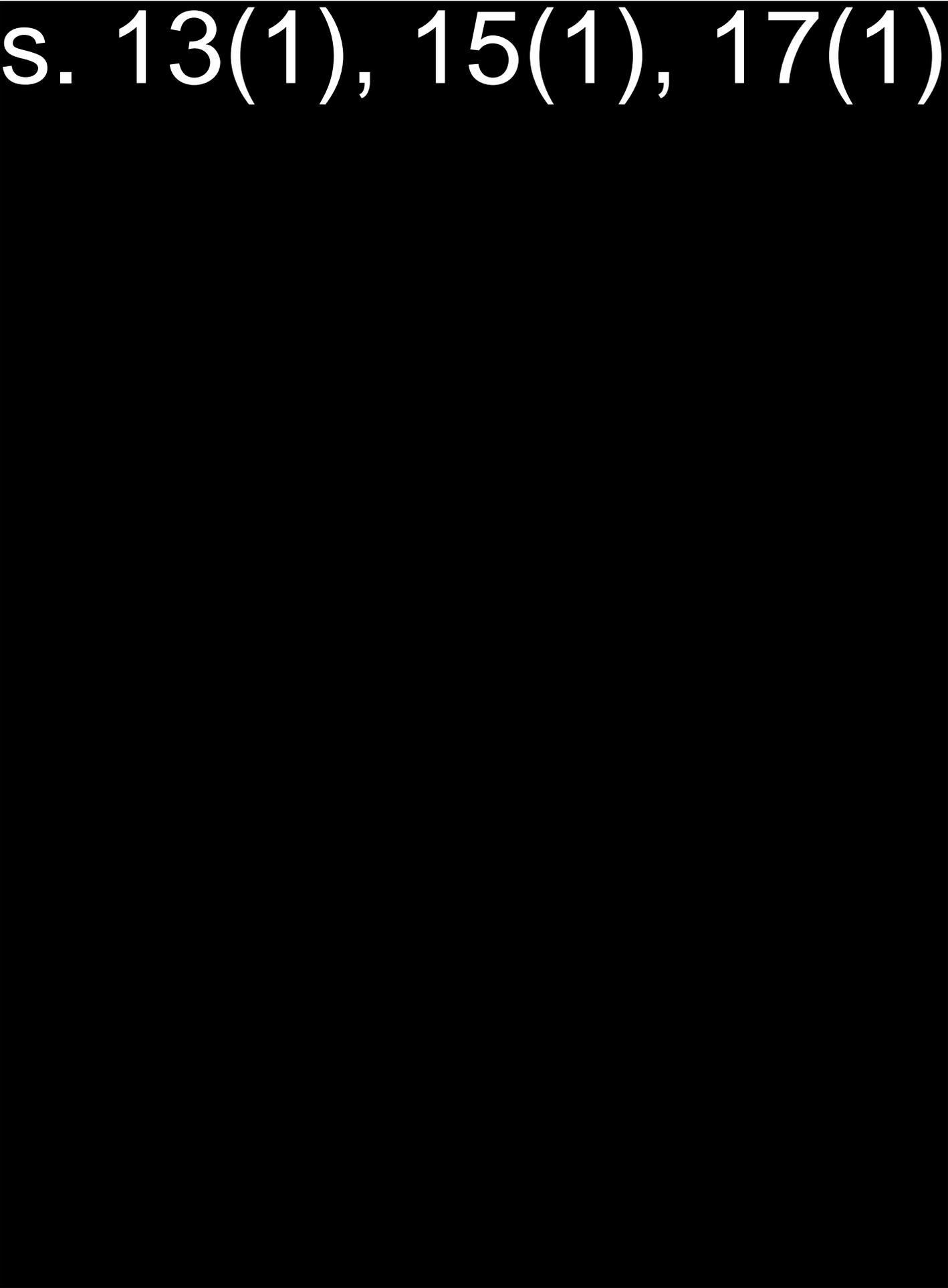
s. 13(1), 15(1), 17(1)



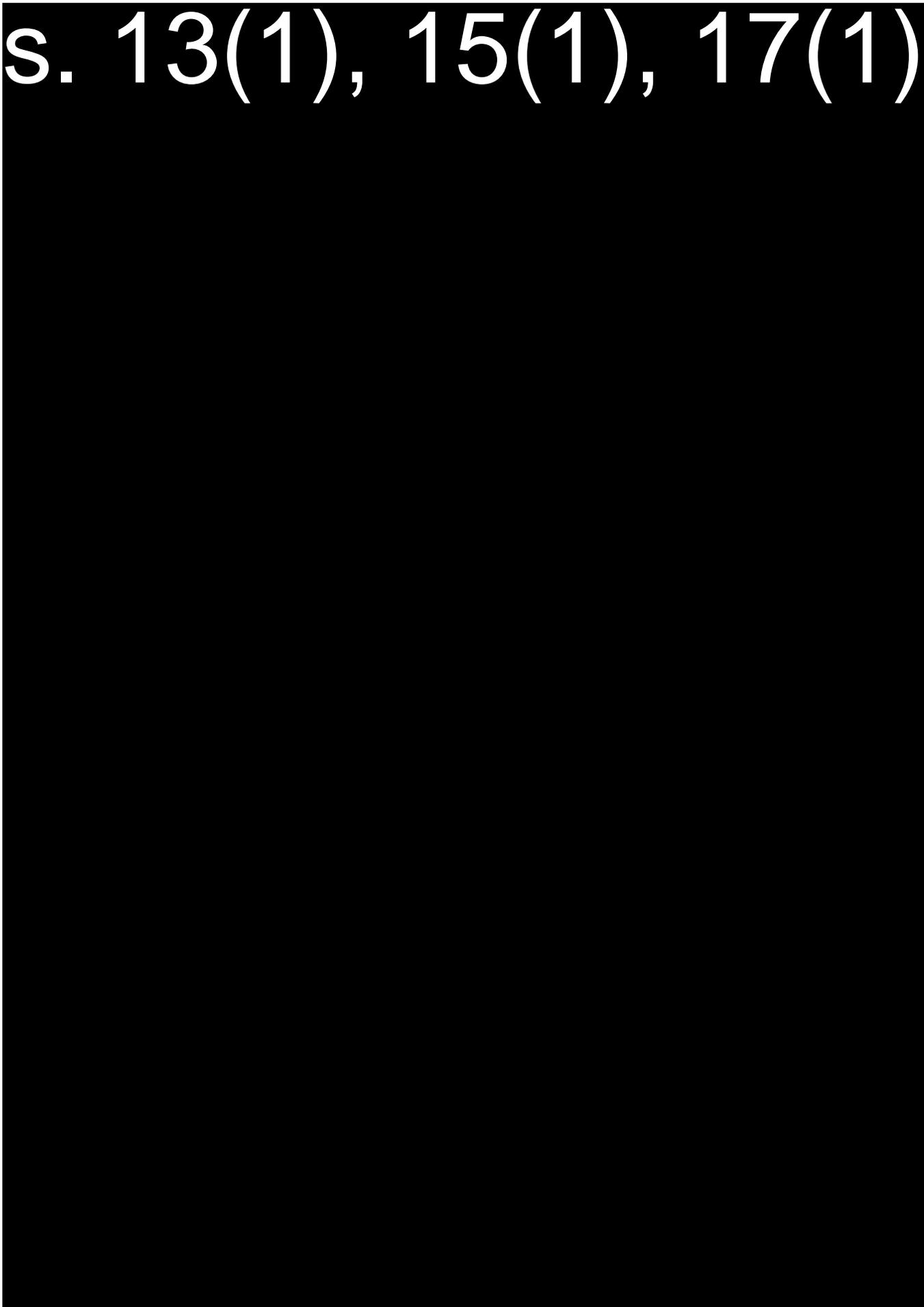
s. 13(1), 15(1), 17(1)



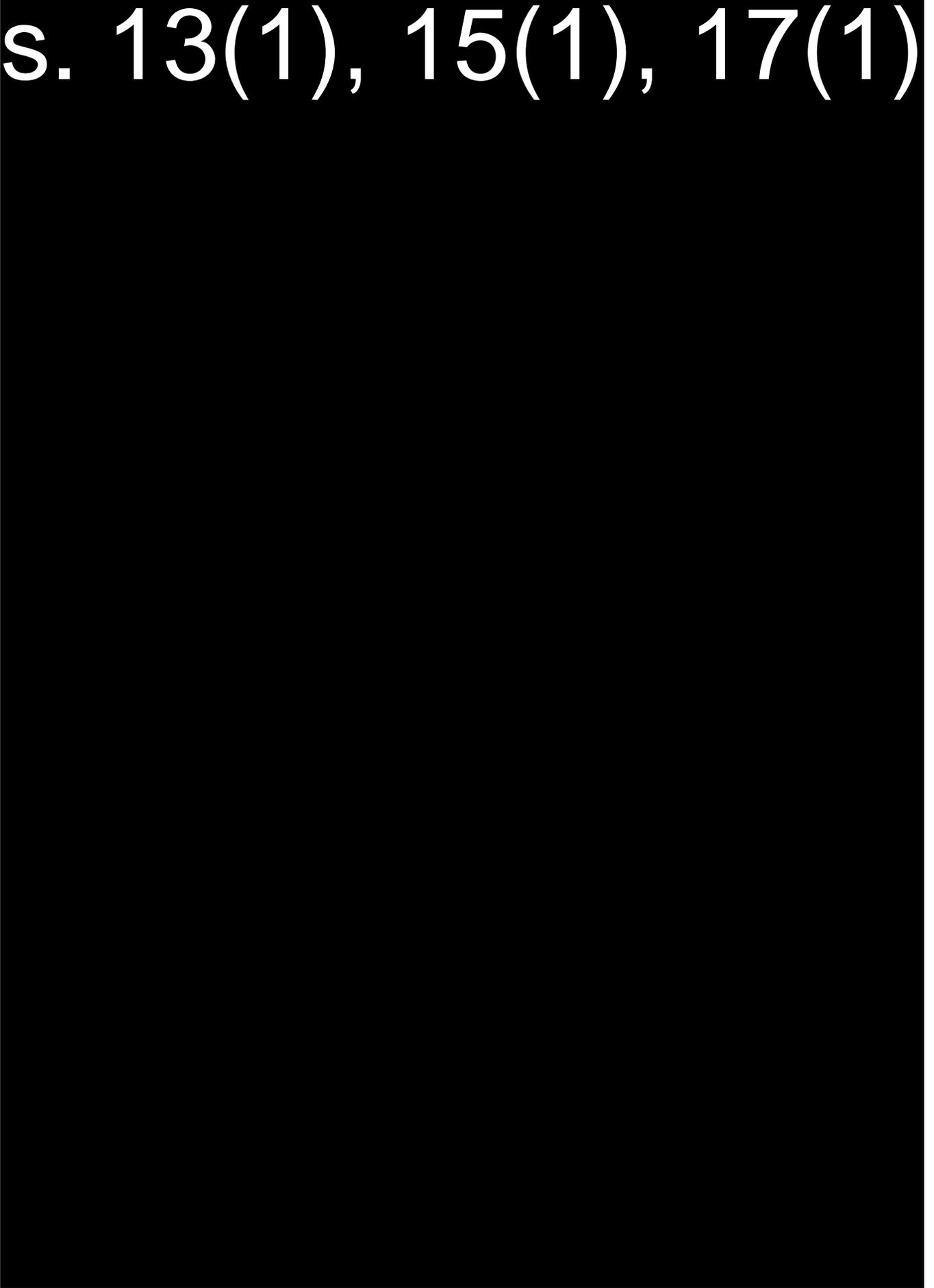
s. 13(1), 15(1), 17(1)



s. 13(1), 15(1), 17(1)



s. 13(1), 15(1), 17(1)



Timeline of IM/IT Milestones to Date 2019 -2023

2019	
August	IT systems implementation begins
November	Analysis and investigation research and planning starts RCMP transition planning engagements starts
2020	
February	Surrey RCMP Inventory received Initial solution analysis and IT framework vision outlined
August	Preliminary IT solutions defined SPS Board support systems brought online SPS public websites established
November	City-based HR, finance, and payroll systems' support in place SPS office productivity tools implemented City-hosted interim SPS network brought online
December	SPS Chief hired and onboarded
2021	
January	All Deputy Chiefs hired and onboarded (January to March) HR processes defined and staff hiring commences City HR and Finance systems enhanced to support SPS SPS Intranet websites are readied for use Application Tracking System and online training solutions brought online
February	s. 15(1) [REDACTED] s. 15(1) [REDACTED]
October	s. 15(1) [REDACTED]

December 2022	RCMP Main – s. 15(1)
January	s. 15(1) tools brought online
February	s. 15(1) brought online (February to April) SPS security framework and s. 15(1) All SPS users migrated to the new platform All SPS devices managed and secured under the new platform SPS IT systems made accessible from s. 15(1) SPS IT system support processes completed
March	s. 15(1) completed s. 15(1) brought online s. 15(1) brought online s. 15(1) Centre brought online
May	s. 15(1) established
June	s. 15(1) solution brought online
August	s. 15(1) brought online
October	s. 15(1) s. 15(1) brought online
November	s. 15(1) brought online s. 15(1) solution selected via RFP s. 15(1) with shared terminals Interim City-hosted network decommissioned
December	s. 15(1) brought online

2023	s. 15(1) [REDACTED] System solution selected
January	s. 15(1) [REDACTED] established
	s. 15(1) [REDACTED] initiated
	s. 15(1) [REDACTED]
	SPS systems validated s. 15(1) [REDACTED]
	s. 15(1) [REDACTED] updates submitted
February	s. 15(1) [REDACTED] solution brought online
	SPS Police Board migrated from City network to s. 15(1) [REDACTED]
March	s. 15(1) [REDACTED] System configuration initiated
	SPS s. 15(1) [REDACTED] brought to readiness state
	SPS s. 15(1) [REDACTED] enablement completed
	s. 15(1) [REDACTED] terminals brought to ready state
April	s. 15(1) [REDACTED] brought online

Option B – SPS as POJ - Restart of key IM/IT elements

<p>SPS Restart</p>	<ul style="list-style-type: none"> • Obtain SPS resource plan (IT, Product Owners, SME) • Obtain SPS sworn officer onboarding numbers and transition timelines (for licensing purposes) • s. 15(1) [REDACTED] in regard to role hiring timelines for resources required to support both the overall transition and implementation of identified capabilities • Obtain SPS input on specifically required PoJ capabilities and 'required by' timelines • Develop implementation timelines and confirm budget update • Develop One-Time implementation resource plan • Update One-Time implementation budget • Provide requirements for updated Operational Support plan • Update and obtain concurrence on phased SPS IT implementation plan
<p>Reinitiate inflight work</p>	<ul style="list-style-type: none"> • Move forward with various inflight activities that have been blocked • Platform initiatives s. 15(1) [REDACTED] • Workforce management - s. 15(1) [REDACTED] • s. 15(1) [REDACTED] • Move forward with s. 15(1) [REDACTED] • Move forward with s. 15(1) [REDACTED] • [REDACTED] • Move forward with next phase of non-emergency Telephony solution • Move forward with s. 15(1) [REDACTED] • Move forward with implementation of additional IT processes to conform with Security and Regulatory Requirements • Place orders for various IT equipment -- s. 15(1) [REDACTED]
<p>RCMP/Shared Services Canada Engagement and Alignment</p>	<ul style="list-style-type: none"> • In conjunction with SPS, confirm IT requirements for various phases of transition • Develop plans for implementation of SPS IT infrastructure within existing RCMP facilities • Review and assist in negotiation of assumptions assigned with the RCMP • Implement expansion of SPS infrastructure into police facilities <ul style="list-style-type: none"> ◦ s. 15(1) [REDACTED] • Develop plans for cross agency support for various RCMP systems required to provide interim support during transition period. <p style="text-align: center; font-size: 2em; font-weight: bold;">s. 15(1)</p>

Other POJ Capabilities Needed	<ul style="list-style-type: none">• IT Disaster Recovery / Business Continuity• Continue evaluation of requirements, develop solution designs• Implement in phased manner<ul style="list-style-type: none">i. POJ requiredii. Long term required• Police Operations systems• Police Administrative Systems• Move forward on new 2023 initiatives <p style="text-align: center; font-size: 2em; font-weight: bold;">s. 15(1)</p>
Longer Term SPS Capability Development	<ul style="list-style-type: none">• s. 15(1)• Develop further detailed plans for POJ and 2024 / 2025 based upon revised dates, resourcing models, procurement timelines, transition plan and the RCMP transition support for various capabilities. Include input from fall 2023 Provincial Policing update.<ul style="list-style-type: none">○ Update POJ vs longer range required capabilities○ s. 15(1)

Estimated timeline of future IM/IT activities for the SPS as POJ

s. 15(1), 19(1)(b)

Major Activities

Transition planning activities with RCMP and SPS

Update and restart on SPS IT to implementation plan

Review, validate, and approve budget

Update procurement processes

Resourcing for operational support and one-time build teams

Restart paused in-progress projects:

s. 15(1)

Begin procurement activities – s. 15(1)

Production enablement of s. 15(1)

s. 15(1) engagement

s. 15(1), 19(1)(b)

Continued transition planning sessions with RCMP and SPS

Complete agreements with RCMP for interim usage and support for various RCMP systems during transition period

s. 15(1)

s. 15(1)

Complete data transfer agreements with RCMP

Begin new systems procurements and implementations, such as:

s. 15(1)

SPS IT infrastructure expansion within policing facilities

Complete 5-year budget process from 2024 onwards

Scoping and procurement activities for 2024 implementation initiatives

Complete Workforce Management system for all SPS employees

Start implementation for various Police Operational systems

Production activation for **s. 15(1)**

s. 15(1)

s. 15(1), 19(1)(b)

Initial phase of enterprise data analytics solution into production

Implementation for RCMP 'interim transition' systems start

POJ Transition planning (IT components)

RCMP officer transition planning – Blue over Red (IT components)

Initial Police Operational systems into production

Production activation **s. 15(1)**

s. 15(1) [redacted] complete

s. 15(1) [redacted] complete

Facilities IT expansion complete

s. 15(1), 19(1)(b)

Implementation for RCMP 'interim transition' systems complete

Additional Police Operational systems transition to production complete

s. 15(1) [redacted] - test environment build

s. 15(1) [redacted] implementation complete

s. 15(1) [redacted] required for POJ complete

s. 15(1) [redacted] implementation complete

RCMP transition systems migration planning

s. 15(1) [redacted]

s. 15(1) [redacted]

s. 15(1) [redacted]

s. 15(1) [redacted]

RCMP transition systems migration start

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ASSUMPTIONS

Related To:	Title	Description of Assumption	Functional Area	Impact	Status
All	Provincial Decision	Acceptance of the ministerial decision to Maintain RCMP as PoJ and Dis-establishment of SPS	Policing Surrey Program	Critical	Open
All	Provincial Decision	Complies with DPS direction, through Implementation Leader, to carryout activities required to gracefully discharge staff and assets, and to dissolve SPS as an organization or transition RCMP resources / systems as negotiated	Policing Surrey Program	Critical	Open
All	Provincial Decision	SPS will work in partnership with the Delivery Team for the successful execution of the Workplan	Policing Surrey Program	Critical	Open
All	Budget	SPS will work with the COS to develop operational and required funding budgets	Financial	High	Open
All	IT Support Services	Support Services are available to provide support or implementation services for both agenc	Resourcing	Medium	Open
RCMP Direction	RCMP Re-Staffing	RCMP commitment to recruit and place up to mandated 785 officers and a plan to hire Police Support Services staff	Resourcing	High	Open
RCMP Direction	RCMP IT Re-Replenishment	RCMP fulfill equipment requirements to support new officers and refresh existing end-of-life end user / fleet hardware	IT Infrastructure	High	Open
RCMP Direction	Budget	RCMP allocate a multi-year financial plan required to ramp up operations	Financial	High	Open
RCMP Direction	Provincial Decision	Province to direct SPS to undertake planning, implementation, and wind-down responsibilities required by the Workplan	Policing Surrey Program	High	Open
RCMP Direction	HR Plan	SPS will create the HR Plan that will include graceful termination of the SPS officers and civilian staff	Resourcing	High	Open
RCMP Direction	Asset Management	SPS will create an Asset Retirement Plan to safely and securely decommission and dispose of s. 15(1)	Policing Surrey Program	High	Open
RCMP Direction	Information Technology	SPS will create an Information Technology (IT) Plan to safely and securely decommission and dispose of IT assets, systems etc.	Policing Surrey Program	High	Open
RCMP Direction	Information Management	SPS will create an Information Management (IM) Plan that will provide direction on long-term store or destruction of the information and data currently saved on the SPS IT systems.	Policing Surrey Program	High	Open
RCMP Direction	Legal & Procurement	SPS will lead the effort to terminate all s. 15(1), 17(1)(d)	Financial	High	Open
SPS Direction	Personnel Security Clearances	SPS Security clearances will be accepted for work in and through current Surrey RCMP facilities	Resourcing	High	Open
SPS Direction	OCC Support for SPS	s. 15(1) call support for both RCMP and SPD during transition period.	OCC & Radio	High	Open
SPS Direction	OCC Capacity	s. 15(1) to support transition period.	OCC & radio	Medium	Open
SPS Direction	RCMP Partnerships	Surrey RCMP partnerships with other policing agencies will be transitioned to SPS	Operations Procedures	Medium	Open
SPS Direction	Cloud Computing	Assumption that SPS will accept the use of s. 15(1)	Information Technology	Medium	Open
SPS Direction	SPS Resourcing	SPS will hire and identify resources to support the implementation of systems	Resourcing	High	Open
SPS Direction	One-Time Funding	CoS One-Time budget will fund the program delivery costs, but not existing SPS operational costs, those costs will be maintained through the SPS 2023 / 2024 Operational budget	Financial	Critical	Open
SPS Direction	OCC & NG911	Preliminary agreement that the existing s. 15(1) and utilized on its current platform to support both agencies until the s. 15(1) is implemented - operational ownership at PoJ to be determined	OCC & Radio	Critical	Open
SPS Direction	OCC & NG911	SPS to be added to the standing committee on the development of the s. 15(1)	OCC & Radio	Critical	Open

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SPS Direction	Data Analytics & Investigative system	Existing drafted MOU with RCMP for utilization of S. 15(1)	Policing Operations	Critical	Open
SPS Direction	Data Analytics & Investigative system	Existing MOU with RCMP for provision of S. 15(1)	Policing Operations	Critical	Open
SPS Direction	Investigative Systems	that many Investigative systems will be utilized for initial phase of PoJ through the RCMP with transition to SPS hosted / based systems over a period of time	Policing Operations	Critical	Open
SPS Direction	Investigative Systems	That RCMP will negotiate transition of Surrey data and applications for various investigative applications	Policing Operations	Critical	Open
SPS Direction	Digital Forensics & IT Systems	SPS and RCMP to negotiate utilization of shared RCMP systems and transfer of data during transition period while SPS implements new systems or adaption towards model used for other local municipal agencies for RCMP to maintain lab and systems	Policing Operations	Critical	Open
SPS Direction	Tactical Unit Systems & IT Support	SPS and RCMP to negotiate utilization of shared RCMP systems and transfer of data during transition period while SPS implements new systems or adaption towards model used for other local municipal agencies for RCMP to maintain lab and systems	Policing Operations	Critical	Open
SPS Direction	Citizen Centric Services	that RCMP S. 15(1) will be utilized for initial phase of PoJ through the RCMP with transition to SPS hosted / based systems over a period of time.	SPS Admin Systems	High	Open
SPS Direction	Productivity Tools	That RCMP through the Asset Transfer will provide negotiated assets as required and requested by SPS as procured through the policing agreements	SPS Admin Systems	Medium	Open
SPS Direction	Facilities	SPS resources will require S. 15(1)	Facilities	Medium	Open
SPS Direction	RCMP support for Special Unit	Assumption that RCMP will provide S. 15(1) throughout transition period and beyond	Policing Operations	High	Open
SPS Direction	NG911	Assumption that SSC/ RCMP / SPS will collaborate with S. 15(1)	OCC & Radio	High	Open
SPS Direction	Police Operations	Upon PoJ that RCMP will operate under SPS, with SPS providing necessary infrastructure and systems access	IT Infrastructure	Medium	Open
SPS Direction	Data Analytics & Investigative system	That CoS. 15(1) reporting similar to how the Surrey RCMP currently shares this information with Surrey residents	Policing Operations	Medium	Open

S. 13(1), 15(1)

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DEPENDENCIES

Related To:	Title	Description	Owner	Functional Area
All	Provincial Decision	BC Province direction with guiding parameters for each organization on how they would like to see the transition proceed	Province of BC	Policing Surrey Project
All	Provincial Decision	Active engagement and participation of the RCMP in the overall process and plan to reverse the SPS	RCMP	Policing Surrey Project
All	Provincial Decision	Active engagement and participation of the SPS in the overall process and plan	Surrey Police Service	Policing Surrey Project
All	Provincial Decision	Acceptance by all parties that the CoS Delivery team will drive and manage the efforts	City of Surrey	Policing Surrey Project

Alphabetical List of Acronyms

Acronym	Full Name
DSSPR	Departmental Security Section – Pacific Region (RCMP)
ESA	Employment Standards Act
FBL	Federal Business Line
FNIPP	First Nations and Inuit Policing Program
LOI	Letter of Intent
LOU	Letter of Understanding
MBL	Municipal Business Line
MPSA	Municipal Policing Services Agreement
MPSSG	Ministry of Public Safety and Solicitor General
MPU	Municipal Police Unit
MPUA	Municipal Police Unit Agreement
NG911	Next Generation 911
NPF	National Police Federation
OCC	Operations Communications Centre
PBL	Provincial Business Line
PMPTSC	Provincial Municipal Police Transition Study Committee
PPSA	Provincial Policing Services Agreement
SFN	Semiahmoo First Nation
SPIA	Surrey Police Inspector's Association
SPTTC	Surrey Police Transition Trilateral Committee
SPU	Surrey Police Union
STL	Senior Transition Leader (RCMP)
SUILC	Surrey Urban Indigenous Leadership Committee
SWDC	Sacred Waters Development Corporation

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