

NO: R224

COUNCIL DATE: December 12, 2022

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## REGULAR COUNCIL

TO: **Mayor & Council** DATE: **December 8, 2022**

FROM: **General Manager, Community Services** FILE: **7400-01**  
**General Manager, Finance**  
**General Manager, Corporate Services**

SUBJECT: **Retaining the RCMP as the Police of Jurisdiction in Surrey**

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## RECOMMENDATION

The Community Services Department, Finance Department and Corporate Services Department recommend that Council:

- a) Receive this report for information;
- b) Endorse the draft report, *Policing Surrey: A Plan to Retain the RCMP as the Police of Jurisdiction in Surrey*, attached as Appendix “I”.
- c) Authorize staff to make any final edits as necessary to *Policing Surrey: A Plan to Retain the RCMP as the Police of Jurisdiction in Surrey* and subsequently to forward the final report to the Solicitor General and Minister of Public Safety by December 15, 2022.

## INTENT

The intent of this report is to provide Council with the draft report “*Policing Surrey: A Plan to Retain the RCMP as the Police of Jurisdiction in Surrey*” (the “Plan”), attached as Appendix “I”, as directed by Council and to seek authorization from Council to finalize and forward the Plan to the Solicitor General and Minister of Public Safety (the “Minister”) on behalf of Council by December 15, 2022.

## BACKGROUND

The Province of British Columbia (“Province”) holds authority over policing in British Columbia. The Minister, and with delegated authority to the Director of Police Services, is responsible to superintend policing and ensure adequate and effective policing in BC.

The City is responsible under subsection 3(2) of the *Police Act R.S.B.C., 1996, c. 367* (the “Police Act”) for providing policing and law enforcement services within the municipality in accordance with the policing model selected by the City. The RCMP delivers policing services, as the Police of Jurisdiction (“POJ”), via the Municipal Police Unit Agreement (the “MPUA”) between the Province of BC and the City of Surrey. The MPUA documents the terms and conditions under which the RCMP provides local police services.

In November 2018, the transition of the City's policing model was initiated by Council motion. Subsequently, in July 2020, the Province established the Surrey Police Board (the "Board"), and in August 2020 the Board created the Surrey Police Service ("SPS").

To support the implementation of a new policing model, the Surrey Police Transition Trilateral Committee (the "SPTTC") was established in September 2020 by the Provincial and Federal governments as well as the City. Representatives from the Board, the SPS and the RCMP also participate in the SPTTC meetings. Since its inception, the SPTTC has been implementing a phased integrated approach to enable the transition of policing services.

On November 14, 2022 Council directed staff to prepare a plan for maintaining the RCMP as the POJ in Surrey. Corporate Report No. R199; 2022 is attached as Appendix "II". On November 28, 2022 Council endorsed the framework for maintaining the RCMP as POJ in Surrey through Corporate Report No. R209; 2022 attached as Appendix "III".

The Minister has requested that the City submit a proposal and transition plan for retaining the RCMP as the POJ in Surrey. To this end, the attached Plan is intended to provide the Minister with all relevant information required.

## **DISCUSSION**

The Plan outlines the collaborative processes that will be undertaken in a continued partnership between the City and RCMP to retain policing operations under the Surrey RCMP.

The City and the RCMP have a shared commitment to ensuring the steps and actions in the Plan are implemented in a timely manner following approval to ensure adequate and effective policing in Surrey in a way that provides continued public and officer safety and continues to adhere to the MPUA.

The City and the RCMP are further committed to the timely resolution of any outstanding questions required to ensure the execution of a comprehensive and appropriate approach to retaining the RCMP as POJ and will work collaboratively with all parties to satisfy its obligations and duties under the Police Act, and the Policing Agreements in place. Primary among these commitments is to work collaboratively with the Surrey Police Board ("Board") and the Surrey Police Service ("SPS") at all times.

## **Components of the Plan**

The Plan provides an overview of the actions that will be collaboratively implemented by the RCMP and the City to maintain adequate and effective policing. The Plan further outlines the necessary actions that would be required of the Board and the Province to implement the Plan. The Plan is comprised of the following elements:

1. Executive Summary
2. Background
3. Human Resources
4. Finances
5. Community
6. Governance
7. Appendices

## Financial Analysis

The financial analysis to determine the fiscal implications related to either continuing the transition to the SPS or retaining the RCMP as POJ is extremely complex. Using currently available information, recognizing inherent limitations, and applying assumptions where necessary, financial analysis was completed to provide estimates on the financial implications for the five-year period spanning 2023 to 2027, aligned with the City's required budgetary cycle. In addition, financial consideration has been given to the funding impact on the remaining four years of the adopted 2022 – 2026 Financial Plan.

A key driver of the financial impact will be the necessary Provincial approval to retain the RCMP as POJ, or conversely, Provincial direction to stay the course with the ongoing transition to the SPS. The timing of this decision by the Province and the implementation timeline will have material financial implications for the City's 2023 and future budgets. Furthermore, the fiscal consequences of the various scenarios under consideration are driven by multiple parties (e.g., Canada, BC, RCMP, the Board and the City) and until the Province makes a binding decision in relation to SPS or RCMP, each party is empowered to make impactful decisions. Currently, in the absence of Provincial direction, 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**

Analysis was undertaken to determine the City's estimated operating cost of policing under both the SPS and the RCMP under a steady state of 734 sworn members for each force, excluding integrated team member strength of 58 and City Police Support Services. Since 2018, the City's funded policing strength has been 734 members, excluding integrated teams. Accordingly, this 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). Key assumptions and facts that were utilized include:

- a) 734 sworn members for each police force on day one of the 12-month period;
- b) SPS fiscal year January 1<sup>st</sup> to December 31<sup>st</sup> and RCMP fiscal year April 1<sup>st</sup> to March 31<sup>st</sup>;
- c) RCMP costs and staffing composition based on preliminary *Multi-Year Financial Plan* data provided by RCMP;
- d) SPS costs and staffing composition based on *Provisional 2023 Budget* information received from SPS, with assumptions applied to reflect a steady state of 734 sworn members;
- e) Salaries and benefits costs based on compensation rates as of January 1, 2023 for SPS and April 1, 2023 for RCMP;
- f) Costs for City Police Support Services are excluded (assumed to be equal under both police forces);
- g) Costs for Integrated Teams are excluded (assumed to be equal under both police forces);
- h) Costs for capital expenditures and transfers to capital reserves are excluded for both SPS and RCMP (assumed to be consistent under both police forces);

- i) SPS One-Time Transition spending is excluded (funded outside of the annual Policing Operations budget);
- j) SPS civilian staff salaries and benefits are included (additional civilian staff over and above City Police Support Service staff);
- k) Estimated SPS ongoing risk and claims costs are included for consistency with RCMP operating costs;
- l) Estimated cost increases for E-Comm levy & other information technology enhancements are included for RCMP for consistency with SPS operating costs; and
- m) 10% Federal Government subsidy for RCMP policing costs is included.

Table 1: Estimated Steady State Policing Costs

<b>Estimated Steady State Policing Costs Over a 12-month Period (\$ millions)</b>	<b>SPS FTE @ 734</b>	<b>RCMP FTE @ 734</b>	<b>Difference (\$)</b>	<b>Difference (%)</b>
Sworn Member Base Salary	\$93.6	\$84.0	\$9.6	11.4%
Operational, Administrative, & Other Personnel Costs	\$86.5	\$80.0	\$6.5	8.1%
<b>Subtotal Operating Costs</b>	<b>\$180.1</b>	<b>\$164.0</b>	<b>\$16.1</b>	<b>9.8%</b>
Estimated SPS Ongoing Risk and Claims Costs <sup>1</sup>	\$3.0	\$0.0	\$3.0	100.0%
Estimated Increase in E-Comm Levy & Other Information Technology Enhancements <sup>2</sup>	\$0.0	\$4.0	(\$4.0)	(100.0%)
<b>Subtotal Other Costs</b>	<b>\$3.0</b>	<b>\$4.0</b>	<b>(\$1.0)</b>	<b>(25.0%)</b>
<b>Federal Government 10% Subsidy</b>	<b>\$0.0</b>	<b>(\$16.8)</b>	<b>\$16.8</b>	<b>(100.0%)</b>
<b>Total</b>	<b>\$183.1</b>	<b>\$151.2</b>	<b>\$31.9</b>	<b>21.1%</b>
<b>Cost per Officer (734 total)</b>	<b>\$249,460</b>	<b>\$205,990</b>	<b>\$43,470</b>	<b>21.1%</b>

Notes:

1 - As per assumption (k) above

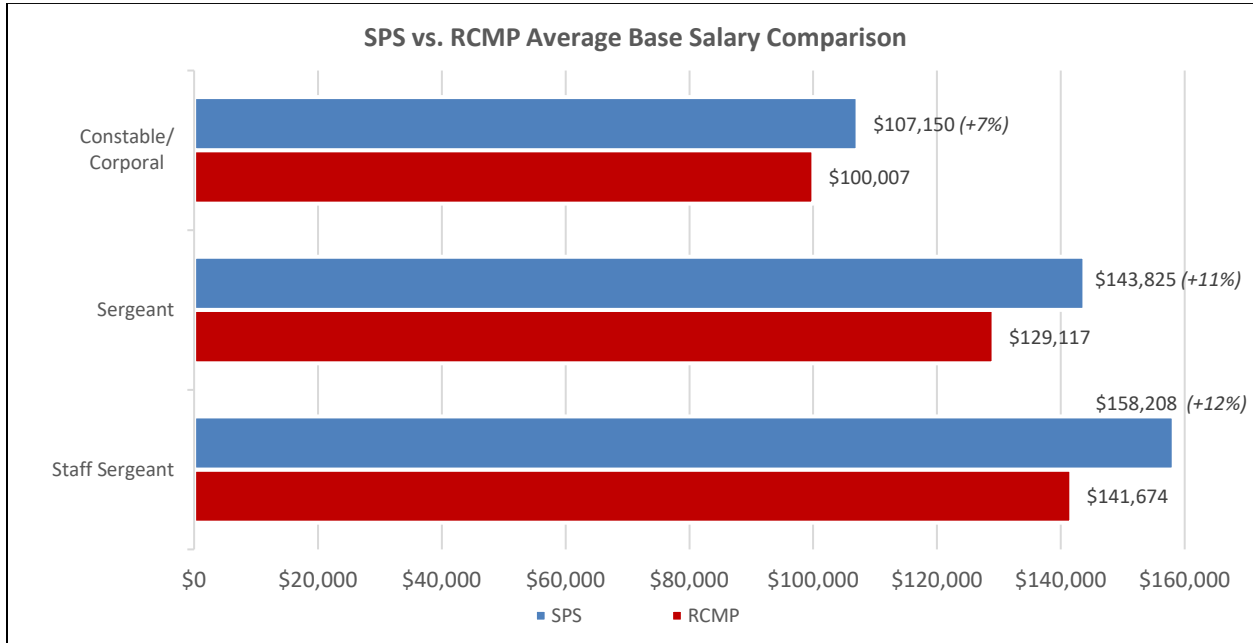
2 - As per assumption (l) above

The analysis calculates a 12-month total policing cost of \$183.1M for SPS and \$151.2M for the RCMP, resulting in a \$31.9M (21.1%) difference per year. It is reasonable to expect that any further addition to policing resources above a member strength of 734 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 as shown in Graph 1 and 2, mix of sworn Members and the 10% Federal Government subsidy deducted from the RCMP's costs.

Graph 1 provides a comparison between the publicly available average base salaries for SPS and RCMP sworn members.

Graph 1: SPS vs. RCMP Average Base Salary Comparison



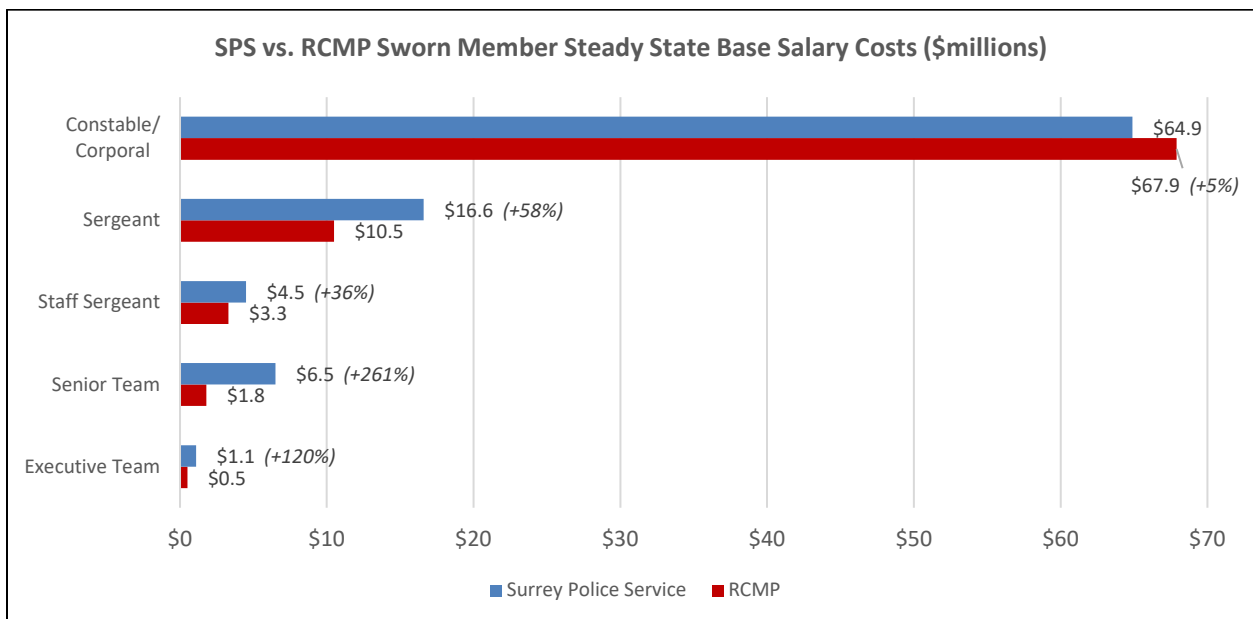
Sources:

SPS - <https://www.surreypolice.ca/sites/surreypolice/files/media/documents/SWORN%20MEMBER%20SALARIES%202023.pdf>

RCMP - <https://www.rcmp-grc.gc.ca/en/regular-member-annual-rates-pay>

Graph 2 provides a comparison of the cost mix within the Sworn Member Base Salary costs included in Table 1 of \$93.6M for SPS and \$84.0M for RCMP.

Graph 2: SPS vs. RCMP Sworn Member Steady State Base Salary Costs



Generally speaking, the graph above shows the RCMP has higher base salary costs for constables and corporals, while SPS has higher base salary costs for senior sworn members.

From Scenario #1, it can be inferred that SPS policing services would result in an additional annual cost to the City of approximately \$31.9M per year for policing operating costs, or conversely, an annual savings of an equal amount for RCMP policing services.

Certain costs specifically related to the start-up of the SPS are currently funded from the One-Time Transition budget (e.g., transition related salaries, recruitment, assessment, training, consulting, etc.) and are excluded from this comparison as they fall outside of the Policing Operations budget. Conversely, certain operating costs within the SPS *Provisional 2023 Budget* may reflect start-up costs, which may not translate into ongoing costs. These factors may potentially affect the \$31.9M cost differential in steady state operations between the two police forces.

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. Key assumptions and facts that were utilized include:

- a) RCMP demobilization under the Joint SPS-RCMP HR Strategy & Plan ceased November 14, 2022;
- b) SPS continues hiring in advance of sworn member deployment requirements (based on *Provisional 2023 Budget* information received from SPS, inclusive of ongoing capital requirements);
- c) Provincial decision to approve the City's request to retain the RCMP as POJ received January 31, 2023, commencing the dissolution of SPS policing operations and the Surrey Police Board;
- d) SPS ceases all hiring and deployment as of January 31, 2023;
- e) Surrey Police Board provides 60-day notice of intent to terminate employment to all SPS sworn members and civilian staff effective February 1, 2023 at regular pay rates with full benefits (included within SPS operating costs in Table 2);
- f) RCMP budget predicated on funded member utilization of 734 on April 1, 2023 (as per preliminary *Multi-Year Financial Plan* data provided by the RCMP, inclusive of ongoing capital requirements);
- g) SPS unionized sworn members' severance calculation effective April 1, 2023, assumptions include elements from union employment agreements in place:
  - 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. Unionized sworn members who obtain work as a police officer with alternate police agencies are subject to a 50% reduction on all remaining severance payments subsequent to the hire date with their new employer;
  - iv. 50% of unionized sworn members will obtain alternate employment as police officers and receive a reduced severance of nine months; and

- v. All unionized sworn members are hired with “Recognized Policing Service”.
- h) SPS non-unionized sworn members and civilian staff severance calculation effective April 1, 2023:
  - i. Non-unionized sworn member severance of 18-months;
  - ii. Civilian staff average severance of 2 months; and
  - iii. SPS civilian staff who obtain subsequent employment with the City will be posted into existing vacant positions, with no incremental cost impact.
- i) Starting 2024, salary and benefits increase of 3% each year (equal for both police forces);
- j) Legal and consulting costs for City’s due diligence activities regarding retention of RCMP as POJ included; and
- k) Potential contractual obligations, with consideration for recoveries, to address in-stream and potential procurement activities included.

In addition to the SPS operating budget, One-Time Transition Funding of \$63.7M was established in 2019 to support the unique costs incurred during the SPS start-up phase. The analysis assumes that based on the SPS provided forecast, \$38.0M of this funding will be spent by December 31, 2022, leaving a balance of \$25.7M. Of this remaining balance, \$20.9M will be utilized to offset the forecasted year-end unfavourable variance for 2022 total Policing Operations as detailed in Corporate Report No. R208; 2022 *Quarterly Financial Report – Third Quarter – 2022*. The analysis also assumes that SPS will proceed with their one-time transition expenditure plan until a Provincial Government decision is received on January 31, 2023. Incorporating this assumption, the analysis arrives at an estimated spend of \$1.8M for January 2023, resulting in a remaining balance of \$3.0M in One-Time Transition Funding at the end of January 2023. 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

<b>Estimated Costs for Policing – Scenario #2 Retaining RCMP as POJ (\$millions)</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>	<b>2026</b>	<b>2027</b>	<b>5 Year Total</b>
SPS Operating Costs	\$27.1	\$0.0	\$0.0	\$0.0	\$0.0	\$27.1
SPS Severance Costs <sup>1</sup>	\$80.9	\$0.0	\$0.0	\$0.0	\$0.0	\$80.9
Potential Contractual Obligations <sup>1</sup>	\$6.0	\$0.0	\$0.0	\$0.0	\$0.0	\$6.0
Remaining One-Time Transition Funding	(\$3.0)	\$0.0	\$0.0	\$0.0	\$0.0	(\$3.0)
<b>Subtotal SPS Costs</b>	<b>\$111.0</b>	<b>\$0.0</b>	<b>\$0.0</b>	<b>\$0.0</b>	<b>\$0.0</b>	<b>\$111.0</b>
RCMP Operating Costs	\$143.7	\$158.9	\$164.7	\$169.6	\$174.4	\$811.3
City Legal & Consulting Costs	\$2.5	\$0.0	\$0.0	\$0.0	\$0.0	\$2.5
<b>Subtotal RCMP Costs</b>	<b>\$146.2</b>	<b>\$158.9</b>	<b>\$164.7</b>	<b>\$169.6</b>	<b>\$174.4</b>	<b>\$813.8</b>
<b>Total</b>	<b>\$257.2</b>	<b>\$158.9</b>	<b>\$164.7</b>	<b>\$169.6</b>	<b>\$174.4</b>	<b>\$924.8</b>

Notes:

<sup>1</sup> – Timing of obligations is unknown, 100% of potential severance and contractual obligations have been attributed to fiscal 2023

### 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. Key assumptions and facts that were utilized include:

- a) SPS continues staff hiring in advance of sworn member deployment requirements (based on *Provisional 2023 Budget* information received from SPS, inclusive of ongoing capital requirements);
- b) The Joint SPS-RCMP HR Strategy & Plan remains in effect to May 31, 2023;
- c) On June 1, 2023, no further RCMP member demobilization and SPS deployment during a nine-month approval process while the required Phase Two HR Plan is developed and agreed to by all parties (a nine-month approval timeline is consistent with how long it took to negotiate the Phase I Joint SPS-RCMP HR Strategy & Plan). SPS hiring continues during this period;
- d) After the nine-month approval process, RCMP demobilization and SPS deployment resumes on March 1, 2024;
- e) SPS sworn member hiring of 734 achieved by March 31, 2024;
- f) RCMP demobilization to zero remaining members is staggered over 20 months and fully completed by October 31, 2025 (demobilization rate of approximately 40 members every two months, consistent with the Joint SPS-RCMP HR Strategy & Plan);
- g) Starting 2024, salary and benefits increase of 3% each year (equal for both police forces);
- h) RCMP costs based on preliminary *Multi-Year Financial Plan* data provided by RCMP (inclusive of ongoing capital requirements), adjusted for the declining member strength of RCMP; and
- i) Restore \$20.9M of SPS One-Time Transition funding as described below.

It is important to note that SPS has planned for full utilization of the \$63.7M One-Time Transition budget discussed in Scenario #2 (except for a small currently unallocated contingency of \$0.3M). If Scenario #3 were to proceed, it is reasonable to assume that SPS would request the City to restore \$20.9M of One-Time funding used to fund the forecasted year-end unfavourable variance for 2022 total Policing Operations. Although One-Time funding falls outside of the Policing Operations budget, this additional \$20.9M cost is included within fiscal 2023 in this scenario to reflect a more accurate representation of the financial requirements to finalize the police transition to the SPS.

Table 3: Estimated Costs for Policing – Continuing the Transition to SPS

<b>Estimated Costs for Policing – Scenario #3 Continuing the Transition to SPS (\$millions)</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>	<b>2026</b>	<b>2027</b>	<b>5 Year Total</b>
SPS Operating Costs	\$141.1	\$183.7	\$196.6	\$202.3	\$208.2	\$931.9
Estimated SPS Ongoing Risk and Claims Costs <sup>1</sup>	\$3.0	\$3.1	\$3.2	\$3.3	\$3.4	\$16.0
One-Time Transition Funding	\$20.9	\$0.0	\$0.0	\$0.0	\$0.0	\$20.9
<b>Subtotal SPS Costs</b>	<b>\$165.0</b>	<b>\$186.8</b>	<b>\$199.8</b>	<b>\$205.6</b>	<b>\$211.6</b>	<b>\$968.8</b>
<b>RCMP Operating Costs</b>	<b>\$97.2</b>	<b>\$75.3</b>	<b>\$18.9</b>	<b>\$0.0</b>	<b>\$0.0</b>	<b>\$191.4</b>
<b>Total</b>	<b>\$262.2</b>	<b>\$262.1</b>	<b>\$218.7</b>	<b>\$205.6</b>	<b>\$211.6</b>	<b>\$1,160.2</b>

Notes:

<sup>1</sup> - Included in the City's budget for policing related costs for SPS, increasing by 3% each year



It is important to note that there is potential for considerable variability in the expected timeline for the Phase Two HR Plan approval and full RCMP demobilization. Prolonging the timeline beyond the nine-month approval process period and 20-month demobilization period, resulting in the total amount being higher than shown above.

**Summary of Comparative Five-Year Policing Operating Costs**

Comparing the results of Scenario #2 and #3, the analysis shows that retaining the RCMP as POJ provides estimated policing operating cost savings to the City of \$235.4M over the next five years, as opposed to continuing the transition to SPS. As noted earlier, the analysis includes ongoing capital expenditures and transfers to capital reserves, however, major capital funding requests are excluded. Both RCMP and SPS have the ability to submit major capital funding requests to the City through the annual budget process. The five-year cost vs. savings analysis could be significantly impacted through any one major capital funding approval for either police force (i.e., major facility construction or renovation). Due to the uncertainty and lack of information surrounding potential future major capital funding approvals, this element of cost has been excluded from this analysis to provide a consistent basis of comparison.

Table 4: Estimated Five-Year Costs for Policing

<b>Estimated Five-Year Policing Costs (\$millions)</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>	<b>2026</b>	<b>2027</b>	<b>5 Year Total</b>
<i>Scenario#2</i> Retaining RCMP as POJ	\$257.2	\$158.9	\$164.7	\$169.6	\$174.4	<b>\$924.8</b>
<i>Scenario #3</i> Continuing Transition to SPS	\$262.2	\$262.1	\$218.7	\$205.6	\$211.6	<b>\$1,160.2</b>
<b>Difference – Cost/(Savings)</b>	<b>(\$5.0)</b>	<b>(\$103.2)</b>	<b>(\$54.0)</b>	<b>(\$36.0)</b>	<b>(\$37.2)</b>	<b>(\$235.4)</b>

Table 4 shows an annual cost savings of \$36.0M in 2026, increasing to \$37.2M by 2027, by retaining the RCMP as POJ. This result is consistent with Scenario #1’s estimated RCMP steady state cost savings of \$31.9M, extrapolated forward with reasonable assumptions for future year increases to personnel, operational, and administrative costs. It is reasonable to assume that the cost savings of \$37.2M in 2027 will continue in perpetuity into future years, subject to growth.

It is important to highlight that the 2023 Policing Operations budget within the City’s currently adopted 2022-2026 Five-Year Financial Plan does not provide adequate funding for 2023 costs under either Scenario #2 or #3, resulting in a significant funding shortfall which must be addressed and will be discussed in the following section.

**City Budget Impact 2023-2026**

The Policing Operations budget in the 2022-2026 Five-Year Financial Plan was fundamentally predicated on an estimated plan for SPS hiring and deployment and RCMP demobilization available in late 2021, prior to the finalization and approval of the Joint SPS-RCMP HR Strategy & Plan in May 2022. The Policing Operations budgets for 2023-2026 were built upon the 2022 budget and incorporated the best information available at the time.

Tables 2, 3 and 4 in the analysis considered the five-year impact for the different scenarios. In the following budget impact discussion, a four-year timeframe is utilized as budget figures for fiscal 2027 are outside the range of the currently adopted 2022-2026 Financial Plan.

Incorporating Integrated Teams and City Police Support Service costs back into both Scenario #2 and #3 provides a full costing of the City’s estimated Policing Operations budget for 2023-2026.

Table 5: Estimated Policing Services Funding Requirement – Scenario #2 Retaining RCMP as POJ

<b>Estimated Policing Services Funding Shortfall – Scenario #2 Retaining RCMP as POJ (\$millions)</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>	<b>2026</b>	<b>4 Year Total</b>
SPS Operating Costs	\$111.0	\$0.0	\$0.0	\$0.0	\$111.0
RCMP Operating Costs	\$146.2	\$158.9	\$164.7	\$169.6	\$639.4
<b>Subtotal Operating Costs</b>	<b>\$257.2</b>	<b>\$158.9</b>	<b>\$164.7</b>	<b>\$169.6</b>	<b>\$750.4</b>
<b>Integrated Teams</b>					
Integrated Teams	\$16.5	\$16.9	\$17.3	\$17.8	\$68.5
<b>City Police Support Service</b>					
City Police Support Service	\$25.1	\$25.8	\$26.6	\$27.4	\$104.9
<b>Federal Government 10% Subsidy on SPS Deployed Members<sup>1</sup></b>					
Federal Government 10% Subsidy on SPS Deployed Members <sup>1</sup>	(\$0.6)	\$0.0	\$0.0	\$0.0	(\$0.6)
<b>Subtotal Other Costs</b>	<b>\$41.0</b>	<b>\$42.7</b>	<b>\$43.9</b>	<b>\$45.2</b>	<b>\$172.8</b>
<b>Total Funding Requirement</b>					
<b>Total Funding Requirement</b>	<b>\$298.2</b>	<b>\$201.6</b>	<b>\$208.6</b>	<b>\$214.8</b>	<b>\$923.2</b>
<b>Total Policing Operations Budget<sup>2</sup></b>					
<b>Total Policing Operations Budget<sup>2</sup></b>	<b>\$202.5</b>	<b>\$211.0</b>	<b>\$216.2</b>	<b>\$221.5</b>	<b>\$851.1</b>
<b>Total Funding Excess/(Shortfall)</b>	<b>(\$95.7)</b>	<b>\$9.4</b>	<b>\$7.6</b>	<b>\$6.6</b>	<b>(\$72.1)</b>

Notes:

1 – The Federal Government 10% subsidy for SPS members deployed under the MPUA is credited against the City Police Support Service budget. The 10% subsidy ends on April 1, 2023 in Scenario #2 and June 1, 2023 in Scenario #3.

2 – Based on the adopted 2022-2026 Five-Year Financial Plan

Under Scenario #2, there is a significant funding requirement in 2023 of \$298.2M, with a resulting one-year funding shortfall of \$95.7M, which then stabilizes for the remaining years as SPS operating costs drop off. Overall, this scenario requires an additional \$72.1M in funding over the next four years, as compared to the current adopted Financial Plan.

Table 6: Estimated Policing Services Funding Requirement – Scenario #3 Continuing Transition to SPS

<b>Estimated Policing Services Funding Shortfall - Scenario #3 Continuing Transition to SPS (\$millions)</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>	<b>2026</b>	<b>4 Year Total</b>
SPS Operating Costs	\$144.1	\$186.8	\$199.8	\$205.6	\$736.3
One-Time Transition Funding	\$20.9	\$0.0	\$0.0	\$0.0	\$20.9
RCMP Operating Costs	\$97.2	\$75.3	\$18.9	\$0.0	\$191.4
<b>Subtotal Operating Costs</b>	<b>\$262.2</b>	<b>\$262.1</b>	<b>\$218.7</b>	<b>\$205.6</b>	<b>\$948.6</b>
<b>Integrated Teams</b>					
Integrated Teams	\$16.5	\$16.9	\$17.3	\$17.8	\$68.5
City Police Support Service	\$25.1	\$25.8	\$26.6	\$27.4	\$104.9
Federal Government 10% Subsidy on SPS Deployed Members <sup>1</sup>	(\$2.9)	\$0.0	\$0.0	\$0.0	(\$2.9)
<b>Subtotal Other Costs</b>	<b>\$38.7</b>	<b>\$42.7</b>	<b>\$43.9</b>	<b>\$45.2</b>	<b>\$170.5</b>
<b>Total Funding Requirement</b>					
<b>Total Funding Requirement</b>	<b>\$300.9</b>	<b>\$304.8</b>	<b>\$262.6</b>	<b>\$250.8</b>	<b>\$1,119.1</b>
<b>Total Policing Operations Budget<sup>2</sup></b>					
<b>Total Policing Operations Budget<sup>2</sup></b>	<b>\$202.5</b>	<b>\$211.0</b>	<b>\$216.2</b>	<b>\$221.5</b>	<b>\$851.1</b>
<b>Total Funding Excess/(Shortfall)</b>	<b>(\$98.4)</b>	<b>(\$93.8)</b>	<b>(\$46.5)</b>	<b>(\$29.4)</b>	<b>(\$268.0)</b>

Notes:

1 - The Federal Government 10% subsidy for SPS members deployed under the MPUA is credited against the City Police Support Service budget. The 10% subsidy ends on April 1, 2023 in Scenario #2 and June 1, 2023 in Scenario #3.

2 - Based on the adopted 2022-2026 Five-Year Financial Plan

Although it is not part of the Policing Operations budget, Scenario #3’s requirement for an additional \$20.9M to restore SPS One-Time Transition funding has been included in Table 6 to determine the overall 2023 funding shortfall.

Under Scenario #3, the largest funding requirements are expected in 2023 and 2024 of \$300.9M and \$304.8M, respectively, resulting in funding shortfalls of \$98.4M (2023) and \$93.8M (2024). Overall, this scenario would require an additional \$268.0M in funding over the next four years, as compared to the current adopted Financial Plan.

The City Budget Impact analysis indicates a significant funding shortfall under both Scenario #2 and #3. Through the forthcoming 2023-2027 Five-Year Financial Plan budgeting process, this shortfall will be presented within the wider context of the City’s overall operating budget. Staff will work with Mayor and Council to identify potential funding mechanisms to ensure an overall balanced budget for the City over the full five-year scope of the financial plan.

## SPS Actual Expenditures

The following table summarizes total expenditures for SPS (excluding Integrated Teams) from its inception to Oct 31, 2022, along with a forecast to December 31, 2022.

Table 7: SPS Actual Expenditures

SPS Actual Expenditures (\$millions)	Inception to Date Oct 31, 2022	Forecast November & December 2022	Forecasted Inception to Date to December 31, 2022
Operating Costs	\$48.2	\$15.2	\$63.4
Capital Expenditures	\$1.7	\$0.8	\$2.5
One-Time Transition Spending	\$31.0	\$7.0	\$38.0
<b>Total</b>	<b>\$80.9</b>	<b>\$23.0</b>	<b>\$103.9</b>

## Summary of Scenario Analysis

### Scenario #1 - Comparison of Annual Steady State Policing Costs Between SPS and RCMP

SPS policing services would result in an annual cost premium to the City of approximately \$31.9M per year for policing operating costs, or conversely, an annual savings of an equal amount for RCMP policing services, assuming the current staffing level of 734 was maintained.

### Scenario #2 - Retaining the RCMP as POJ and Ultimate Dissolution of SPS and Board

The total five-year policing costs for retaining the RCMP as POJ are estimated at \$924.8M, which includes policing costs, including potential severance and contractual obligations.

### Scenario #3 - Continuing the Transition to SPS with No Municipal RCMP Policing

The total five-year policing costs for continuing the transition to SPS are estimated at \$1,160.2M, which includes an additional \$20.9M in one-time transition costs.

## 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 the 2023-2027 Five-Year Financial Plan budgeting process.

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 \$924.8M over the years 2023-2027, whereas continuing to build out and finalize the transition to SPS would cost \$1,160.2M over the same time period, representing a difference of \$235.4M.

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.

## SUSTAINABILITY CONSIDERATIONS

This work supports the Sustainability Charter 2.0 theme of Public Safety. Specifically, this work supports the following Desired Outcome (“DO”) and Strategic Direction (“SD”):

- Public Safety DO4: Local residents and businesses are connected and engaged within their neighbourhoods and with the broader community – including police, public safety partners and social service agencies – to enhance safety.
- Public Safety SD3: Ensure programs, policies and initiatives exist along the public safety continuum, and support the entire community.

## CONCLUSION

Council directed staff to prepare a plan to maintain the RCMP as the POJ in Surrey. A Project Team was struck which included independent policing experts and staff from the Surrey RCMP and the City. The team worked collaboratively to develop a comprehensive plan that will enable the City to retain the RCMP as the POJ and progressively staff up the RCMP to a level where support from the SPS will no longer be required. The Plan also provides recommendations for the Province to consider key issues with respect to the eventual disestablishment of the Board and the SPS.

Terry Waterhouse  
General Manager, Community Services

Kam Grewal  
General Manager, Finance

Rob Costanzo  
General Manager, Corporate Services

Appendix “I”: *Policing Surrey: A Plan to Retain the RCMP as the Police of Jurisdiction in Surrey*

Appendix “II”: Corporate Report No. R199; 2022

Appendix “III”: Corporate Report No. R209; 2022

**POLICING SURREY:**

**A Plan to Retain the RCMP as the Police of Jurisdiction  
in Surrey**

**City of Surrey / RCMP**

**December 12, 2022**

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## EXECUTIVE SUMMARY

This document responds to the October 17, 2022, direction of the Minister of Public Safety and Solicitor General, and corresponding resolution by Surrey City Council (Council) for a Plan which provides for the retention of the Royal Canadian Mounted Police (RCMP) as Police of Jurisdiction (POJ) in Surrey.<sup>1</sup>

In 2018, the previous Council passed a motion to develop an independent municipal police service. Following provincial approval, the Surrey Police Board (Board) and the Surrey Police Service (SPS) were created. Despite best efforts and almost four years of co-operative work with three levels of government and the police agencies, significant work is left to be done to complete the transition to a municipal police service, including development of the necessary legal agreements.

Currently, the SPS has less than half the officers required to police Surrey and only approximately 168<sup>2</sup> of those officers are operational (Operational SPS Officers). The RCMP remains Surrey's police of jurisdiction and retains command and control of policing in Surrey.

The initial phase of the transition agreement will expire in May 2023 and requires renewal by all stakeholders. No agreement is in place to enter the second phase of the transition, leaving most issues involving critical infrastructure and equipment unsorted. The legal mechanisms necessary to continue with a transition are yet to be negotiated. No formal notice that Surrey will be exiting from its contract for RCMP services has been provided to the federal government. The Municipal Police Unit Agreement (MPUA) respecting Surrey remains in place.

Even if SPS could staff up to fifty per cent of Surrey's authorized complement of police, there is no precedent for RCMP members to remain in Surrey under SPS command and control, which would likely be necessary for a period of years.

Compounding the foregoing issues is the continuing financial impacts as the transition continues. This includes over 119<sup>3</sup> SPS officers (Non-Operational SPS Officers) who are assigned to administrative tasks and are not deployed with Surrey RCMP.

The Province has an overarching responsibility to ensure "adequate and effective" policing in British Columbia. What occurs in a large municipality, such as Surrey, has potential impacts elsewhere. The Province requested a retention plan from the City by December 15, 2022. This Plan responds to that request.

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<sup>1</sup> See Appendix "A" for Abbreviations and Acronyms used in this Plan.

<sup>2</sup> This figure does not include 19 previously deployed SPS officers that are no longer operational.

<sup>3</sup> This number does include 19 previously deployed SPS officers that are no longer operational.



In addition, the commander of the Provincial RCMP ("E" Division) will advise the Minister of Public Safety and Solicitor General, by December 22, 2022, what impact, if any, there may be on the Provincial Police, by Surrey retaining the RCMP as its municipal police.

Both the City and the RCMP have a shared commitment to the actions in this Plan and their implementation in a timely manner. The City also recognizes its commitment to the Province under the MPUA. These commitments will ensure the continuation of the high quality of policing to which citizens of Surrey have become accustomed and, indeed, deserve.

In addition to its primary focus on public safety, at the core of this Plan are the four pillars of people, finances, community, and governance.

The people-centric approach encourages SPS officers and civilian staff to continue working within Surrey and to ensure that they are treated with fairness and respect.

The focus on finances ensures that this Plan will be implemented in a cost-effective manner, befitting the role of a municipal government and its police.

The focus on community engagement and outreach continues and builds on the long-standing work performed by Surrey RCMP in the community, with particular emphasis on supporting persons at risk, the homeless and those in need of specialized support, and Indigenous peoples.

The focus on governance outlines the mechanisms in place, and proposed, which ensure that the police are accountable to the community and are responsive to the needs of City Council.

This Plan also requires that the City work collaboratively with the Province, and with the Board, which is the employer of SPS members, and the federal government (Canada), which is the employer of RCMP members.

Following approval by the City and Province, implementation of this Plan will require numerous actions. A project team is already in place, comprised of representatives from the RCMP and the City. This project team can execute on all required tasks, outlined in Appendix "G."

All tasks and activities outlined in this Plan and its Appendices have been incorporated into a proposed joint workplan for the City, the RCMP, the Board, and SPS. Contingent on Ministerial approval, the workplan will be reviewed, updated, and implemented in a timely manner to maintain high policing standards and minimize costs. It is found at Appendix "H."

The City and the RCMP are committed to a timely resolution of any outstanding issues with respect to maintaining the RCMP as POJ and will collaborate with all parties to satisfy provincial expectations and legal obligations.

## BACKGROUND

In British Columbia, municipalities with a population of more than 5,000 residents are responsible for providing municipal police services within their jurisdiction. They have three options, or models, to choose from:

1. to form an independent police department (independent option);
2. to partner with an existing municipal police department (partner option); or
3. to contract with the province for the services of the RCMP (contract option).

In options one and two, a municipality's authorities and duties derive from the *Police Act*. In the contract model, they derive from the Municipal Police Unit Agreement.

In options one and two, a municipality bears the total cost of its policing. In the contract model, Canada underwrites approximately ten per cent of the cost.

Regardless of the model chosen, a municipality must provide buildings and facilities, assets and equipment required to deliver policing services, plus cover the associated operating and maintenance costs.

In all the models, a municipality is required to provide civilian support staff to the police. This is done directly under the contract model but through a police board in the other models.

In options one and two, the *Police Act* directs that a municipality provide priorities, goals, and objectives to the Board, which must in turn, determine the priorities, goals, and objectives of the municipal police department. Under the contract model, the mayor and council set priorities, goals, and objectives for the municipal police unit (MPU) that are consistent with those of the provincial police service.

Governance under options one and two falls to the Board, as employer. Under the contract model, a municipality is free to create its own, customized process which may involve a public safety or police committee, composed of councillors and citizen representatives. Whether governance is by a police board or by a council, each is required to represent the interests of the community and be fiscally prudent.

The RCMP has been Surrey's police of jurisdiction (POJ) since May 1, 1951. The Surrey RCMP continues to grow in parallel to the City and is the largest RCMP detachment in Canada.

Despite the unprecedented events of the last few years, Surrey RCMP continues to serve the citizens of Surrey with pride. It has served as a training ground for many hundreds of RCMP officers over the past 71 years. It has also been the site of numerous unique and innovative specialist police units and programs. Five RCMP officers have made the ultimate sacrifice while serving in the City.

The RCMP continues to demonstrate fiscal responsibility in these uncertain times. Its long-standing relationship with the City ensures that the City is fully aware of its expenditures. All new expenditures are communicated and negotiated to confirm that they fit within the City's Five-Year Financial Plan.

Due to the emergency authority contained within the contract for the RCMP's services, the Surrey RCMP has benefitted from outside assistance in times of crisis and likewise, has supported other municipalities.

Municipalities which contract with the RCMP pay a sum, per member, for common services.<sup>4</sup> Not only is this an efficient way of funding these services but Surrey's large complement of members creates a much greater pool, to the benefit of all contract municipalities in the Lower Mainland. Conversely, the loss of Surrey RCMP from this pool would increase the cost to the others and to the Province.

Among the many common services provided by the RCMP to its municipal partners, underwriting the cost of recruit training and indemnifying municipalities from liability for the actions of RCMP members are of great significance.

Mayors from across the region have demonstrated support for the RCMP remaining as POJ in Surrey. See Appendix "E."

### The Last Four Years

On November 5, 2018, Surrey City Council approved a move to create an independent municipal police department. The motion directed staff to notify Canada and the Province that the City was terminating its contract for RCMP services.

The termination notice was sent to the Province on November 6, 2018, indicating that the MPPA would terminate on March 31, 2021. The City served notice, but later rescinded the termination date pending the development of alternative legal

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<sup>4</sup> Commonly referred to as "Div. Admin."

agreements to govern the transition. As a result, the RCMP continues as Surrey's police of jurisdiction.

Certain milestone activities did, however, take place, including the establishment of the Board and the SPS. In September 2020, the Surrey Police Trilateral Transition Committee (SPTTC) was established by Canada, the Province, and the City to oversee an effective and efficient transition of police service. The SPTTC endorsed a phased, integrated model that contemplated two distinct phases.

Phase One, beginning in November 2021, witnessed the deployment of SPS officers with Surrey RCMP and under RCMP command and control.

Phase Two would see SPS assume command and control of policing in Surrey and effect an asset transfer. That Phase has not occurred and as noted below, significant issues impact the ability to negotiate and implement Phase Two, including the Council Motion of November 14, 2022, to maintain the RCMP as POJ, thereby eliminating the need for Phase Two.

In August 2021, the SPTTC directed all partners to focus on hiring and deploy the "first 50" SPS officers to the RCMP. The first 50 SPS officers were deployed in November 2021. The Joint SPS-RCMP Human Resources Strategy & Plan (HR Plan) contemplated 295 SPS officers being deployed with the RCMP by May 2023. Given the extreme instability that would result, the RCMP will not intake further SPS officers after May 2023 unless an agreement is in place with respect to Phase Two.

Full operational and administrative authority over Surrey RCMP continues to reside with the RCMP. All 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 RCMP control.

There is no agreement in place which allows the SPS to deploy additional officers to the RCMP after May 1, 2023, and none to deal with critical infrastructure issues. Most of the work required to plan and deliver on Phase Two remains to be negotiated. This includes the following:

- Phase Two HR Plan;
- File Audit and Transfer;
- Exhibit Audit and Transfer;
- Asset and Equipment Transfer; and
- Change of Command Requirements.

Completion of the foregoing would require approval of all parties, including endorsement from both Canada and the Province. It is highly unlikely that a fully endorsed and signed transition agreement could be in place before the end of Phase One. Based on experience to date, it is anticipated that confirmation of such an agreement would take a minimum of nine months to complete after direction was given and would require all parties to be willing to engage for a common purpose, a pre-condition which simply does not exist.

Critical to the foregoing is the absence of any legal mechanism by which RCMP members could remain in Surrey under SPS command and control. All potential transition models require that a considerable number of RCMP members would be required to supplement SPS as POJ for an extended period.

Given that both the RCMP and the SPS are unionized, extensive consultation with the unions would be required prior to any change in command.

Should the transition continue, the City of Surrey, via subsequent Council motions, would be required to take several steps, including:

- Council would be required to take formal steps to terminate the current MPUA, providing for RCMP services;
- Council would be required to endorse, and the Mayor would have to sign a transition agreement for Phase Two, which would include a provision which directs RCMP members to work under the command of the SPS; and
- Council would have to endorse, and the Mayor would have to sign extensions to the existing memorandum of understanding and assignment agreements for Phase One, until the Phase Two transition agreement was developed.

#### [Council Meeting - November 14, 2022](#)

Following the 2022 municipal elections, at a meeting on November 14, 2022, Surrey's new City Council was presented with a staff report that outlined two options for policing: continuing to transition to an independent model or retaining the RCMP as police of jurisdiction.

City Council directed staff to prepare a Plan to maintain the RCMP and requested that the Board and SPS halt further hiring and new expenditures. See Appendix "D."

At the same meeting, Council endorsed the following principles to guide the development of the Plan:

1. The City will always uphold its responsibility to provide adequate and effective policing services to the City of Surrey whether through combined provision of services by the RCMP and the SPS or by one of these police agencies.
2. The provision of public safety services that meet the current and future needs of our community members is of the highest priority as is the preservation of officer safety and officer well-being.
3. The City will continue its person-centred approach, recognizing the highly impactful nature of this work on the well-being, morale, and livelihoods of the civilian and sworn staff of the City, the Board, the SPS and the RCMP.
4. Timeliness is a priority to minimize uncertainty for impacted staff and the community as a whole and to give effect to Council direction as soon as practicable given legal, financial, and other constraints.
5. Due process will be respected, such that the City and its partners are able to fulfil their legal obligations and exercise their respective authorities to undertake work within their discretion and available resources.

#### Council Meeting - November 28, 2022

At its meeting on November 28, 2022, Surrey City Council endorsed a framework for construction of the Plan to maintain the RCMP as POJ. That framework was used to develop this plan. Council also endorsed priorities, goals, and objectives for policing Surrey in 2023, found at Appendix "C".

Priority One called for the retention of the RCMP as POJ. Goals include developing a Plan for Council endorsement and submission to the Minister of Public Safety and Solicitor General. It also requested a staffing plan, which provides employment opportunities, where possible, within the City, or the RCMP, for SPS police officers and civilian staff. A third goal called for development and implementation of an infrastructure plan which would allow SPS assets to be repurposed by the City.

To achieve the foregoing priority and goals, Council endorsed maintaining a service level of 734 members<sup>5</sup> (Operational Officers), thereby ensuring adequate and effective policing. A second objective called for the development and implementation of a plan for SPS to continue deploying officers to support the

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<sup>5</sup> The MPUA provides for 843 RCMP members as the authorized strength included in Annex A of the MPUA, 58 of whom serve Surrey through the Lower Mainland District's integrated teams. Another 785 are on strength to Surrey Detachment, of which 734 are funded by the City. Approval of the HR Plan was contingent on achieving and maintaining a minimum of 734 combined SPS/RCMP complement of officers for adequate and effective policing in Surrey.

municipal policing unit, until such time as Surrey RCMP has returned to full strength.

At the same meeting, Mayor and Council endorsed priorities, goals and objectives for crime prevention and community safety in 2023. It called for Surrey RCMP, in collaboration with the City and community partners, to continue to prevent and reduce crime and maintain public safety.

### Formulating This Plan

This Plan is built on four pillars of people, finance, community, and governance. Figure 1 below outlines the pillars and their importance to collaborative implementation of the Plan.

The City and the RCMP will take a people-centric approach that encourages SPS officers and civilian staff to continue working in Surrey and to ensure that they are treated with fairness and respect.

The focus on finances and the impact on Surrey taxpayers ensures that this Plan will be implemented in a cost-effective manner.

The City will expand its focus on community engagement and build on the long-standing work performed by Surrey RCMP in the community, with particular emphasis on Indigenous peoples and individuals experiencing homelessness and other vulnerabilities.

There are mechanisms in place to ensure transparency, accountability, and governance. These ensure that the police are accountable to the community and are responsive to the needs of City Council.

Figure 1: The Four Pillars of the Plan



The City and RCMP are prepared to start immediately on the tasks and activities supporting the Plan to retain the RCMP as POJ in Surrey (see detailed workplan in Appendix "H").

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## HUMAN RESOURCES

The key element of this plan involves the strategies the RCMP will use to reach, and maintain, 734 operational RCMP members in Surrey.<sup>6</sup> This section and Appendix “I” provide significant detail on the staffing plan and how it will be accomplished.<sup>7</sup> The 734 number serves as the baseline for the purposes of this report. In subsequent years, additional resources will be required and requested in future budget submissions by the POJ.

### POLICE OFFICERS

In November 2022, the MPU had its fully funded complement of 734 Operational Officers serving Surrey. Exact resource numbers fluctuate on an almost daily basis. On November 30, 2022, the MPU’s composition was the following:

Operational RCMP members	573
Operational SPS officers	<u>168</u>
TOTAL	741 (7 over 734 target)

Critical to the success of this Plan is the ability of the RCMP to maintain 734 Operational Officers, while replacing the SPS officers currently deployed to Surrey RCMP with RCMP members. How it will accomplish this task is described below.

It is significantly less challenging and less costly to Surrey taxpayers compared to continuing the transition to SPS. SPS would be required to hire substantially more police officers than the RCMP, to maintain a count of 734 Operational Officers, as depicted in the following table.

	Current number of Police Officers	Additional hiring required	TOTAL
RCMP	573	161	734
SPS	315 <sup>8</sup>	419	734

The burden on SPS is exacerbated by active hiring which is taking place in other municipal police forces in the Lower Mainland, which will only increase with the

<sup>6</sup> Referred to contractually as Full Time Equivalent Utilization (FTE Utilization). Whenever the figure “734” is used in this plan it refers to the contractual obligation to maintain a 734 FTE Utilization rate, as per the MPUA. See Appendix “B” for details on the staffing terminology used in this report.

<sup>7</sup> Also, see Appendix “B” for the definitions of Key RCMP Staffing Terms.

<sup>8</sup> As reflected throughout this Plan 168 out of 315 SPS police officers are presently operational.

Vancouver Police Department's stated intention to hire 100 additional police officers.

Due to SPS officers already being deployed within Surrey RCMP, a phased replacement of them with RCMP members can occur, as SPS officers opt to either join the RCMP or depart for other opportunities. The RCMP is satisfied that it can staff up to its full complement by December 31, 2023, even after factoring in normal attrition. It will accomplish this through multiple staffing processes, including the following:

- Operational SPS Officers deployed to the Surrey RCMP;
- Non-operational SPS Officers who are not currently deployed to the RCMP;
- SPS recruits;
- RCMP cadets; and
- Experienced Police Officers (EPOs).

These categories are discussed below.

#### [Operational SPS Officers Deployed to the Surrey RCMP](#)

There were 168 Operational SPS officers as of November 30, 2022.

Priority staffing of SPS officers who are currently deployed with Surrey RCMP affords an immediate resource pool. The decision to join the RCMP is an individual decision which each SPS officer must make, based on their unique career interests and personal considerations.

Joining the RCMP affords SPS officers with several career opportunities:

- Continue working for the Surrey RCMP for their entire career, if they so choose;
- Most can continue working in their current positions;
- Participate in local training (no need for these officers to attend at the RCMP's Training Academy in Regina);
- Pension portability;
- RCMP leave allowance matched to service;
- Negotiated rank (case by case basis); and,

- Explore numerous RCMP career progression opportunities within Surrey, and if desired, in E-Division, across Canada, and abroad.

If all SPS officers currently deployed were to bridge over to the RCMP, there would be no further resource requirement, other than that of normal attrition. If none, or some, were to join the RCMP, the balance would be staffed from the following categories.

### Non-Operational SPS Officers

In November, SPS reported having 315 police officers. That number appears to be composed as follows:

- 168 Operational SPS Officers;
- 28 SPS Recruits
- 119 Non-Operational SPS Officers.

The 119 Non-Operational SPS Officer group is a significant financial liability to the City as they are not engaged in operational activities. The RCMP will provide targeted hiring opportunities to these officers through the Experienced Police Officer Program (EPOP), described below.

### SPS Recruits

There were 28 SPS recruits as of November 30, 2022.

The SPS recruits comprise two classes currently training at the Justice Institute of British Columbia (JIBC). The RCMP will honour its existing agreements with SPS to facilitate JIBC's training requirements for recruits whose training is in progress and expected to be completed. The RCMP will also provide these recruits with employment opportunities, and any training equivalencies required to deploy as an RCMP member. Should a third class of SPS Recruits begin JIBC training, the RCMP will work with those recruits to assess the best path forward to complete their police training.

It is imperative that the Board and SPS end further hiring of recruits, as Surrey RCMP anticipates replacing the existing SPS deployments with RCMP members and cadets by the end of 2023.

### RCMP Cadets

Surrey RCMP normally accepts approximately 75 cadets each year from the RCMP training academy in Regina. This practice was discontinued in 2021 due to the

transition. Under the Plan, cadets will once again be posted to Surrey, with 67 committed for 2023.

The RCMP will undertake enhanced cadet recruitment activities in Surrey to bolster the number of cadets sent to the RCMP's training academy. Furthermore, the RCMP will pre-post cadets back to the Lower Mainland, allowing Surrey residents to return to the City.

### Experienced Police Officers

The RCMP's EPOP is an expedited process, allowing police officers from other agencies to join the RCMP and bypass cadet training.

The August 2021 collective agreement between the RCMP and the National Police Federation (NPF) was a historic milestone for the RCMP. It resulted in rates of pay and benefits for RCMP members which compare favourably with police agencies across Canada.

A by-product of this agreement has been an unprecedented interest by experienced police officers wishing to join the RCMP. Equitable compensation combined with unique policing opportunities are considered the primary drivers of this development.

As of December 2022, EPOP hiring will become the responsibility of "E" Division. A target of 140 candidates entering the EPOP has been set for 2023.

The combination of intake streams described above is anticipated to produce more resources than are required by Surrey RCMP. These excess resources can, however, be accommodated within "E" Division and these details will be the subject of correspondence from the Commanding Officer of "E" Division to the Solicitor General.

### CIVILIAN STAFF

The City currently funds 302 regular, full-time (32 exempt and 270 unionized) positions which provide direct support to Surrey RCMP, and another 120 auxiliary, unionized personnel. All these positions will be maintained moving forward. The civilian CUPE employees within Police Support Services currently report directly to civilian managers, who themselves report to the General Manager, Community Services.

The employees hold positions in the following functional areas:

<b>Police Support Services Functional Areas</b>	<b>Number of RFT employees</b>
Office of the Manager of Police Support Services	3
Operations	117
Information Management & Technology	98
Corporate Services	55
Strategic Management	21
Finance	8
Total	302

All of the above mentioned 302 staff are currently employed by the City and there will be no changes to their employment status.

The primary focus for the City in terms of human resources in regards to this Plan is to find opportunities for the civilian staff currently working with SPS. These individuals include City staff who moved to SPS, auxiliary City employees, and civilian staff hired by the Board and SPS.

Career opportunities for these categories of civilian staff will, in most cases, be found within the City, or the RCMP. Many of these individuals previously worked within Surrey RCMP and are expected to seamlessly reintegrate.

Staffing decisions will be made on an individual basis, considering individual preferences and skills, and the availability of positions. The following will also occur:

- Managing severance and notice requirements in collective agreements, to which the City is not a party.
- Ensuring necessary security clearances and other elements related to transfer of staff between organizations are in place; and
- Adjustments to information systems utilized for SPS human resource processes.

In addition, "E" Division established a project team within its Departmental Security Section to expedite security screening and the timely issuance of federal, Enhanced Reliability clearances for officers and civilians assigned to the MPU. This team will continue its work until this Plan is fully implemented and the MPU is fully staffed with RCMP members.

## FINANCES

The financial analysis to determine the fiscal implications related to either continuing the transition to the SPS or retaining the RCMP as POJ is extremely complex. Using currently available information, recognizing inherent limitations, and applying assumptions where necessary, financial analysis was completed to provide estimates on the financial implications for the five-year period spanning 2023 to 2027, aligned with the City's required budgetary cycle. In addition, financial consideration has been given to the funding impact on the remaining four years of the adopted 2022 – 2026 Financial Plan.

See Appendix "F" for the detailed financial analysis.

### FINANCIAL ACCOUNTABILITY - RCMP

Surrey RCMP has remained within budget for many years, long before City Council's 2018 move to establish an independent municipal police service. Its fiscal prudence has continued over the past four years, despite the challenges of the recent pandemic and the transition. Under this plan, the RCMP will continue to provide multi-year financial plans, and monthly financial forecasting to City staff. The RCMP is subject to Canada's *Financial Administration Act* which affords a significant, additional layer of financial control.

## COMMUNITY

Surrey RCMP will ensure that its strategic priorities align with the 2023 priorities, goals, and objectives of the City, that are included in this Plan, as they have in the past. Furthermore, its commander will continue to operationalize these priorities and will regularly report to City Council on their implementation.

### ADEQUATE AND EFFECTIVE POLICING

Under the *Police Act*, the Province must ensure that residents receive “adequate and effective” police service. The RCMP has not faltered in its delivery of this level of service to Surrey during the past 71 years, including throughout the recent pandemic and policing transition.

Surrey RCMP continues to deliver policing tailored to Surrey, to a degree which exceeds “adequate” and can more properly be referred to as effective and efficient. Surrey has witnessed reduced crime rates, year over year, since 2019, despite numerous challenges. In fact, the crime rate in 2021 was the lowest it has been in the past ten years. This trend continues in 2022.

Surrey RCMP is committed to maintaining its effective and efficient model of policing during the process of staffing up to a full complement of RCMP officers. This includes continuing the wide array of programs and services which it provides to the community and to victims, some of which are described below.

### GROWTH

The City estimates that Surrey is growing by 1,000 to 1,500 new residents each month. This estimate has remained steady since 2018.

As the city grows, Surrey RCMP will work with the City to recommend increases in police officer and civilian staff, when required, and to develop and implement sustainable and focused programs and services, which align with City priorities, goals, and objectives.

### PROGRAMS, INITIATIVES, AND PARTNERSHIPS

Many adaptive, responsive, and community focused programs, initiatives, and partnerships were created by the RCMP during its seventy years of service to residents of Surrey, and continue to the present, despite the recent pandemic and the policing transition.

The innovative strategies implemented by Surrey RCMP to address significant social issues, including child abuse, intimate partner violence, gangs and guns, emergency operations, mental health, and homelessness are considered best practices that have been adopted by other jurisdictions.

Surrey RCMP is committed to working with the community to reduce crime using a service delivery model anchored in three delivery streams: outreach, intervention, and enforcement. Officers and staff deliver these services to the community in over fifty languages and dialects.

A full list of Surrey RCMP's programs and services is found on its website,<sup>9</sup> with the following being examples.

### Youth Programs

Surrey RCMP's long-term strategy to address youth involvement in gangs and the drug trade is intended to promote positive choices at an early age and to provide accessible support and guidance to parents.

With the largest population of youth in the Lower Mainland, Surrey RCMP's long-standing partnership with the Surrey School District has been instrumental in building over a dozen programs that engage with youth across the City. Programs include the following.

- **Shattering the Image** is an anti-gang presentation that is tailor-made for Surrey youth, parents, educators, and community groups. This presentation is delivered by officers from the Gang Enforcement Team to thousands of youth with the goal of shattering the glamourized image of gangs, and helping youth make positive choices.
- The **Surrey RCMP Basketball Classic** is one of the largest and longest running basketball tournaments in British Columbia. It encourages youth to come together through sport. Several RCMP members participated in the Classic when they were high school students and return each year to participate and support the athletes.
- The **Citizen and Youth Police Academy** provides fifty candidates with a comprehensive nine week overview of policing programs in Surrey. Participants meet weekly to investigate a mock police file from start to finish, while hearing from various specialized police units. Feedback from participants highlights a greater understanding of police work, and how youth and other community members can contribute to public safety.

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<sup>9</sup> <https://bc-cb.rcmp-grc.gc.ca/ViewPage.action?siteNodId=69&languageId=1&contentId=-1>



- The **Surrey RCMP Parent Helpline** provides guidance for parents / guardians who believe their child is involved in, or at risk of becoming involved in criminal activity. Youth officers provide resources, information, and intervention services to help protect the children from embarking on a criminal lifestyle.

### Supporting Vulnerable People

Each year, Surrey RCMP officers administer hundreds of doses of life-saving Naloxone, and attend thousands of calls that involve suicidal people, or individuals suffering from a mental health crisis. Supporting vulnerable people requires a response that extends beyond policing and includes close collaboration with partner agencies and the community. Examples include:

- The **Police Mental Health Outreach Team** is a made-in-Surrey, enhanced policing model that uses a specialized team to assist vulnerable citizens suffering from mental health, addictions, or homelessness who have contact with police or require an emergency response. Surrey was the first RCMP detachment to operate a **Car 67 program**, which has now been operating for over 25 years. Car 67 pairs a police officer with a Fraser Health nurse to respond to police calls that involve significant mental health issues.
- **Sophie's Place** provides a safe space for Surrey's youngest, most vulnerable victims, who have experienced child abuse and trauma. Specially trained police officers work with a multi-disciplinary team to investigate incidents of abuse in the least intrusive and most supportive way possible. Officers from the Surrey RCMP Special Victims Unit work at Sophie's Place in close partnership with collaborating agencies, including the Centre for Child Development, Ministry of Children and Family Development, City of Surrey, and the Ministry of Public Safety and Solicitor General (Victim Services and Court Support).
- **Surrey's Intimate Partner Violence Unit** works closely with community partners such as the Surrey Women's Centre to reduce incidents of domestic violence and repeat victimization affecting victims and family members. In addition to investigating domestic violence incidents and monitoring offenders, officers work alongside victim services workers to offer support to victims and families through referrals, safety planning, and guidance with the court process.
- **Surrey Detachment's Cell Block** operations include registered nurses working within the Cell Block, the first RCMP detachment in Canada to do so. Recognizing that many prisoners who are brought to the Cell Block have very

complex medical, mental health, and / or addictions issues, this integration has been instrumental in enhancing support to prisoners.

### Emergency Operations

**Surrey RCMP's Emergency Operational Planning Unit** plays an integral role in ensuring continuity of policing operations during major events, such as natural disasters, large scale protests, and the recent COVID-19 pandemic. This unit developed in-house processes and systems for managing the impact of several COVID variants on staffing levels, while carefully monitoring core-policing operations. Surrey RCMP was then able to schedule its operational resources in a manner that ensured an effective policing response throughout the pandemic.

These programs and initiatives are but a few examples of the locally designed, community-focused programs that have reduced crime rates in Surrey over the past decade.

### SUPPORTING PROVINCIAL DIRECTION

Surrey RCMP will continue to collaborate with the City and community stakeholders to align community safety and crime prevention programs with the Provincial Safer Communities Action Plan. Coordination between law enforcement, community organizations, health providers and the justice system are critical to addressing complex social issues, such as mental health, homelessness, and addiction, and to effectively manage repeat offenders, while also providing client-centred and culturally appropriate support to Indigenous people.

## GOVERNANCE

Independent oversight plays a crucial role in policing within a democracy. A key aspect of this Plan is enhanced transparency, governance, and accountability of Surrey RCMP. It is anchored in the renewal of governance mechanisms to support the evolution of policing in Surrey. The three-level framework below is intended to provide accountability and good governance, with appropriate and proportionate roles for Mayor and Council plus strong community representation.

It is important to note that this governance structure provides an appropriate and critical role for the Mayor of the City.

### LEVEL ONE – EXECUTIVE OVERSIGHT

Articles 7 and 16 of the MPUA, allow the Mayor as the Chief Executive Officer (CEO) of a municipality to request such information and reporting as may be required from the detachment commander to ensure transparency in the operation of the MPU. This includes matters related to human resources, organizational planning, financial management and accountability, and other agreed upon information.

The City of Surrey and the RCMP will participate in or institute the following additional mechanisms to ensure superior collaboration between both entities.

**Local Government Contract Management Committee** – This Committee is provided for in Article 18 of the MPUA. It oversees contract policing for British Columbia municipalities and is co-chaired by the provincial Director of Police Services and by a Union of British Columbia Municipalities executive. The City can bring forward issues to the committee and / or seek to be appointed to the Committee.

**Operational Effectiveness Assessments** – Article 17 of the MPUA requires a municipality to undertake operational effectiveness assessments of its MPU in collaboration with the detachment commander. The parties agree to the frequency, scope, and subject matter of these assessments, with a view to continuous improvement in administration of the MPUA and service delivery by the RCMP.

**Reporting and Transparency** – The MPUA allows the City to receive reports on the work of the MPU. This mechanism will be enhanced within Surrey, to ensure regular, transparent reporting on key issues arising from the work of the RCMP. This will aid in the administration of the MPU and further develop positive collaboration between the City and the RCMP.

**Selection of the Detachment Commander** - The Commanding Officer of "E" Division must consult with the City prior to appointing a detachment commander. The City may request broader, community consultation. In practice, the RCMP provides prospective candidates from within its senior ranks and mutual agreement occurs on a selection process, with the final determination of a detachment commander being left to the City.

## LEVEL TWO – COUNCIL PRIORITIES, GOALS, AND OBJECTIVES FOR POLICING

Under the MPPA, the City must provide Surrey RCMP with Council's priorities, goals, and objectives. These result from an interactive process involving the RCMP and City staff making a recommendation to Council. It is an opportunity for collaboration on policing priorities and service delivery. As noted above, on November 28, 2022, City Council endorsed its policing priorities, objectives, and goals for 2023. This process will be repeated on an annual basis.

## LEVEL THREE – SURREY'S POLICE COMMITTEE STRUCTURE

Section 142 (1) of British Columbia's *Community Charter* states that "A Council may establish and appoint a select committee to consider or inquire into any matter and to report its findings and opinion to the council."

Council adopts Terms of Reference for each select committee, including its mandate, term, and composition. In Surrey, select committees are composed of Council members (as Chair and Vice-Chair) and residents. Their mandate is to provide information and make recommendations to Council on issues of concern to the public and the City.

For many years, the City provided regular oversight of policing through a committee of Council. The previous City Council abolished this process. The current City Council intends to develop enhanced oversight mechanisms.

The City will establish select committees early in 2023 to provide advice and support to Council with respect to policing and public safety. The RCMP will play an active role, helping support transparency, governance, and accountability for Surrey residents. Other public safety partners, including the Surrey Fire Service and the City Bylaws division, along with social service agencies, and citizens will play key roles in these committees. The Police Board structure does not provide for this integrated Public Safety approach, which historically has worked extremely well for the City.

Additionally, the City will seek to collaborate with the Province on the establishment of a Local Police Committee, as provided for in section 31 of the *Police Act*. The

duties of the Local Police Committee may include promoting good relations between residents and police, advising the Minister and police on matters concerning the adequacy of policing and law enforcement in the City, and other duties that the Minister may specify.

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## APPENDIX “A” ABBREVIATIONS AND ACRONYMS

Board	Surrey Police Board
Canada	Government of Canada
CEO	Chief Executive Officer
City	City of Surrey
Council	Surrey City Council
“E” Division	Provincial RCMP
EPO	Experienced Police Officer
EPOP	Experienced Police Officer Program
FTE Utilization	Full Time Equivalent Utilization
HR Plan	Human Resources Strategy & Plan
IM / IT	Information Management / Information Technology
JIBC	Justice Institute of B.C.
MPU	Municipal Police Unit
MPUA	Municipal Police Unit Agreement
NPF	National Police Federation
POJ	Police of Jurisdiction
Province	Government of British Columbia
RCMP	Royal Canadian Mounted Police
SPS	Surrey Police Service
SPTTC	Surrey Police Trilateral Transition Committee
STE	Surplus to Establishment

## APPENDIX “B” KEY RCMP STAFFING TERMS

Key terms used when referring to the contract strength of an MPU include the following.

- **Authorized strength** refers to the number of RCMP members allocated to the MPU and is documented in Annex A of the MPUA. The agreement provides a mechanism by which the municipality can request increases or decreases to its authorized strength.
- **Full Time Equivalent Utilization and Combined Headcount** refers to a point in time calculation, which considers several factors, to determine the actual complement of RCMP members assigned to the MPU. This term is primarily used for budgeting and forecasting.
- **Funded Strength** is a simplified term for Full Time Equivalent and Combined Headcount. The City uses it to indicate the number of police officers that are budgeted for annually, and in keeping with Annex A of the MPUA.
- **Integrated Teams** refers to the allocation of funding and / or RCMP members to support Lower Mainland District Integrated Teams, in addition to those assigned to duties within the MPU.
- **Overtime** refers to a mechanism by which a detachment commander can ensure staffing levels are maintained, if RCMP members are sick or on other forms of leave, or to address other spikes in demand.
- **Surplus to Establishment (STE)** refers to additional RCMP members deployed in the MPU to fill short term vacancies or specialist duties, for a time limited period.
- **Unfunded vacancies** refers to positions within the Authorized Strength that are not supported in the City’s Multi-Year Financial Plan and budget and are therefore not currently staffed with an RCMP Member.

With implementation of this Plan, the City and the RCMP will ensure that the authorized strength of 843 positions at Surrey RCMP is maintained. This includes the equivalent of 58 positions allocated to the Lower Mainland Integrated Teams and 51 unfunded vacancies, leaving Surrey Detachment’s funded strength at 734.

This Plan seeks to maintain 734 as the MPU’s Funded Strength, thereby ensuring adequate and effective policing in Surrey. The detachment commander will utilize

STE deployments and Overtime, as reasonably required, to maintain the funded strength.

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## APPENDIX “C” COUNCIL PRIORITIES, GOALS AND OBJECTIVES

### **The priorities goals and objectives for policing services in 2023**

Priority 1	That the Surrey RCMP be maintained as the POJ in the City of Surrey.
Goals	<ol style="list-style-type: none"><li>1. Confirm and implement a Revitalization Plan to maintain the RCMP as POJ, for Council endorsement and submission to the Solicitor General for the necessary approval for maintaining the RCMP in Surrey.</li><li>2. Develop and implement a Staffing Plan to provide employment opportunities, where possible, to civilian and sworn SPS staff integrated into the Surrey RCMP or the City of Surrey to allow for continued and enhanced career development opportunities.</li><li>3. Develop and implement an Infrastructure Plan which will see the current information systems and equipment assets purchased on behalf of the SPS, repurposed by other entities within the City of Surrey.</li></ol>
Objectives	<ol style="list-style-type: none"><li>1. Maintain a minimum service level of 734 RCMP members as soon as possible to ensure adequate and effective policing in 2023 and beyond.</li><li>2. Develop and implement a plan for SPS to provide Assigned Officers to support the operation of the MPU as RCMP staffs up to full funded strength consistent with an agreed staffing plan.</li></ol>

### **The priorities goals and objectives for crime prevention and community safety in 2023**

Priority 2	That Surrey RCMP, in collaboration with the City of Surrey and community partners, continue to prevent and reduce crime and maintain public safety.
Goals	<ol style="list-style-type: none"><li>1. Enhance delivery of community safety and crime prevention programs across Surrey through collaboration with the City and other partners.</li><li>2. Align community safety and crime prevention programs with the Provincial Safer Communities Action Plan.</li><li>3. Identify opportunities to incorporate an Indigenous focus, perspective and/or enhanced participation in existing and new programs to support the Truth and Reconciliation Commission recommendations.</li></ol>
Objectives	<ol style="list-style-type: none"><li>1. Maximize efficiency and reach of crime prevention and community safety programs in Surrey through ongoing coordination.</li><li>2. Collaborate with the City of Surrey in determining opportunities for new or enhanced community safety and crime prevention programs.</li></ol>

# APPENDIX "D" CITY COUNCIL RESOLUTION

REGULAR COUNCIL - PUBLIC HEARING MINUTES  
MONDAY, NOVEMBER 14, 2022

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## G. CORPORATE REPORTS

The Corporate Reports, under date of November 14, 2022, were considered and dealt with as follows:

**Item No. R199      Police Transition Update**  
**File: 7400-01**

The General Manager, Community Services, General Manager, Finance, and General Manager, Corporate Services, submitted a report to provide Council with a status update on the police transition and to seek Council's endorsement of the guiding principles contained in this report as it relates to policing and public safety in the City. This report also seeks Council direction on next steps on the police transition.

The Mayor called for division of the question.

It was  for information. RES.R22-2057	Moved by Councillor Bains Seconded by Councillor Kooner That Council receive Corporate Report R199  <u>Carried</u>
--	--

It was  set out in this report for the next phase of work to advance policing and public safety in the City. RES.R22-2058	Moved by Councillor Kooner Seconded by Councillor Hepner That Council endorse the guiding principles  <u>Carried</u>
--	--

It was	Moved by Councillor Bains Seconded by Councillor Stutt That Council:
--------	--

**REGULAR COUNCIL – PUBLIC HEARING MINUTES**  
**MONDAY, NOVEMBER 14, 2022**

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1. Select Option 1 - maintain the RCMP as Police of Jurisdiction; and
2. Direct staff to prepare a plan to be endorsed by Council which would be forwarded to the Minister of Public Safety and Solicitor General for approval; and
3. Further direct staff to issue a letter on behalf of Council to the Surrey Police Board to pause all new hiring and expenditure pending further Council direction.

An amendment was

Moved by Councillor Annis  
Seconded by Councillor Bose  
That Council receive current information  
regarding the policing transition and then consult the public through a  
referendum process.

amendment motion Defeated  
With Mayor Locke, Councillors Bains,  
Elford, Hepner, Kooner and Stutt opposed.

RES.R22-2059

main motion Carried  
With Councillors Annis, Bose, Elford and  
Nagra opposed.

As Council approved Option 1 as outlined in the Corporate Report, Option 2 was out of order.

## APPENDIX “E” LETTER FROM REGIONAL MAYOR



November 24, 2022  
Our File: 01-0400-20/PSS1/2022-1  
Doc #: 4663647.v1

Hon. Mike Farnworth  
Minister of Public Safety and Solicitor General  
Parliament Buildings  
Room 128 – 910 Government Street  
Victoria, BC V8V 1X4 Email: [mike.farnworth.mla@leg.bc.ca](mailto:mike.farnworth.mla@leg.bc.ca)

Mayor Brenda Locke  
City of Surrey  
[Mayor@Surrey.ca](mailto:Mayor@Surrey.ca)

Dear: Hon. Mike Farnworth and Mayor Brenda Locke,

**RE: Surrey City Council Desire & Recent Decision to Retain RCMP  
Letter of Support – LMD RCMP Mayors’ Forum**

This Letter of Support is with respect to Surrey City Council’s discussions regarding the possibility of retaining the RCMP as their police force.

The **LMD RCMP Mayors’ Forum**, which has been operating for many years, is comprised of the Mayors from RCMP jurisdictions ranging geographically from Hope to Whistler. Other participants and attendees include the Province (Police Services), “E” Div. & LMD RCMP Command, CAOs who are often the “principle policing contacts”, Detachment Commanders, as well as Chiefs of Police from those municipal departments participating in the integrated units.

The Mayors’ Forum members continue to generally support the RCMP as our preferred and competent police force of jurisdiction. Representing very small detachments to the largest in Canada (Surrey, Burnaby, Richmond), we also acknowledge the importance of both the Provincial and Federal contract contributions that apply (70/30 and 90/10%) as well as the access to additional and/or specialized RCMP and integrated resources in times of need.

City of Coquitlam  
3000 Guildford Way  
Coquitlam, BC Canada V3B 7N2  
Mayor’s Office: 604-927-3001 | Fax: 604-927-3015  
 [cityofcoquitlam](http://cityofcoquitlam.ca) | [coquitlam.ca](http://coquitlam.ca)

When Surrey City Council made the decision to transition to a municipal Surrey Police Service (the "SPS") 3 years ago, the Mayors' Forum raised significant concerns to the Province and the RCMP, as reflected in the minutes as well as this issue becoming a "standing agenda item".

The following attached correspondence refers to these representations:

- Letter dated February 25<sup>th</sup>, 2020 from the Mayors' Forum to the Hon. Wally Oppal, Chair of the Provincial/Municipal Policing Transition Study Committee seeking to be consulted;
- Letter dated March 9<sup>th</sup>, 2020 from ADM Brenda Butterworth-Carr, Director of Police Services Policing and Security Branch that included the comment, ***"The Ministry is aware that there are areas for potential impacts to policing in the region and throughout the province that may result from the City of Surrey's transition from RCMP to a municipal police department....As you can appreciate, this is a complex transition with many aspects that will need to be addressed as the new department is established."*** The letter also indicated that the transition committee had now been concluded.
- Letter dated March 4<sup>th</sup>, 2021 from Mayor Richard Stewart (Co-Chair of the LMD RCMP Mayors' Forum) to the President of UBCM outlining concerns with the transition.
- Correspondence from the RCMP National Police Federation dated April 20, 2021 who presented to the Mayors' Forum; and,
- The LMD Mayors' Forum minute example, dated June 22<sup>nd</sup>, 2022, which refer to the discussions under agenda item D.

Concerns raised throughout the transition period by the Mayors' Forum included:

- the potential and likely increases to Division Administrative costs (levy per member in B.C. to pay for admin/"E" Division);
- the need to downsize "E" Div. FTE levels with the elimination of approx. 900 members in Surrey (many at "E" Division with rank, some accommodated);
- likely impacts on the Pacific Region Training Centre and training at "E" Div. HQ (staffing levels, costs, reduced instructor/mentoring cadre, course training standard development in "E" Division and across Canada, etc.);

- the concern over the financial liability and burden of large annual leave banks with exiting Surrey members;
- potential increases associated to the integrated units; and,
- deteriorating morale with:
  - lateral and some promotional moves out of Surrey at all levels blocking promotional opportunities for deserving members and impacting on livelihoods/pensions (including "E" Division, Provincial Business Line, Federal Business Line, Municipal Business Line, as well as potentially outside of "E" Division); and,
  - SPS being in the top percentile within the Canadian Police Universe as it relates to pay and benefits which raises issues of equity/fairness, attraction and retention, and "affordability" as the SPS levels push increases across the country.

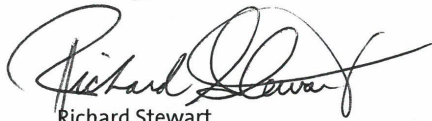
Aside from public commitments that Surrey will be responsible for the annual leave banks that are in excess of the carry-forward limits (which is still likely to result in the maximum carry forward of leave for most members departing Surrey being absorbed by other local governments – especially in light of COVID and few newer members), the Mayors' Forum has yet to receive more accurate financial information on costs that may impact on local governments in the LMD or throughout B.C. The Mayors' Forum was not consulted on the original request/approval to move to the SPS, nor to our knowledge was a detailed impact assessment completed as it relates to other local governments, operational impacts or morale/productivity.

If the SPS transition continues with a final green light, given the opportunity for officers to "double dip", receive higher pay, promotional opportunities, etc., the potential draw/pressure on all detachments and departments will continue for many years given the HR/recruitment environment - especially for the more experienced/competent officers. For those Surrey RCMP members wanting to stay in the Force, they will seek out both lateral and promotional opportunities at detachments and in both the Provincial and Federal units thus stagnating both lateral and promotional opportunities for others. The reverse assumption is that if the Province gives the OK for the RCMP to remain as the police force of jurisdiction in Surrey, then there will once again be career investments in Surrey Detachment and in other municipal departments that are also seeking out additional officers.

If the transition to SPS moves forward, we remain particularly concerned around the uncertainty with financial implications to local governments throughout BC (unless there is an ongoing funding commitment by senior levels of government), operational impacts, training/development gaps, morale/productivity outcomes, and public safety implications. **As such, we continue to support the retention of the RCMP in Surrey.**

If government is contemplating continuing with the transition to the SPS, the Mayors' Forum wishes to be considered a strong stakeholder deserving of proper consultation with regard to the significant impacts of that decision on communities representing the majority of Lower Mainland residents.

Sincerely,



Richard Stewart  
Mayor, City of Coquitlam



Bill Dingwall, *BGS, LL.B., CPHR*  
Retired, Mayor of Pitt Meadows (2022)  
**Chair LMD RCMP Mayors' Forum**  
Past Co-Chair LMD RCMP Mayors' Forum  
(2019-2022)

c.c. Assistant Deputy Minister Wayne Rideout  
Director of Police Services Policing and Security Branch  
Ministry of Public Safety and Solicitor General  
PO Box 9285 Stn Prov Govt, Victoria, B.C. V8W9J7

A/Commr. Maureen Levy  
LMD RCMP District Commander EMAIL: [Maureen.levy@rcmp-grc.gc.ca](mailto:Maureen.levy@rcmp-grc.gc.ca)

A/Commr. Brian Edwards  
Officer-in-Charge, Surrey RCMP Detachment  
EMAIL: [Brian.edwards@rcmp-grc.gc.ca](mailto:Brian.edwards@rcmp-grc.gc.ca)

LMD RCMP Mayors' Forum  
Surrey City Council  
Attach.

## APPENDIX “F” FINANCIAL ANALYSIS

The financial analysis to determine the fiscal implications related to either continuing the transition to the SPS or retaining the RCMP as POJ is extremely complex. Using currently available information, recognizing inherent limitations, and applying assumptions where necessary, financial analysis was completed to provide estimates on the financial implications for the five-year period spanning 2023 to 2027, aligned with the City’s required budgetary cycle. In addition, financial consideration has been given to the funding impact on the remaining four years of the adopted 2022 – 2026 Financial Plan.

A key driver of the financial impact will be the necessary Provincial approval to retain the RCMP as POJ, or conversely, Provincial direction to stay the course with the ongoing transition to the SPS. The timing of this decision by the Province and the implementation timeline will have material financial implications for the City’s 2023 and future budgets. Furthermore, the fiscal consequences of the various scenarios under consideration are driven by multiple parties (e.g., Canada, BC, RCMP, Surrey Police Board and the City) and until the Province makes a binding decision in relation to SPS or RCMP, each party is empowered to make impactful decisions. Currently, in the absence of Provincial direction, 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:

- 1) Comparison of Annual Steady State Policing Costs Between SPS and RCMP;
- 2) Retaining the RCMP as POJ and Ultimate Dissolution of SPS and Board; and
- 3) Continuing the Transition to SPS with No Municipal RCMP Policing.

### 1) Comparison of Annual Steady State Policing Costs Between SPS and RCMP

Analysis was undertaken to determine the City’s estimated operating cost of policing under both the SPS and the RCMP under a steady state of 734 sworn members for each force, excluding integrated team member strength of 58 and City Police Support Services. Since 2018, the City’s funded policing strength has been 734 members, excluding integrated teams. Accordingly, this 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). Key assumptions and facts that were utilized include:

- a) 734 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 31<sup>st</sup>.
- c) RCMP costs and staffing composition based on preliminary Multi-Year Financial Plan data provided by RCMP.
- d) SPS costs and staffing composition based on Provisional 2023 Budget information received from SPS, with assumptions applied to reflect a steady state of 734 sworn members.
- e) Salaries and benefits costs based on compensation rates as of January 1, 2023 for SPS and April 1, 2023 for RCMP.
- f) Costs for City Police Support Services are excluded (assumed to be equal under both police forces).
- g) Costs for Integrated Teams are excluded (assumed to be equal under both police forces).
- h) Costs for capital expenditures and transfers to capital reserves are excluded for both SPS and RCMP (assumed to be consistent under both police forces).
- i) SPS One-Time Transition spending is excluded (funded outside of the annual Policing Operations budget).
- j) SPS civilian staff salaries and benefits are included (additional civilian staff over and above City Police Support Service staff).
- k) Estimated SPS ongoing risk and claims costs are included for consistency with RCMP operating costs.
- l) Estimated cost increases for E-Comm levy & other information technology enhancements are included for RCMP for consistency with SPS operating costs.
- m) 10% Federal Government subsidy for RCMP policing costs is included.

Table 1: Estimated Steady State Policing Costs

<b>Estimated Steady State Policing Costs Over a 12-month Period (\$ millions)</b>	<b>SPS FTE @ 734</b>	<b>RCMP FTE @ 734</b>	<b>Difference (\$)</b>	<b>Difference (%)</b>
Sworn Member Base Salary	\$93.6	\$84.0	\$9.6	11.4%
Operational, Administrative, & Other Personnel Costs	\$86.5	\$80.0	\$6.5	8.1%
<b>Subtotal Operating Costs</b>	<b>\$180.1</b>	<b>\$164.0</b>	<b>\$16.1</b>	<b>9.8%</b>
Estimated SPS Ongoing Risk and Claims Costs <sup>1</sup>	\$3.0	\$0.0	\$3.0	100.0%
Estimated Increase in E-Comm Levy & Other Information Technology Enhancements <sup>2</sup>	\$0.0	\$4.0	(\$4.0)	(100.0%)
<b>Subtotal Other Costs</b>	<b>\$3.0</b>	<b>\$4.0</b>	<b>(\$1.0)</b>	<b>(25.0%)</b>
<b>Federal Government 10% Subsidy</b>	<b>\$0.0</b>	<b>(\$16.8)</b>	<b>\$16.8</b>	<b>(100.0%)</b>
<b>Total</b>	<b>\$183.1</b>	<b>\$151.2</b>	<b>\$31.9</b>	<b>21.1%</b>
<b>Cost per Officer (734 total)</b>	<b>\$249,460</b>	<b>\$205,990</b>	<b>\$43,470</b>	<b>21.1%</b>

Notes:

1 – As per assumption (k) above

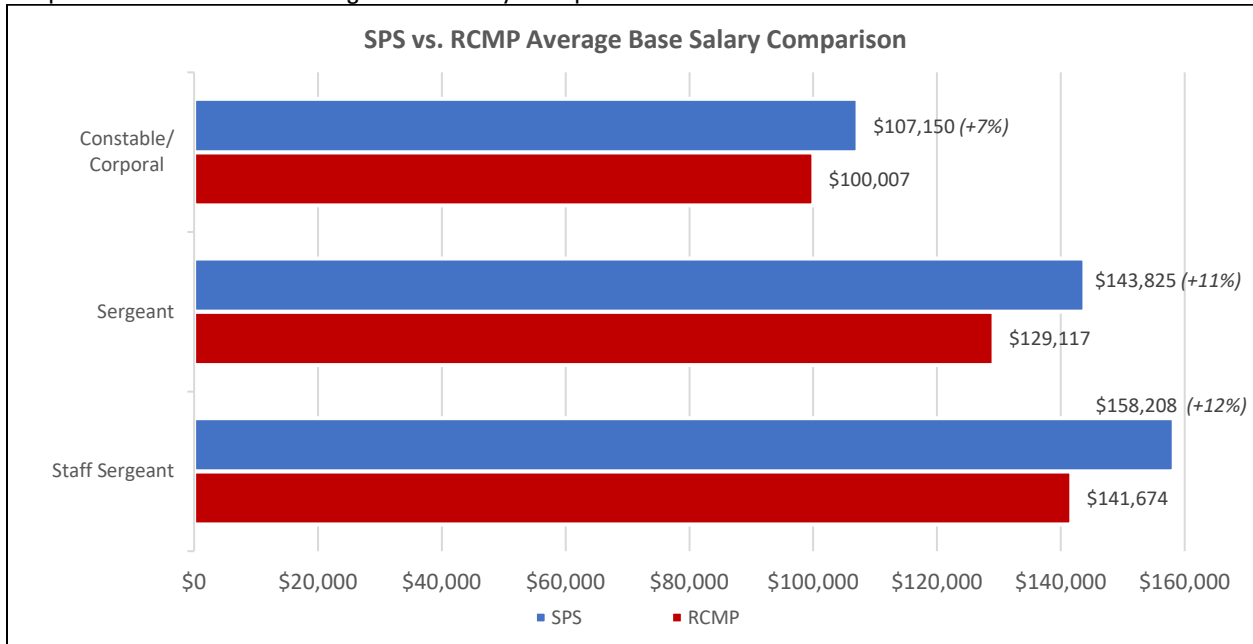
2 - As per assumption (l) above

The analysis calculates a 12-month total policing cost of \$183.1M for SPS and \$151.2M for the RCMP, resulting in a \$31.9M (21.1%) difference per year. It is reasonable to expect that any further addition to policing resources above a member strength of 734 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 as shown in Graph 1 and 2, mix of sworn Members and the 10% Federal Government subsidy deducted from the RCMP's costs.

Graph 1 provides a comparison between the publicly available average base salaries for SPS and RCMP sworn members.

Graph 1: SPS vs. RCMP Average Base Salary Comparison



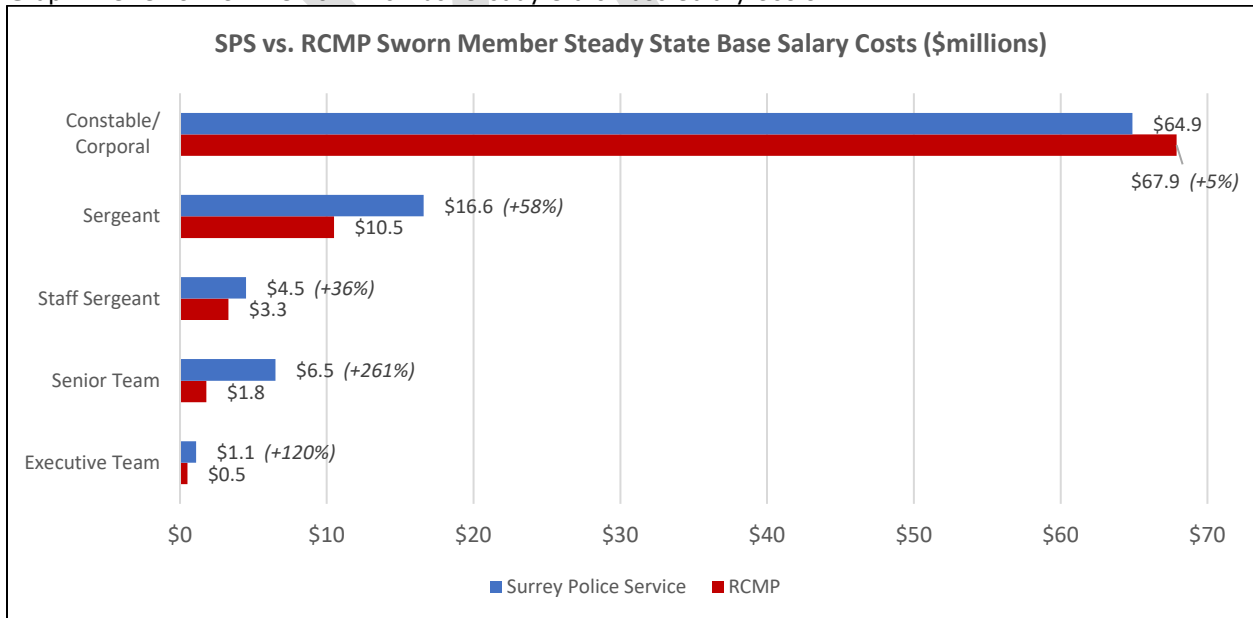
Sources:

SPS - <https://www.surreypolice.ca/sites/surreypolice/files/media/documents/SWORN%20MEMBER%20SALARIES%202023.pdf>

RCMP - <https://www.rcmp-grc.gc.ca/en/regular-member-annual-rates-pay>

Graph 2 provides a comparison of the cost mix within the Sworn Member Base Salary costs included in Table 1 of \$93.6M for SPS and \$84.0M for RCMP.

Graph 2: SPS vs. RCMP Sworn Member Steady State Base Salary Costs



Generally speaking, the graph above shows the RCMP has higher base salary costs for constables and corporals, while SPS has higher base salary costs for senior sworn members.

From Scenario #1, it can be inferred that SPS policing services would result in an additional annual cost to the City of approximately \$31.9M per year for policing operating costs, or conversely, an annual savings of an equal amount for RCMP policing services.

Certain costs specifically related to the start-up of the SPS are currently funded from the One-Time Transition budget (e.g., transition related salaries, recruitment, assessment, training, consulting, etc.) and are excluded from this comparison as they fall outside of the Policing Operations budget. Conversely, certain operating costs within the SPS *Provisional 2023 Budget* may reflect start-up costs, which may not translate into ongoing costs. These factors may potentially affect the \$31.9M cost differential in steady state operations between the two police forces.

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.

## 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. Key assumptions and facts that were utilized include:

- a) RCMP demobilization under Phase One HR Plan ceased November 14, 2022.
- b) SPS continues hiring in advance of sworn member deployment requirements (based on *Provisional 2023 Budget* information received from SPS, inclusive of ongoing capital requirements).
- c) Provincial decision to approve the City's request to retain the RCMP as POJ received January 31, 2023, commencing the dissolution of SPS policing operations and the Surrey Police Board.
- d) SPS ceases all hiring and deployment as of January 31, 2023.
- e) Surrey Police Board provides 60-day notice of intent to terminate employment to all SPS sworn members and civilian staff effective February 1, 2023 at regular pay rates with full benefits (included within SPS operating costs in Table 2).

- f) RCMP budget predicated on funded member utilization of 734 on April 1, 2023 (as per preliminary *Multi-Year Financial Plan* data provided by the RCMP, inclusive of ongoing capital requirements).
- g) SPS unionized sworn members' severance calculation effective April 1, 2023, assumptions include elements from union employment agreements in place:
  - 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. Unionized sworn members who obtain work as a police officer with alternate police agencies are subject to a 50% reduction on all remaining severance payments subsequent to the hire date with their new employer
  - iv. 50% of unionized sworn members will obtain alternate employment as police officers and receive a reduced severance of nine months
  - v. All unionized sworn members are hired with "Recognized Policing Service"
- h) SPS non-unionized sworn members and civilian staff severance calculation effective April 1, 2023.
  - i. Non-unionized sworn member severance of 18-months
  - ii. Civilian staff average severance of 2 months
  - iii. SPS civilian staff who obtain subsequent employment with the City will be posted into existing vacant positions, with no incremental cost impact
- i) Starting 2024, salary and benefits increase of 3% each year (equal for both police forces).
- j) Legal and consulting costs for City's due diligence activities regarding retention of RCMP as POJ included.
- k) Potential contractual obligations, with consideration for recoveries, to address in-stream and potential procurement activities included.

In addition to the SPS operating budget, One-Time Transition Funding of \$63.7M was established in 2019 to support the unique costs incurred during the SPS start-

up phase. The analysis assumes that based on the SPS provided forecast, \$38.0M of this funding will be spent by December 31, 2022, leaving a balance of \$25.7M. Of this remaining balance, \$20.9M will be utilized to offset the forecasted year-end unfavourable variance for 2022 total Policing Operations as detailed in Corporate Report No. R208; 2022 *Quarterly Financial Report – Third Quarter – 2022*. The analysis also assumes that SPS will proceed with their one-time transition expenditure plan until a Provincial Government decision is received on January 31, 2023. Incorporating this assumption, the analysis arrives at an estimated spend of \$1.8M for January 2023, resulting in a remaining balance of \$3.0M in One-Time Transition Funding at the end of January 2023. 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

<b>Estimated Costs for Policing – Scenario #2 Retaining RCMP as POJ (\$millions)</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>	<b>2026</b>	<b>2027</b>	<b>5 Year Tot</b>
SPS Operating Costs	\$27.1	\$0.0	\$0.0	\$0.0	\$0.0	<b>\$27.1</b>
SPS Severance Costs <sup>1</sup>	\$80.9	\$0.0	\$0.0	\$0.0	\$0.0	<b>\$80.9</b>
Potential Contractual Obligations <sup>1</sup>	\$6.0	\$0.0	\$0.0	\$0.0	\$0.0	<b>\$6.0</b>
Remaining One-Time Transition Funding	(\$3.0)	\$0.0	\$0.0	\$0.0	\$0.0	<b>(\$3.0)</b>
<b>Subtotal SPS Costs</b>	<b>\$111.0</b>	<b>\$0.0</b>	<b>\$0.0</b>	<b>\$0.0</b>	<b>\$0.0</b>	<b>\$111.0</b>
RCMP Operating Costs	\$143.7	\$158.9	\$164.7	\$169.6	\$174.4	<b>\$811.3</b>
City Legal & Consulting Costs	\$2.5	\$0.0	\$0.0	\$0.0	\$0.0	<b>\$2.5</b>
<b>Subtotal RCMP Costs</b>	<b>\$146.2</b>	<b>\$158.9</b>	<b>\$164.7</b>	<b>\$169.6</b>	<b>\$174.4</b>	<b>\$813.8</b>
<b>Total</b>	<b>\$257.2</b>	<b>\$158.9</b>	<b>\$164.7</b>	<b>\$169.6</b>	<b>\$174.4</b>	<b>\$924.8</b>

Notes:

1 – Timing of obligations is unknown, 100% of potential severance and contractual obligations have been attributed to fiscal 2023

### 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. Key assumptions and facts that were utilized include:

- a) Provincial direction to the Surrey Police Board to complete the transition is received by the Board by January 31, 2023.

- b) SPS continues staff hiring in advance of sworn member deployment requirements (based on *Provisional 2023 Budget* information received from SPS, inclusive of ongoing capital requirements).
- c) The Phase One HR Plan to May 31, 2023 remains in effect.
- d) On June 1, 2023, no further RCMP member demobilization and SPS deployment during a nine-month approval process while the Phase Two HR Plan is finalized and agreed upon by all parties (a nine-month approval timeline is consistent with how long it took to negotiate the Phase One HR Plan). SPS hiring continues during this period.
- e) After the nine-month approval process, RCMP demobilization and SPS deployment resumes on March 1, 2024.
- f) SPS sworn member hiring of 734 achieved by March 31, 2024.
- g) RCMP demobilization to zero remaining members is staggered over 20 months and fully completed by October 31, 2025 (demobilization rate of approximately 40 members every two months, consistent with Phase One HR Plan).
- h) Starting 2024, salary and benefits increase of 3% each year (equal for both police forces).
- i) RCMP costs based on preliminary *Multi-Year Financial Plan* data provided by RCMP (inclusive of ongoing capital requirements), adjusted for the declining member strength of RCMP.
- j) Restore \$20.9M of SPS One-Time Transition funding as described below.

It is important to note that SPS has planned for full utilization of the \$63.7M One-Time Transition budget discussed in Scenario #2 (except for a small currently unallocated contingency of \$0.3M). If Scenario #3 were to proceed, it is reasonable to assume that SPS would request the City to restore \$20.9M of One-Time funding used to fund the forecasted year-end unfavourable variance for 2022 total Policing Operations. Although One-Time funding falls outside of the Policing Operations budget, this additional \$20.9M cost is included within fiscal 2023 in this scenario to reflect a more accurate representation of the financial requirements to finalize the police transition to the SPS.

Table 3: Estimated Costs for Policing – Continuing the Transition to SPS

<b>Estimated Costs for Policing – Scenario #3 Continuing the Transition to SPS (\$millions)</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>	<b>2026</b>	<b>2027</b>	<b>5 Year Tot</b>
SPS Operating Costs	\$141.1	\$183.7	\$196.6	\$202.3	\$208.2	<b>\$931.9</b>
Estimated SPS Ongoing Risk and Claims Costs <sup>1</sup>	\$3.0	\$3.1	\$3.2	\$3.3	\$3.4	<b>\$16.0</b>
One-Time Transition Funding	\$20.9	\$0.0	\$0.0	\$0.0	\$0.0	<b>\$20.9</b>
<b>Subtotal SPS Costs</b>	<b>\$165.0</b>	<b>\$186.8</b>	<b>\$199.8</b>	<b>\$205.6</b>	<b>\$211.6</b>	<b>\$968.8</b>
<b>RCMP Operating Costs</b>	<b>\$97.2</b>	<b>\$75.3</b>	<b>\$18.9</b>	<b>\$0.0</b>	<b>\$0.0</b>	<b>\$191.4</b>
<b>Total</b>	<b>\$262.2</b>	<b>\$262.1</b>	<b>\$218.7</b>	<b>\$205.6</b>	<b>\$211.6</b>	<b>\$1,160.2</b>

Notes:

1 - Included in the City's budget for policing related costs for SPS, increasing by 3% each year

It is important to note that there is potential for considerable variability in the expected timeline for the HR Plan Phase Two approval and full RCMP demobilization. Prolonging the timeline beyond the nine-month approval process period and 20-month demobilization period, resulting in the total amount being higher than shown above.

### Summary of Comparative Five-Year Policing Operating Costs

Comparing the results of Scenario #2 and #3, the analysis shows that retaining the RCMP as POJ provides estimated policing operating cost savings to the City of \$235.4M over the next five years, as opposed to continuing the transition to SPS. As noted earlier, the analysis includes ongoing capital expenditures and transfers to capital reserves, however, major capital funding requests are excluded. Both RCMP and SPS have the ability to submit major capital funding requests to the City through the annual budget process. The five-year cost vs. savings analysis could be significantly impacted through any one major capital funding approval for either police force (i.e., major facility construction or renovation). Due to the uncertainty and lack of information surrounding potential future major capital funding approvals, this element of cost has been excluded from this analysis to provide a consistent basis of comparison.

Table 4: Estimated Five-Year Costs for Policing

<b>Estimated Five-Year Policing Costs (\$millions)</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>	<b>2026</b>	<b>2027</b>	<b>5 Year Total</b>
<i>Scenario#2</i> Retaining RCMP as POJ	\$257.2	\$158.9	\$164.7	\$169.6	\$174.4	<b>\$924.8</b>
<i>Scenario #3</i> Continuing Transition to SPS	\$262.2	\$262.1	\$218.7	\$205.6	\$211.6	<b>\$1,160.2</b>
<b>Difference – Cost/(Savings)</b>	<b>(\$5.0)</b>	<b>(\$103.2)</b>	<b>(\$54.0)</b>	<b>(\$36.0)</b>	<b>(\$37.2)</b>	<b>(\$235.4)</b>



Table 4 shows an annual cost savings of \$36.0M in 2026, increasing to \$37.2M by 2027, by retaining the RCMP as POJ. This result is consistent with Scenario #1's estimated RCMP steady state cost savings of \$31.9M, extrapolated forward with reasonable assumptions for future year increases to personnel, operational, and administrative costs. It is reasonable to assume that the cost savings of \$37.2M in 2027 will continue in perpetuity into future years, subject to growth.

It is important to highlight that the 2023 Policing Operations budget within the City's currently adopted 2022-2026 Five-Year Financial Plan does not provide adequate funding for 2023 costs under either Scenario #2 or #3, resulting in a significant funding shortfall which must be addressed and will be discussed in the following section.

### City Budget Impact 2023-2026

The Policing Operations budget in the 2022-2026 Five-Year Financial Plan was fundamentally predicated on an estimated plan for SPS hiring and deployment and RCMP demobilization available in late 2021, prior to the finalization and approval of the Phase One HR Plan in May 2022. The Policing Operations budgets for 2023-2026 were built upon the 2022 budget and incorporated the best information available at the time.

Tables 2, 3 and 4 in the analysis considered the five-year impact for the different scenarios. In the following budget impact discussion, a four-year timeframe is utilized as budget figures for fiscal 2027 are outside the range of the currently adopted 2022-2026 Financial Plan.

Incorporating Integrated Teams and City Police Support Service costs back into both Scenario #2 and #3 provides a full costing of the City's estimated Policing Operations budget for 2023-2026.

Table 5: Estimated Policing Services Funding Requirement – Scenario #2 Retaining RCMP as POJ

<b>Estimated Policing Services Funding Shortfall – Scenario #2 Retaining RCMP as POJ (\$millions)</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>	<b>2026</b>	<b>4 Year Total</b>
SPS Operating Costs	\$111.0	\$0.0	\$0.0	\$0.0	<b>\$111.0</b>
RCMP Operating Costs	\$146.2	\$158.9	\$164.7	\$169.6	<b>\$639.4</b>
<b>Subtotal Operating Costs</b>	<b>\$257.2</b>	<b>\$158.9</b>	<b>\$164.7</b>	<b>\$169.6</b>	<b>\$750.4</b>
Integrated Teams	\$16.5	\$16.9	\$17.3	\$17.8	<b>\$68.5</b>
City Police Support Service	\$25.1	\$25.8	\$26.6	\$27.4	<b>\$104.9</b>
Federal Government 10% Subsidy on SPS Deployed Members <sup>1</sup>	(\$0.6)	\$0.0	\$0.0	\$0.0	<b>(\$0.6)</b>
<b>Subtotal Other Costs</b>	<b>\$41.0</b>	<b>\$42.7</b>	<b>\$43.9</b>	<b>\$45.2</b>	<b>\$172.8</b>

<b>Total Funding Requirement</b>	<b>\$298.2</b>	<b>\$201.6</b>	<b>\$208.6</b>	<b>\$214.8</b>	<b>\$923.2</b>
<b>Total Policing Operations Budget<sup>2</sup></b>	<b>\$202.5</b>	<b>\$211.0</b>	<b>\$216.2</b>	<b>\$221.5</b>	<b>\$851.1</b>
<b>Total Funding Excess/(Shortfall)</b>	<b>(\$95.7)</b>	<b>\$9.4</b>	<b>\$7.6</b>	<b>\$6.6</b>	<b>(\$72.1)</b>

Notes:

1 – The Federal Government 10% subsidy for SPS members deployed under the MPUA is credited against the City Police Support Service budget. The 10% subsidy ends on April 1, 2023 in Scenario #2 and June 1, 2023 in Scenario #3.

2 – Based on the adopted 2022-2026 Five-Year Financial Plan

Under Scenario #2, there is a significant funding requirement in 2023 of \$298.2M, with a resulting one-year funding shortfall of \$95.7M, which then stabilizes for the remaining years as SPS operating costs drop off. Overall, this scenario requires an additional \$72.1M in funding over the next four years, as compared to the current adopted Financial Plan.

Table 6: Estimated Policing Services Funding Requirement – Scenario #3 Continuing Transition to SPS

<b>Estimated Policing Services Funding Shortfall - Scenario #3 Continuing Transition to SPS (\$millions)</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>	<b>2026</b>	<b>4 Year Total</b>
SPS Operating Costs	\$144.1	\$186.8	\$199.8	\$205.6	<b>\$736.3</b>
One-Time Transition Funding	\$20.9	\$0.0	\$0.0	\$0.0	<b>\$20.9</b>
RCMP Operating Costs	\$97.2	\$75.3	\$18.9	\$0.0	<b>\$191.4</b>
<b>Subtotal Operating Costs</b>	<b>\$262.2</b>	<b>\$262.1</b>	<b>\$218.7</b>	<b>\$205.6</b>	<b>\$948.6</b>
Integrated Teams	\$16.5	\$16.9	\$17.3	\$17.8	<b>\$68.5</b>
City Police Support Service	\$25.1	\$25.8	\$26.6	\$27.4	<b>\$104.9</b>
Federal Government 10% Subsidy on SPS Deployed Members <sup>1</sup>	(\$2.9)	\$0.0	\$0.0	\$0.0	<b>(\$2.9)</b>
<b>Subtotal Other Costs</b>	<b>\$38.7</b>	<b>\$42.7</b>	<b>\$43.9</b>	<b>\$45.2</b>	<b>\$170.5</b>
<b>Total Funding Requirement</b>	<b>\$300.9</b>	<b>\$304.8</b>	<b>\$262.6</b>	<b>\$250.8</b>	<b>\$1,119.1</b>
<b>Total Policing Operations Budget<sup>2</sup></b>	<b>\$202.5</b>	<b>\$211.0</b>	<b>\$216.2</b>	<b>\$221.5</b>	<b>\$851.1</b>
<b>Total Funding Excess/(Shortfall)</b>	<b>(\$98.4)</b>	<b>(\$93.8)</b>	<b>(\$46.5)</b>	<b>(\$29.4)</b>	<b>(\$268.0)</b>

Notes:

1 - The Federal Government 10% subsidy for SPS members deployed under the MPUA is credited against the City Police Support Service budget. The 10% subsidy ends on April 1, 2023 in Scenario #2 and June 1, 2023 in Scenario #3.

2 - Based on the adopted 2022-2026 Five-Year Financial Plan

Although it is not part of the Policing Operations budget, Scenario #3's requirement for an additional \$20.9M to restore SPS One-Time Transition funding has been included in Table 6 to determine the overall 2023 funding shortfall.

Under Scenario #3, the largest funding requirements are expected in 2023 and 2024 of \$300.9M and \$304.8M, respectively, resulting in funding shortfalls of \$98.4M (2023) and \$93.8M (2024). Overall, this scenario would require an additional

\$268.0M in funding over the next four years, as compared to the current adopted Financial Plan.

The City Budget Impact analysis indicates a significant funding shortfall under both Scenario #2 and #3. Through the forthcoming 2023-2027 Five-Year Financial Plan budgeting process, this shortfall will be presented within the wider context of the City’s overall operating budget. Staff will work with Mayor and Council to identify potential funding mechanisms to ensure an overall balanced budget for the City over the full five-year scope of the financial plan.

### SPS Actual Expenditures

The following table summarizes total expenditures for SPS (excluding Integrated Teams) from its inception to Oct 31, 2022, along with a forecast to December 31, 2022.

Table 7: SPS Actual Expenditures

SPS Actual Expenditures (\$millions)	Inception to Date Oct 31, 2022	Forecast November & December 2022	Forecasted Inception to Date to December 31, 2022
Operating Costs	\$48.2	\$15.2	\$63.4
Capital Expenditures	\$1.7	\$0.8	\$2.5
One-Time Transition Spending	\$31.0	\$7.0	\$38.0
<b>Total</b>	<b>\$80.9</b>	<b>\$23.0</b>	<b>\$103.9</b>

### Summary of Scenario Analysis

#### Scenario #1 - Comparison of Annual Steady State Policing Costs Between SPS and RCMP

SPS policing services would result in an annual cost premium to the City of approximately \$31.9M per year for policing operating costs, or conversely, an annual savings of an equal amount for RCMP policing services, assuming the current staffing level of 734 was maintained.

#### Scenario #2 - Retaining the RCMP as POJ and Ultimate Dissolution of SPS and Board

The total five-year policing costs for retaining the RCMP as POJ are estimated at \$924.8M, which includes policing costs, including potential severance and contractual obligations.

### Scenario #3 - Continuing the Transition to SPS with No Municipal RCMP Policing

The total five-year policing costs for continuing the transition to SPS are estimated at \$1,160.2M, which includes an additional \$20.9M in one-time transition costs.

#### 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 the 2023-2027 Five-Year Financial Plan budgeting process.

Overall, the financial analysis conducted in this report, based on the assumptions described for each scenario, concludes that maintaining the RCMP as POJ would cost the City \$924.8M over the years 2023-2027, whereas continuing to build out and finalize the transition to SPS would cost \$1,160.2M over the same time period, representing a difference of \$235.4M.

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.

## APPENDIX “G” IMPLEMENTATION

The following are tasks required to implement this Plan. The City and the RCMP will work with partners, including Canada, the Province, the Board, and SPS, to ensure that the various tasks, and others identified by the parties, are completed.

- Cessation of new hiring by the Board;
- Cessation of further SPS deployments under the HR Plan;
- Amending the Terms of Reference for the SPTTC, allowing it to oversee the process for retaining the RCMP as POJ;
- Subsequent dissolution of the SPTTC;
- Plan for the progressive withdrawal of deployed SPS officers from the MPU;
- Manage outstanding contracts and other agreements in place with the SPS;
- Amend, rescind, or otherwise manage legal instruments and agreements and remaining legal responsibilities;
- Termination of Phase One MOUs and Assignment Agreements;
- Cessation of all new procurement activities by the Board, beyond those required for maintenance of its employees and operations during implementation of this Plan;
- Revision of the Board’s provisional budget for 2023 to ensure alignment with this Plan;
- Discharge of Board obligations under its collective agreement with the SPS;
- Repurpose, recycle, or otherwise dispose of equipment and information management and information technology in possession of the Board and SPS, including appropriate disposal of use of force equipment;
- Dispose, store, or transfer records created by the Board and the SPS, with initial emphasis on current investigative files, which will continue to be monitored by supervisors and readers;
- Return City owned or leased facilities presently occupied by the Board and SPS;
- Termination of all contracts and other agreements held solely by the Board and the SPS;

- Consult and provide timely updates to the public and stakeholders, including Indigenous communities, in particular, the Semiahmoo and Katzie First Nations, on implementation of this Plan;
- Confirmation from Canada and the Province respecting the authorized strength of the Surrey MPU;
- Confirmation by Canada of the revocation of the request to reduce and terminate the MPUA;
- Collaboration between Canada and the RCMP to ensure that the RCMP's obligations under this Plan are met, including all necessary authorities;
- Collaboration among federal agencies and departments to address implications arising from the maintenance of RCMP as POJ; and
- Eventual dissolution of the Board and the SPS.

An 'all of government' approach to implementing this Plan will be utilized within the City, including engagement by the following departments, in the manner described.

**Legal** - The City's Legal Services Division will be involved in a support function on key aspects of financial, equipment, infrastructure, and information technology work, ensuring that the City's legal obligations are clearly articulated and met. A focus will be on the following key areas of work:

- Developing and implementing a Governance and Accountability Framework for Council endorsement to encompass steps to enhance administration and oversight of the MPU, as outlined above, and in the creation of the new Committees;
- Communicating the MPU's authorized and funded strength to the Solicitor General; and
- Management of outstanding legal obligations.

**Financial** - Given that policing consumes a sizable portion of the City's annual budget, as well as the shortfall anticipated in 2022 and potentially in 2023, the careful management of costs will be a priority for the City, to ensure it is prepared to meet its obligations under the Policing Agreements and the *Police Act*. The City will continue to manage budget allocations for the RCMP, the SPS, and the Board, including the following:

- Review and update the RCMP Multi-Year Financial Plan to align with this Plan;
- Require the Board to adjust its provisional budget for 2023, to align with this Plan;
- Estimate the one-time impact on the policing operations budget of potential severance payments and potential costs to terminate contractual agreements associated with the dissolution of the SPS;
- Finalize the City's 2023 policing operations budget, in alignment with the timing of the RCMP and the City's patriation and repatriation of SPS officers and civilian staff; and
- Establish a team consisting of City, RCMP and SPS staff to monitor the monthly policing operations budget variances in 2023 and reallocate funding to ensure that the overall policing operations budget envelope is managed responsibly during implementation of this Plan.

**Human Resources** - The primary focus for the City in terms of human resources is to find opportunities for civilian staff currently working with SPS. These individuals include City staff who moved to SPS, auxiliary City employees, and civilian staff hired by the Board and SPS.

Career opportunities for these categories of civilian staff will, in most cases, be found within the City, or the RCMP. Many of these individuals previously worked within Surrey RCMP and are expected to seamlessly reintegrate.

Staffing decisions will be made on an individual basis, considering individual preferences and skills, and the availability of positions. The following will also occur:

- Managing severance and notice requirements in collective agreements, to which the City is not a party.
- Ensuring necessary security clearances and other elements related to transfer of staff between organizations are in place; and
- Adjustments to information systems utilized for SPS human resource processes.

**Information Management and Information Technology (IM/IT)** - The City's IM/IT team will wind down the hardware and software applications installed for SPS, dispose or re-purpose material to the City, and terminate contracts where

necessary. In addition, the team will plan for the management of information and storage of Board and SPS records. The following specific tasks refer:

- Removal from SPS and repurpose stand alone hardware to Surrey RCMP;
- Terminate SPS-related contracts for services with third party vendors;
- Cease all one-time expenditures and project planning for new policing software and applications, currently in development for SPS, which are not of use to Surrey RCMP;
- Continue outfitting and support for deployed SPS officers, until the last officer is withdrawn from deployment to the MPU;
- Decommission and recycle or dispose of SPS hardware and equipment, and file management support once SPS is dissolved; and
- Create an information management plan in consultation with relevant partners to ensure the management and storage of Board and SPS records.

**Infrastructure and Accommodation** - The City will focus on ensuring that its owned and leased facilities are returned to sole RCMP occupancy and control, and that equipment purchased on behalf of the SPS is repurposed, recycled, or disposed of in accordance with legislation. The disposal of use of force equipment will require management in accordance with the law and policing standards. Included in the category of Infrastructure and Accommodation are the following:

- Vehicles, equipment, and furniture procured for SPS;
- Vacating facilities occupied by SPS and retrofitting these for use by the City or Surrey RCMP;
- Recycling or disposing of furniture and fittings in facilities occupied by SPS; and
- Cessation of ongoing procurement, fueling, maintenance, and storage of equipment (including vehicles) for the Board and SPS.



# APPENDIX “H” WORKPLAN

Milestone	High Level Tasks	Month-Year													
		Nov-22	Dec-22	Jan-23	Feb-23	Mar-23	Apr-23	May-23	Jun-23	Jul-23	Aug-23	Sep-23	Oct-23	Nov-23	Dec-23
<b>Council Approvals</b>															
	Selection of policing model	14-Nov													
	Direction to finalize Plan to retain RCMP		17-Dec												
	Receive updates and reports regarding implementation of the Plan														
	Creation of Committees for enhanced transparency, accountability and governance														
<b>RCMP Approvals in Place to Support the Plan</b>															
	Develop plan to transfer SPS sworn staff under EPOP														
	Recruitment strategies and targets for RCMP cadets confirmed														
	Plan for SPS recruits confirmed														
	Policies for transfer of SPS staff confirmed														
	Authorities in place to implement Plan														
<b>Provincial Approvals</b>															
	Province receives and reviews Plan		15-Dec												
	Province confirms authorities in place to advance relative to decision														
	Decision and relative directions to parties communicated														
<b>Board Alignment to Plan</b>															
	Board and SPS receive Ministerial Direction														
	Budgeting and hiring processes realigned to direction														
	Maintenance of SPS Assigned Officers for agreed period														
	Progressive demobilization from MPU of SPS Assigned Officers as RCMP staffs up														
	Human Resources work undertaken to transfer or sever positions to RCMP, City or other														
	Development of legal instruments to support dissolution of SPS and the Board														
	Plan for the recycling, disposal or disposition of equipment not otherwise able to be repurposed														
<b>RCMP Staffing Plan Implementation</b>															
	Outreach, recruitment and transfer of SPS operational officers														
	Outreach and recruitment of SPS non-operational officers														
	Cadet recruitment and training														
	Assignment (and any training equivalencies) of SPS recruits upon completing of training														
	Outreach, recruitment and onboarding of other Experienced Police Officers														
<b>City Human Resources, Legal, Financial and Infrastructure Implementation</b>															
<b>Human Resources</b>	Confirm plan to transfer a number of SPS civilian employees to the City per the successorship agreement and terminate secondments of City regular full time and auxiliary and contract staff to the SPS														
	Review staffing plan for Police Support Services in context of current and future needs														
	Develop plan to manage human resources obligations														
	Provide oversight and support for management of human resources obligations														
	Continue engagement with CUPE402 to ensure timely and collaborative information sharing to support civilian staff														
	Ensure clearances and other elements in place for transferred staff														
	Adjustment to HR information systems														
<b>Legal</b>	Revoke Termination of MPUA - letter to Province and Canada														
	Assist with the development of Governance and Accountability Framework approved by Council														
	Confirm and communicate authorized strength to BC to trigger Annex A of MPUA adjustments and notifications to Canada														
	Support the Finance Department to manage outstanding obligations and legal indemnification of SPS employees														
	Consider legal obligations arising from the dissolution of the Board and SPS														
	Consider City obligations with respect to records owned and created by the Board and SPS in the context of dissolution														
	Facilitate termination of existing contracts, memorandums of understanding and other agreements as necessary														

Milestone	High Level Tasks	Month-Year													
		Nov-22	Dec-22	Jan-23	Feb-23	Mar-23	Apr-23	May-23	Jun-23	Jul-23	Aug-23	Sep-23	Oct-23	Nov-23	Dec-23
<i>Financial</i>	Review and update RCMP Multi-year Financial Plan to align to Plan														
	Request, receive and review Board provisional budget to ensure alignment to Plan														
	Obtain a plan from the SPB re: maintenance of SPS Assigned Officers for agreed upon period and demobilization from MPU														
	From City legal and HR team, obtain the timing and terms of termination of the SPS members, timing and terms of transfer or termination of civilian positions and timing and impact of the termination of vendor contracts, in alignment with the Plan, to estimate the financial impact on policing operations budget														
	From various City departments, obtain any details to estimate financial impacts associated with facilities retrofitting and asset transfer plan, including any repurposing, recycling or disposal of assets														
	Finalize City budget processes for 2023 (legislated requirement by May 15, 2023) to align with the Plan - utilizing RCMP MYFP, temporary maintenance of SPS Assigned officers, resolution of transfers of SPS staff from MPU, and utilizing the information about severance for members, transfer or severance for civilian staff and contract termination and disestablishment of the SPS board														
	Provide quarterly reports to Council detailing impacts of the Policing Transition budget														
	Establish monthly budget monitoring group with RCMP and the SPS to ensure close management of variance to City Adopted Budget and any budget reallocations, if required														
	Undertake analysis and plan for outstanding financial obligations arising from the City's responsibility for legal indemnification of SPS employees														
	<i>Infrastructure</i>	Removal, repurposing and recycling or disposal of data centre hardware													
Decommissioning and repurposing or disposal of SPS equipment (cellphones, laptop, etc)															
Wipe/reset hardware configurations before repurposing or disposal of equipment															
Terminate SPS related contracts for services with third party vendors															
Continue outfitting and support for deployed SPS officers until the last officer is withdrawn from MPU															
Creating an information management plan for records transfers and disposal and storage in collaboration with SPS															
Provide limited support for RCMP IM/IT as needed															
Separate and store SPS content from City systems (FMS, Peoplesoft, etc) when SPS dissolved and consistent with information management plan															
Develop plan for repurposing, recycling or disposal of vehicles, equipment and furniture as SPS is decommissioned															
Cancel contracts for procurement and maintenance of equipment purchased for SPS															
Implement vehicle transfer or recycling plan															
Develop a facilities transfer plan to see the progressive return of all city owned or leased facilities to sole occupancy by the RCMP as POJ															
Implement refitting of facilities per plan to repurpose furniture and other equipment for City/RCMP use in facilities															
Collaborate with SPS to support their disposal or recycling of use of force and other SPS branded equipment unable to be transferred															
Support removal of access control for segregated facilities to return to RCMP control															
Ongoing maintenance and support for facilities															

## APPENDIX “I” RCMP WORKPLAN AND TIMELINE

The following workplan outlines specific recruitment targets and related timelines for each of the following candidate pools:

- Operational SPS Officers;
- Non-Operational SPS Officers,
- SPS recruits;
- RCMP cadets; and
- Experienced Police Officers.

### RECRUITMENT TARGETS

The total potential number of recruited candidates from these various hiring pools exceeds 500. The RCMP has established conservative recruitment targets for each pool, based on existing data. If recruitment tactics in these areas only results in 27% of that pool hired, Surrey RCMP will have more than 161 members hired in Surrey and will exceed its 734 requirements.

Any hires over and above the target of 161 will provide additional resourcing to Surrey detachment and other RCMP units and detachments in “E” Division. Although Surrey detachment requires 161 members to offset the current complement of Operational SPS Officers, the recruitment targets for these initiatives are expected to provide significantly more members coming into Surrey and potentially other detachments and units in the LMD.

The following table outlines the breakdown of the total potential available candidates and the conservative target the RCMP has established for each candidate pool.

<b>Candidate Pool</b>	<b>Potential Officers</b>	<b>Hiring Range</b>	<b>Estimated Hires</b>
Operational SPS Officers	168	27 - 50%	45 - 84
Non-Operational SPS Officers	119 <sup>10</sup>	27 - 50%	32 - 60
Other EPOs	140 (est.)	10 - 15%	14 - 21
RCMP Cadets	67	100%	67
SPS Recruits	28	27 - 50%	8 - 14
<b>TOTALS:</b>	<b>522</b>		<b>166 - 246</b>

### ESTIMATED HIRING RANGES

Establishing the estimated hiring ranges for each of the five candidate pools considered the following:

- enhancements in the RCMP's EPOP (streamlining);
- leveraging the work completed to deploy SPS officers into Surrey RCMP detachment;
- commuting and logistical advantages for officers;
- familiarity with RCMP work environment, policies, and processes;
- recruiting initiatives of other LMD municipal police departments;
- the highly competitive RCMP Collective Agreement; and
- promotional and career opportunities in the RCMP generally and in RCMP Surrey detachment specifically.

### IMPLEMENTATION PLAN

Surrey RCMP is committed to ensuring a timely conclusion to transition-related activities in the detachment. The target timeframe to have hiring obligations

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<sup>10</sup> This figure includes 19 previously operational SPS officers that have completed all onboarding requirements.

completed for Surrey is within 12 months after hiring processes commence (see Figure 2 below).

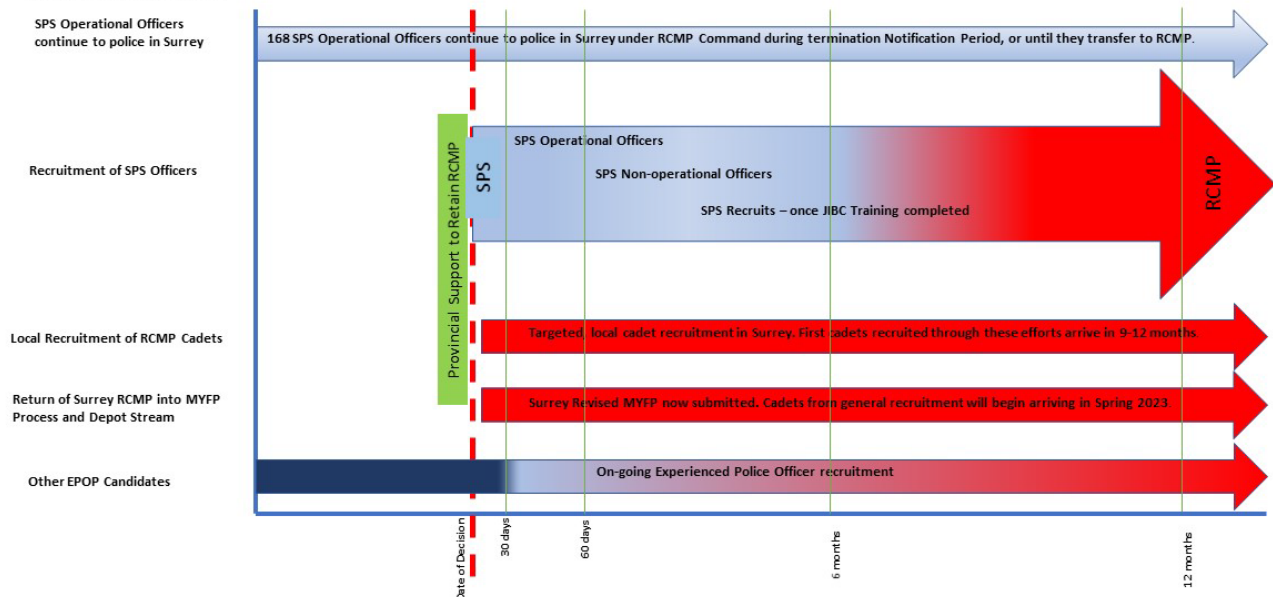


Figure 2: RCMP Staffing Initiatives and Hiring Timeline

Hiring plans include four main components that will be undertaken throughout 2023:

1. Outreach;
2. Application Processes;
3. Confirmation of Employment Offer; and
4. Onboarding Timelines.

### Outreach

Immediate actions will be taken to:

- Establish communication with SPS Officers to discuss positions and initiate the EPOP hiring processes. All Operational SPS Officers will be personally contacted by an RCMP representative. All Non-Operational SPS Officers will be contacted as well.
- Advertise cadet recruitment sessions over multiple platforms (conventional and social media channels).

- Expand existing marketing initiatives for EPOs over established contact platforms.
- Contact SPS recruits to confirm plans for the remainder of their training and potential interest in becoming and an RCMP member in Surrey.

### Application Processes

All SPS Officers will be hired through the BC RCMP's EPOP which has been streamlined for efficiency.

These enhancements include:

- Hiring processes are established by the Commanding Officer of "E" Division RCMP, allowing for streamlining to increase efficiencies.
- Appointing RCMP ambassadors to every EPO candidate to ensure each candidate is provided individual support to navigate the hiring process.
- Increased efficiencies for security clearances.
- Appointing RCMP pension experts to provide clarity for EPO candidates.
- Providing EPO transition training at Surrey Detachment and the Pacific Region Training Centre in BC.

Additional efficiencies for SPS Operational Officers can be applied to the EPO processes:

- SPS Operational Officers hold a valid Government of Canada security clearance.
- Surrey RCMP have fit-tested all SPS Operational Officers for their current assigned positions.
- SPS Operational Officers have completed specific RCMP training requirements to ensure alignment with RCMP operational policies and procedures.
- SPS Operational Officers are already immersed into their working environment eliminating orientation and mentoring requirements.

RCMP will also provide targeted hiring opportunities to SPS Non-Operational Officers through the EPOP program and will consider SPS officers at all ranks. Security clearances for approximately 36% of the 119 SPS Officers in this hiring

pool have already been completed and can be utilized for the EPOP processes as well.

The first class of SPS Recruits will graduate as constables in March 2023. The second class will graduate in July 2023. The RCMP will provide employment opportunities for these recruits which will include any additional training requirement to deploy as an RCMP member. This training will be completed locally.

Surrey RCMP will begin accepting cadets immediately.

### Confirmation of Employment Offer and Onboarding

Once the applicant has completed all the hiring requirements, a verbal confirmation of the employment offer will be issued, followed by a letter of offer and related materials to initiate employment.

A start date and schedule for relevant training requirements will be confirmed with each candidate.

Any required documentation or confirmations will be shared with SPS as they fulfill their demobilization obligations.

The RCMP is committed to a 30-day turn around in this process.

### Hiring Timelines

- RCMP will have capacity to intake 25-30 SPS Officers per month.
- RCMP will arrange to align hiring of SPS Recruits immediately upon completion of their JIBC training to ensure seamless entry into the MPU.
- RCMP Cadets will be received into the detachment immediately, and will continue through specific Surrey cadet recruitment initiatives.
- Other EPOs will join Surrey RCMP as required.



## CORPORATE REPORT

NO: R199

COUNCIL DATE: Nov 14, 2022

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### REGULAR COUNCIL

TO: Mayor & Council DATE: November 12, 2022

FROM: General Manager, Community Services FILE: 7400-01  
General Manager, Finance  
General Manager, Corporate Services

SUBJECT: Police Transition Update

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### RECOMMENDATION

The Community Services Department, Finance Department and the Corporate Services Department recommend that Council:

1. Receive this report for information;
2. Endorse the guiding principles set out in this report for the next phase of work to advance policing and public safety in the City; and
3. Endorse one of the following 2 options:
  - a) Option 1 - maintain the RCMP as Police of Jurisdiction, and; direct staff to prepare a plan to be endorsed by Council which would be forwarded to the Minister of Public Safety and Solicitor General for approval; and to further direct staff to issue a letter on behalf of Council to the Surrey Police Board to pause all new hiring and expenditures pending further Council direction; or
  - b) Option 2 - continue the transition to the Surrey Police Service.

### INTENT

The purpose of this report is to provide Council with a status update on the police transition and to seek Council's endorsement of the guiding principles contained in this report as it relates to policing and public safety in the City. This report also seeks Council direction on next steps on the police transition.

### BACKGROUND

The City of Surrey is responsible under subsection 3(2) of the *Police Act* R.S.B.C., 1996, c. 367 (the "Police Act") for providing policing and law enforcement services within the municipality. The RCMP delivers policing services via the Municipal Police Unit Agreement (the "MPUA") between the Province of BC and the City of Surrey (the "RCMP Contract"). The MPUA documents the terms and conditions under which the RCMP provides local police services.



In November 2018, the transition of the City's policing model was initiated by Council motion. Subsequently, in July 2020, the Province established the Surrey Police Board (the "Board"), and in August 2020 the Board created the Surrey Police Service ("SPS") as Surrey's independent municipal police service.

To support the implementation of Surrey's new policing model, the Surrey Police Transition Trilateral Committee (the "SPTTC") was established in September 2020 by the Provincial and Federal governments as well as the City. Representatives from the Board, the SPS and the RCMP also participate in the SPTTC meetings.

## **DISCUSSION**

Throughout the police transition the City has sought to undertake the necessary work grounded in core principles that guide day-to-day decision making. As this work continues to evolve with new Council direction, the following principles are proposed to guide this next phase of work.

### **Guiding Principles**

- The City will at all times uphold its responsibility to provide adequate and effective policing services to the City of Surrey whether through combined provision of services by the RCMP and the SPS or by one of these police agencies.
- The provision of public safety services that meet the current and future needs of our community members is of the highest priority as is the preservation of officer safety and officer well-being.
- The City will continue its person-centred approach, recognizing the highly impactful nature of this work on the well-being, morale, and livelihoods of the civilian and sworn staff of the City, the Board, the SPS and the RCMP.
- Timeliness is a priority to minimize uncertainty for impacted staff and the community as a whole and to give effect to Council direction as soon as practicable given legal, financial and other constraints.
- Due process will be respected, such that the City and its partners are able to fulfil their legal obligations and exercise their respective authorities to undertake work within their discretion and available resources.
- The collaborative approach taken to date will continue with all levels of government, with police agencies and with community members and specific stakeholder groups.

Council endorsement of these principles will enable staff to effectively implement new direction on the preferred policing model.

## Implementation Update

To oversee the transition of police services, the Government of Canada, the Province of BC and the City of Surrey established the SPTTC in September 2020. The SPTTC is tasked with guiding and supporting the development, negotiation and implementation of a phased transition of policing services. Senior leaders of the RCMP and the SPS and the Board also participate in meetings to provide their expertise and input on the design and implementation of the transition process. The SPTTC is supported by a Working Group and subject matter experts.

Since its inception, the SPTTC has been working to implement an integrated three-phased approach to enable the transition of policing services. The three phases are as follows:

1. Phase I – this is the current phase where SPS officers are assigned to the Surrey RCMP Municipal Police Unit under RCMP command.
2. Phase II – would be the next phase of the transition with SPS assuming command and RCMP providing support for some duties on a time limited basis.
3. Phase III – would be the final end state of the transition with SPS as police of jurisdiction, at full operational strength and no longer requiring RCMP support for municipal policing duties.

The SPTTC monitors the ongoing implementation of the first phase of the police transition, which sees SPS Assigned Officers progressively assuming duties in the Surrey RCMP Municipal Police Unit (“MPU”) under RCMP command within the context of the existing policing agreements. To date, 154 SPS experienced officers have been assigned into the Surrey RCMP MPU and are providing policing services to Surrey residents.

Phase I is managed through a joint SPS-RCMP HR Strategy & Plan (the “HR Plan”) which provides schedules for deployment of SPS and demobilization of RCMP Members until May 2023. By the end of May 2023, it is anticipated that 295 SPS officers will be deployed should the implementation of the HR Plan continue. Deployments of up to 35 members occur every two months.

Phase I is supported by Memorandums of Understanding between Canada and BC and between BC and the City to clarify the application of the existing policing agreements in the transition context. In addition, Phase I was enabled by an agreement between the RCMP, the Board, the SPS and the City with respect to the conditions under which SPS officers are assigned to the RCMP on a time-limited basis to fulfil municipal policing duties on the front line, and in plainclothes units.

In addition to monitoring the continued implementation of Phase I under these agreements, the SPTTC has worked to build the necessary legal authorities, instruments and agreements to enable Phase II where SPS would assume authority as the Police of Jurisdiction (“POJ”) in Surrey with support from the RCMP to provide some duties and functions. In Phase II RCMP Members would operate on a time-limited basis under SPS command while SPS continues to hire and build to full operational strength. The total complement of RCMP Members fulfilling these duties would reduce over time as more positions are occupied by SPS officers. A detailed workplan has been prepared for Phase II with respect to the major milestones required to enable progression of the transition. Work is underway to implement the Phase II workplan of tasks.

Policing Operations Budget 2022

The 2022 adopted budget for Policing Operations is comprised of three separate components - SPS, RCMP Contract and City Police Support Services. This budget was formulated based on the best available information related to SPS hiring and deployment plan at the time in late 2021, and prior to the SPTTC finalizing and approving the HR Plan that now governs the deployment of SPS officers into the Surrey RCMP.

Table 1 shows a breakdown of 2022 Policing Operations budget, by component.

Table 1: 2022 Policing Operations by Component

<b>2022 Policing Operations Budget</b>	<b>Amount (\$000s)</b>
Surrey Police Services	\$72,525
RCMP Contract	\$96,660
City Police Support Services	\$25,622
<b>Total</b>	<b>\$194,807</b>

At this point in time, it is reasonable to assume, that relative to the budget distribution, the RCMP has continued to provide significantly more policing services to the City than their respective allocation, translating into a funding shortfall at year end. At this point, and as reported in the Q2 Financial Update, there is currently an unfavourable variance for Policing Operations forecasted to be \$20.6 million by year end. Key contributing drivers of the unfavorable forecast include a higher than anticipated number of SPS members that are not deployed into front line policing. As a result, the City is paying for administrative overhead in two police agencies.

**Option 1 - Maintaining the RCMP as Police of Jurisdiction**

Much of the progress to date on the police transition has centered around the secondment of 154 SPS officers into Surrey detachment under RCMP command. All RCMP policies and procedures continue to be used. The Police Service Agreements - Municipal Police Service Agreement (“MPSA”), and the MPUA remain in place and have not been terminated. Additionally, all municipal police unit critical infrastructure such as IT, Equipment, Exhibit/File custody, etc. remain under RCMP control. A significant amount of work to plan and deliver the transition must still be initiated, including determining how RCMP members will serve under SPS command and how files, equipment and IM/IT systems will be transferred.

Should Council direct that the RCMP be maintained as the POJ, staff will develop a Plan to implement that direction.

A key aspect to the Plan would outline how to maintain staffing levels that ensure adequate and effective policing. Currently there are 154 SPS Officers (Constables and Sergeants) deployed into the Surrey detachment. The majority of deployments are at the Constable rank in support of front-line operations. This represents 21% of the targeted strength of 734 police officers. In addition, there are 28 SPS recruits in various stages of their training at the Justice Institute of British Columbia (“JIBC”)

SPS officers have been deployed into Surrey detachment over the last year in a series of bi-monthly cohorts, as outlined in the HR Plan. Significant work was completed to prepare these officers for deployment including obtaining a valid Government of Canada (RCMP) security clearance, confirming each officer's competencies to fulfil the obligations of their position, training to BC standards, completion of RCMP-specific training and an SPS Medical attestation.

The deployment schedule in the HR Plan ensured that SPS were gradually integrated into RCMP operations to build capacity of SPS while still maintaining RCMP command and control. As a result, only Constable and Sergeant level SPS officers were deployed into the Detachment. No other SPS ranks are in place at Surrey Detachment.

Maintaining the RCMP will require continuation of existing transition instruments and agreements for a period of time in order to enable SPS front line officers to continue fulfilling duties in support of the Surrey RCMP MPU under RCMP command while RCMP builds to minimum staffing levels of Members.

While a Plan is being developed and forwarded to the Province for Ministerial authorization, the RCMP would continue to focus on day-to-day operations with both SPS and RCMP police officers, reassuring SPS colleagues that their work as police officers in Surrey is valued and continues to be required. This has been effective as crime levels were reduced in Surrey in 2019, 2020, 2021 and continues on a downward trend in 2022. This remains the RCMP's priority as POJ.

The November deployment of 35 SPS officers will proceed as these officers were hired prior to the outcome of the October 15, 2022 municipal election. These officers will bring the total service level slightly above the 734 target officers per the existing provisions and agreements in place under the HR Plan. The RCMP would no longer require future deployment of cohorts as it will shift to hire SPS officers as RCMP members.

In order to maintain the current detachment complement of 734, the RCMP is working to enhance and expedite their already established Experienced Police Officer Program ("EPOP"). This would allow a multi-faceted approach to actively revitalize RCMP resources in Surrey detachment. The RCMP would focus on hiring the SPS officers currently deployed to Surrey detachment. This would provide certainty for these officers and allow them to continue working in Surrey, in their current positions. As all deployed SPS officers have already completed a number of the EPOP requirements in order to facilitate their original deployment, the timeline for these EPOP hires can be streamlined. In addition, the RCMP would seek targeted hiring opportunities to non-deployed SPS officers currently working in SPS administrative positions.

The RCMP has further indicated an interest in honouring the existing agreements between the RCMP and SPS regarding the 28 Recruits currently completing their JIBC training. The RCMP would work collaboratively with SPS to provide these recruits with RCMP employment opportunities in Surrey, including any additional training that may be required to deploy as an RCMP Member.

Maintaining the RCMP as the POJ would provide an opportunity to renew current governance mechanisms. In preliminary conversations between City staff and RCMP leadership, it was made clear that the RCMP continues to recognize the importance of a policing model tailored to Surrey, a large, complex and diverse community. To achieve this, the RCMP and the City will review the policing model in Surrey to ensure it continues to best support a complex, urban environment.

This includes fully supporting the City's goals, priorities and objectives and including shared exploration of proposals for an enhanced local police oversight committee.

Oversight in policing plays a critical role and in BC there are many regulatory and legislated mechanisms to ensure effective oversight of municipal police. The City would work in consultation with the RCMP, the Province of BC and the Government of Canada to leverage the existing governance and accountability mechanisms in place to achieve additional enhancements to the administration of the MPUA under the contract policing model in Surrey.

In addition to the above, the Plan to maintain the RCMP would include the following key elements.

- Confirm the process to staff the Surrey RCMP MPU without disruption to other Detachments or the Provincial Police Force in BC.
- Outline a process to fulfil City HR obligations to impacted civilian staff and any support required for the Board to manage human resources implications for Board employees.
- Leverage existing processes and procedures for the transfer of General Duty or Investigative files currently managed by SPS Assigned Officers.
- Undertake consultation with other levels of governments, including First Nations and urban Indigenous groups.
- Determine cost implications of maintaining the RCMP and prepare financial management plan in consultation with the RCMP to support maintenance of a 734 FTE Utilization/Headcount for police services.
- Update, in collaboration with the RCMP, the Multi-Year Financial Plan (MYFP) to reflect the end of the transition to the SPS and retention of the RCMP. The MYFP has been submitted as required to the City but the RCMP has signalled support for revisiting that plan.
- Prepare planning for future increases for Surrey RCMP MPU Annex A allocation of Members to keep pace with population growth and increased calls for service.
- Prepare a plan to repurpose or otherwise dispose of equipment (vehicles, IT, use of force equipment etc.) and other assets purchased to date.
- End contracts and other agreements in place for the building or maintenance of non-MPU equipment and assets and address any legal obligations related to these matters.
- Outline how the segregated areas of existing City owned or leased facilities will be progressively returned to the RCMP's control and occupancy and confirm a facilities maintenance plan for City staff.
- Consultation with CUPE (Local 402) representing municipal civilian staff.

If Council directs staff to maintain the RCMP as POJ, staff will develop a plan for Council and Ministerial approval. Concurrently, staff will work with Provincial representatives, the RCMP and the SPS to confirm the necessary ramp-up/ramp-down of the respective policing agencies. A timely decision is vital for staff to bring forward an appropriate budget for Policing Operations for 2023 and beyond. The timing of the Provincial decision will be a key driver of the financial implications for Budget 2023.

While subsequent reports are being completed, it is important that any further work and new expenditures to continue the police transition not be undertaken. Therefore, under this option

staff recommend communicating to the Surrey Police Board that all new hiring and new expenditures be paused and only be undertaken following further Council direction.

### Option 2 – Continue the Transition to SPS

In order to continue the transition, City staff would undertake the following tasks, in collaboration with SPTTC partners.

- **Legal** – Key legal tasks related to establishing the appropriate authority for the RCMP to provide support for policing duties under SPS command in Phase II when SPS is POJ. While these legal mechanisms have been identified they are not currently drafted and require input and approval by all parties to the SPTTC, including the City of Surrey.
- **Financial** – It is critical to align budget proposals from the RCMP and the SPS to the HR Plan.
- **Human Resources** – Completion of a civilian transition plan which would see the current 400 Police Support Services staff, currently employed by the City transfer employment from the City to the Board.
- **Information Management and Information Technology (“IM/IT”)** – The majority of work related to IM/IT is not yet complete and would continue if the transition were to proceed.
- **Equipment** – The purchase of equipment would continue to complete the transition as staff continue to be onboarded. Phase II would also involve transfer of existing equipment owned by Canada to Surrey for use by SPS.
- **Facilities** – Current policing facilities owned or leased by the City are being provided for both the SPS and the RCMP in a segregated access model. Phase II would see planning for shared integrated use of existing facilities and/or transfer of control of facilities from the RCMP to the SPS at the point of change of command.
- **Government Relations** – The ongoing engagement with other levels of government is critical to complete the transition. Work would continue to advocate for the necessary instruments and government approvals for all aspects of the transition work.
- **Stakeholder Relations & Consultation** – The City and the Province along with the Semiahmoo First Nation have conducted meetings regarding the impacts to the Nation from changes in the policing model. An Engagement Plan has been developed in collaboration with the Province to support this work and the City has agreed to provide capacity funding to support the Nation with engagement on this issue. This would continue if the transition proceeds.

This summary of work completed to date by the City and its SPTTC partners provides an overview of the current status of the transition and work that would be required to enable its completion. If the transition continues, staff will return to Council with further updates and seek further direction.

Many of the tasks to date on the transition are documented in records in the possession and control of the Board. SPS has recently communicated to the City its position that all information related to SPS is confidential and requires SPS's consent before disclosure or use. The City does not fully agree with SPS and will work to resolve any disagreements. Should Council seek further details on work related to civilian employees or sworn members, specifics of IM/IT work to date,

budget expenditures, or assets and equipment, staff will take appropriate steps to provide Council with the requested information in accordance with the City's legal obligations

## SUSTAINABILITY CONSIDERATIONS

This work supports the objectives of the City's Sustainability Charter 2.0. This work relates to the Sustainability Charter 2.0 theme of Public Safety. Specifically, this work supports the following Desired Outcome ("DO") and Strategic Direction ("SD"):

- Public Safety DO<sub>4</sub>: Local residents and businesses are connected and engaged within their neighbourhoods and with the broader community – including police, public safety partners and social service agencies – to enhance safety.
- Public Safety SD<sub>3</sub>: Ensure programs, policies and initiatives exist along the public safety continuum, and support the entire community.

## CONCLUSION

The City is committed to a principles based approach to this next evolution of the transition that centres this work on promoting the best possible outcome for community members and these impacted groups.

Staff have prepared this status report to provide Council with information on the work completed to date, and the steps required to maintain the RCMP as Police of Jurisdiction or to complete the police transition.



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NO: *R2009*

COUNCIL DATE: *Nov 28, 2022*

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## REGULAR COUNCIL

TO: **Mayor & Council** DATE: **November 24, 2022**

FROM: **General Manager, Community Services** FILE: **7400-01**  
**General Manager, Finance**  
**General Manager, Corporate Services**

SUBJECT: **Framework for Maintaining the RCMP as Police of Jurisdiction in Surrey**

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## RECOMMENDATION

The Community Services Department, the Finance Department and the Corporate Services Department recommend that Council:

1. Receive this report for information;
2. Endorse the priorities, goals and objectives for policing in 2023, as described in this report;
3. Endorse the proposed framework for maintaining the Royal Canadian Mounted Police ("RCMP") as the Police of Jurisdiction in Surrey; and
4. Direct staff to present the final plan for maintaining the RCMP as Police of Jurisdiction in Surrey for Council endorsement at the December 12, 2022 Council meeting.

## INTENT

The purpose of this report is to seek Council's endorsement of the priorities, goals, and objectives for policing in 2023 and to seek endorsement of the framework for maintaining the RCMP as the Police of Jurisdiction ("POJ") in Surrey. This framework will guide the development of a final plan to maintain the RCMP as the POJ in Surrey which will be presented to Council for endorsement on December 12, 2022, should Council endorse the recommendations of this report.

## BACKGROUND

The City is responsible under subsection 3(2) of the *Police Act R.S.B.C., 1996, c. 367* (the "Police Act") for providing policing and law enforcement services within the municipality. The RCMP delivers policing services, as the POJ, via the Municipal Police Unit Agreement (the "MPUA") between the Province of BC and the City of Surrey (the "RCMP Contract"). The MPUA documents the terms and conditions under which the RCMP provides local police services.

In November 2018, the transition of the City's policing model was initiated by Council motion. Subsequently, in July 2020, the Province established the Surrey Police Board (the "Board"), and in August 2020 the Board created the Surrey Police Service ("SPS").



To support the implementation of a new policing model, the Surrey Police Transition Trilateral Committee (the "SPTTC") was established in September 2020 by the Provincial and Federal governments as well as the City. Representatives from the Board, the SPS and the RCMP also participate in the SPTTC meetings. Since its inception, the SPTTC has been working to implement a phased integrated approach to enable the transition of policing services. The two phases are as follows:

1. Phase I – this is the current phase where SPS officers are assigned to the Surrey RCMP Municipal Police Unit under RCMP command.
2. Phase II – would be the next phase of the transition with SPS assuming command and RCMP providing support for some duties on a time limited basis.

On November 14, 2022 Council directed staff to prepare a plan for maintaining the RCMP as the Police of Jurisdiction ("POJ") in Surrey. Corporate Report No. R199; 2022 is attached as Appendix "I".

## **DISCUSSION**

The RCMP remains the POJ in Surrey. Under the proposed framework, the RCMP will maintain command and control of the Municipal Police Unit ("MPU"). The RCMP and the City are collaboratively preparing a Joint Implementation Plan to Maintain the RCMP as the POJ in Surrey (the "Plan"). This report provides a high-level summary of the key elements of the Plan that will be submitted to the Minister of Public Safety and Solicitor General, if endorsed by Council at the December 12, 2022 Council meeting.

## **Project Team**

The RCMP and the City have struck a joint project team to oversee development of the framework and the final Plan. The project team includes senior leadership from both the City and the RCMP as well as consultants Dr. Peter German and Tonia Enger. Dr. German and Ms. Enger's bios are attached as Appendix "II". The project team is led by Assistant Commissioner Brian Edwards and Terry Waterhouse, General Manager, Community Services for the City of Surrey. Senior leaders from the City and the RCMP provide strategic and administrative support.

## **Framework**

The project team has developed a proposed framework that, if endorsed by Council, will be developed into the comprehensive Plan that will be submitted to Council for endorsement on December 12, 2022 and, if approved, to the Minister of Public Safety and Solicitor General by December 15, 2022.

The proposed framework is comprised of the following elements.

1. Introduction, Context and Purpose
2. Status Update on Transition Planning
3. Draft Priorities, Goals and Objectives for Policing - 2023

4. An Implementation Plan
  - a) City Responsibilities
  - b) Surrey RCMP Revitalization Plan – 734 and Beyond
  - c) Surrey Police Board – Actions required to support the Plan
  - d) Role of Senior Governments
5. A workplan and timeline to support implementation of the plan.

#### Introduction, Context and Purpose

The City has the authority under the Police Act to select its model of policing from three options, as described below. The Province delegates to the Minister of Public Safety and Solicitor General and their staff the authority to superintend policing to ensure adequate and effective services are delivered to maintain public safety. It is this authority under which the Minister will review and approve the Plan.

In accordance with Sections 3(2) and 15 of the Police Act, municipalities with a population of more than 5,000 residents are responsible for providing municipal police services within their jurisdictions. Municipalities have three options to provide police services:

1. Form their own independent police department (the municipal model);
2. Contract the provincial police (RCMP) through an agreement with the Province; or
3. Enter into an agreement with another existing municipal police department.

The City is responsible for the provision of municipal policing services, meaning it must fund policing regardless of the model chosen. Specifically, regardless of the policing model, the City must provide accommodations, equipment and supplies to support policing services (i.e., the buildings and facilities, assets and equipment – cars, weapons etc., and other supplies.) required to deliver policing services.

#### Status Update on Transition Planning

The Plan, if endorsed, will provide a comprehensive update on the status of the transition to date and highlights the significant amount of work still required.

It is important to note that the RCMP Contract to provide policing services in Surrey and several key requirements to maintain the RCMP as the POJ remain in place. These include:

- The MPPA (2012) between the City of Surrey and Province of British Columbia in which the RCMP serve as the municipal police force remains in effect. All terms and conditions remain.
- In 2018, the City sought to terminate the MPPA with the Province but the termination has not been enacted at this point and the Surrey RCMP remains as the POJ during Phase 1 of the police transition. Therefore, the contractual requirement for the RCMP to continue to be POJ is already in place.
- Annex “A” to the MPPA, which lists the number of RCMP Members assigned to the Surrey RCMP has not been reduced and remains at 843 Total Members.
- The City dedicates 58 Member Positions to the Lower Mainland District Integrated Teams. This number is included in the 843 Total Members, but these Members are not located within the Surrey RCMP Detachment. As such, the Surrey Detachment strength is considered 785 Members, although 51 of these positions are not currently funded.

- The Funded Strength of Members is set at 734 Members pursuant to the joint SPS-RCMP HR Strategy & Plan to advance the transition of police services.

The SPTTC monitors the ongoing implementation of the first phase of the transition, which sees SPS Assigned Officers progressively assuming duties in the Surrey RCMP MPU under RCMP command within the context of the existing Policing Agreements. As of this date, 168 SPS officers have been assigned into the MPU and are providing policing services to Surrey residents.

The first phase of the transition is managed through a joint SPS-RCMP HR Strategy & Plan which provides schedules for deployment of 295 SPS Assigned Officers and a corresponding demobilization of RCMP Members until May 2023.

The SPTTC made an informed decision to take the most expeditious route to implement Phase I of the transition to ensure SPS members were deployed as expeditiously as possible. As a result, important decisions regarding the complexities of the work required of all parties to effect change of command to allow SPS to assume command in Phase II have not yet been made. At this point, SPS officers have been integrated with RCMP members into the MPU under the command and control of the RCMP. All policing agreements, as well as RCMP policies and procedures continue to be used. Additionally, all critical infrastructure used by the MPU such as IT, Equipment, Exhibit/File custody, etc. are supplied by and remain under RCMP control.

Importantly, the majority of the work to plan and deliver Phase II of the transition must still be initiated. For example, collaborative/substantive planning for the following major bodies of work has not yet been completed:

- Legal Agreements;
- HR Plan for Phase II;
- File Audit;
- File Transfer;
- Exhibit Audit ;
- Exhibit Transfer;
- IT Transfer;
- Asset and Equipment Transfer; and
- Change of Command Requirements.

As noted above, some preliminary discussions regarding the legal agreements have been held, however, substantive details have not been worked out, nor have agreements been drafted. Such agreements may require approval of all parties, and likely Cabinet endorsement at both the Federal and Provincial levels. Based on the experience of prior negotiations, it is reasonable to assume the negotiations of these legal agreements will take 6 - 9 months. It is highly unlikely a fully endorsed and signed Transition Agreement would be in place before the expiry of the current MOU in May 2023. The SPTTC had contemplated the need to extend Phase I should the Phase II instruments not be in place by May 2023. The budget and practical implications of a holding pattern on deployment and demobilization while these legal agreements are prepared and signed off are significant and will require the City to continue to fund through most of 2023 a complement of non-deployed SPS police officers far in excess of the City's ability to pay.

Draft Priorities, Goals and Objectives for Policing - 2023

The MPUA, and the BC Police Act, provide for the City to set annual priorities, goals and objectives for policing. These provide important direction from the municipality to its police agency(ies) regarding the City’s strategic considerations for policing.

To support the Plan, the City has prepared draft priorities, goals and objectives for 2023 that reflect the work to maintain the RCMP as the POJ in Surrey. Staff recommend Council endorse the following priorities as a key element of the Plan.

<b>The priorities goals and objectives for policing services in 2023</b>	
Priority 1	That the Surrey RCMP be maintained as the POJ in the City of Surrey.
Goals	<ol style="list-style-type: none"> <li>1. Confirm and implement a Revitalization Plan to maintain the RCMP as POJ, for Council endorsement and submission to the Solicitor General for the necessary approval for maintaining the RCMP in Surrey.</li> <li>2. Develop and implement a Staffing Plan to provide employment opportunities, where possible, to civilian and sworn SPS staff integrated into the Surrey RCMP or the City of Surrey to allow for continued and enhanced career development opportunities.</li> <li>3. Develop and implement an Infrastructure Plan which will see the current information systems and equipment assets purchased on behalf of the SPS, repurposed by other entities within the City of Surrey.</li> </ol>
Objectives	<ol style="list-style-type: none"> <li>1. Maintain a minimum service level of 734 RCMP members as soon as possible to ensure adequate and effective policing in 2023 and beyond.</li> <li>2. Develop and implement a plan for SPS to provide Assigned Officers to support the operation of the MPU as RCMP staffs up to full funded strength consistent with an agreed staffing plan.</li> </ol>
<b>The priorities goals and objectives for crime prevention and community safety in 2023</b>	
Priority 2	That Surrey RCMP, in collaboration with the City of Surrey and community partners, continue to prevent and reduce crime and maintain public safety.
Goals	<ol style="list-style-type: none"> <li>1. Enhance delivery of community safety and crime prevention programs across Surrey through collaboration with the City and other partners.</li> <li>2. Align community safety and crime prevention programs with the Provincial Safer Communities Action Plan.</li> <li>3. Identify opportunities to incorporate an Indigenous focus, perspective and/or enhanced participation in existing and new programs to support the Truth and Reconciliation Commission recommendations.</li> </ol>
Objectives	<ol style="list-style-type: none"> <li>1. Maximize efficiency and reach of crime prevention and community safety programs in Surrey through ongoing coordination.</li> <li>2. Collaborate with the City of Surrey in determining opportunities for new or enhanced community safety and crime prevention programs.</li> </ol>

The priorities, goals and objectives for policing will be the primary responsibility of the RCMP but will require collaboration with the SPS and the Board during the transition period and with the City and other partners on an ongoing basis.

## The Implementation Plan

### *City Responsibilities*

If approved by Council and the Minister of Public Safety and Solicitor General, the City will undertake several steps to ensure the necessary mechanisms are in place to maintain the RCMP as the POJ. These involve specific activities with respect to governance and accountability, legal structures, financial management, human resources and disposition of existing infrastructure.

To ensure governance and accountability are maintained, the City will work with the RCMP to put in place new mechanisms and structures under the existing Policing Agreements to enhance governance and accountability including:

- Increasing executive oversight through regular meetings between the CEO (Mayor) and Member in Charge and increased reporting by the MPU to the CEO under Articles 7 and 16 of the MPUA;
- Leveraging the existing Local Government Management Committee structure to support effective administration of the MPUA;
- Undertaking Operational Effectiveness Assessments of the MPU per Article 17 to ensure the CEO and Member in Charge collaborate to maximize effectiveness; and
- Using municipal committee mechanisms to monitor and report on public safety outcomes.

From a legal perspective, the City will formally advise of its intention to maintain the services of the RCMP and remain subject to the terms and conditions of the current MPUA.

### *I. Financial Considerations*

The City of Surrey Policing Operations budget for 2023 will include funding for three services – RCMP Contract, City Police Support Services and SPS. The City of Surrey adopted 2022 – 2026 Financial Plan currently allocates a combined budget of \$202.4 million for fiscal year 2023 for policing operations. The City is currently preparing the operating and capital budgets for 2023. Proposed budgets will be presented to Council as part of the budget process, likely in early in 2023. Staff will also be detailing best estimates for other scenarios. These will be provided to Council on December 12, 2022.

To finalize the budget requirements for 2023, the City requires approval from the Minister of Public Safety and Solicitor General of the City's intention to maintain the RCMP as the Police of Jurisdiction in Surrey. This will allow staff to determine a proposed start date for the implementation of the plan. Collaborative work with the RCMP and the SPS will then take place to determine the cadence of RCMP ramp up and SPS ramp down and confirm corresponding budget allocations required.

The City's preliminary budget analysis and modelling envisions a January 2023 decision from the Minister and a ramp up of RCMP and ramp down of SPS beginning in March 2023. This will require revisions to the current RCMP Multi-year Financial Plan. It will also require submission of a provisional budget from the SPS in keeping with Ministerial direction. Together these budgets will allow for determination of the budget

requirements for 2023, and more particularly any funding deviations from the current budget allocation for 20203 (\$202.4 million) for policing operations.

In addition, the City is determining the funding required for one-time expenditures based on potential severance payments and contractual obligations to external vendors associated with the ramp down of the SPS.

If the framework presented here is endorsed by Council, staff will continue the financial analysis and modelling and provide additional details to Council in the final Plan regarding financial implications, including the budgetary requirements for 2023 and beyond, as well as the budget requirements should the transition to SPS continue.

*II. Human Resources Considerations*

Human resources is an area requiring considerable work by both the RCMP and the City. The City will, as always, continue to support the civilian staff employed in the Police Support Services.

Developing an employee transfer plan for SPS civilian employees is critical as is a plan for managing outstanding liabilities for the City with respect to civilian collective agreement provisions to which the City is not a party.

*III. Information Technology Considerations*

The City will be responsible for disposition of the infrastructure such as Information Management/Information Technology (“IM/IT”), and other equipment (e.g., vehicles, equipment and furniture) that have been purchased on behalf of the SPS to date. Removal and repurposing of SPS IM/IT hardware from the detachment will be a key aspect of this work, as will termination of IM/IT contracts held with third-party vendors for SPS IM/IT. The City will also work with the RCMP to determine Detachment IM/IT needs such as implementation of next generation 911 services in line with Federal policies.

*Surrey RCMP Revitalization Plan – 734 and Beyond*

The joint SPS-RCMP HR Strategy & Plan established that Phase I of the transition would be guided by the goal of maintaining a staffing level of 734 FTE Utilization/Headcount of operational police officers in the MPU. As of this date, the current composition of the detachment is as follows:

RCMP Member	573
SPS Officers	168
<b>Total</b>	<b>741</b>

To achieve the funded strength of 734 RCMP Members, the RCMP will need to add approximately 161 members to offset the current complement of SPS Assigned Officers. This will be accomplished through multiple staffing processes and redundancies.

To achieve this number by the end of 2023, if not sooner, the RCMP will predominantly focus on five target audiences:

1. SPS Officers deployed within the RCMP;
2. SPS Officers not deployed within the RCMP;
3. SPS recruits;
4. RCMP Cadets; and
5. Other Experienced Police Officers.

The Plan outlines specific processes by which the RCMP will attract and maintain each group of resources to ensure they can adequately staff the MPU to the required funded strength. The RCMP's Experienced Police Officer Program ("EPOP") will be vital in this regard as it provides an expedited process for previously experienced officers to join the RCMP bypassing the cadet recruitment hiring. The priority for EPOP will be on constable ranks to ensure that frontline police services are maintained throughout the period.

The RCMP will also honour existing agreements between the RCMP and the SPS to facilitate Justice Institute of British Columbia training requirements for the SPS recruits in progress. It will provide employment opportunities for these recruits to deploy as an RCMP Member (following training equivalencies). The RCMP will seek further cadets through its existing programs. To supplement the number of cadets sent to Depot by E Division, the RCMP will begin recruitment activities directly in the detachment and will pursue new avenues to attract candidates. Discussions will take place to establish new initiatives such as pre-posting agreements to prospective candidates to allow them to return to the RCMP Surrey detachment for their first posting. It is anticipated that this initiative will bolster recruitment into the cadet intake in 2023.

#### *Surrey Police Board – Actions required to support the Plan*

The Board is an independent entity from the City. Implementation of the Plan will require direction from the Minister of Public Safety and Solicitor General, and collaboration between the Board, SPS, the City of Surrey and the RCMP.

#### *Role of Senior Governments*

The Federal Government plays a role in implementation of the Plan in connection to the administration of the existing Policing Agreements and with respect to the Federal cost share for RCMP. Canada will need to participate actively with the RCMP in finalization of the Plan and its subsequent implementation to ensure that actions taken are consistent with federal policies and authorities held by Canada or the RCMP.

The Province will need to receive and consider the Plan, as well as related plans from the RCMP regarding maintenance of provincial policing services and services to other municipalities in the context of the proposed retention of the RCMP in Surrey. In addition, the Province will consider reports provided by the Board and the SPS with respect to its readiness to assume command as POJ and a timeline to complete the necessary steps should the transition to a municipal police service continue.

Once the Province reviews these reports it will need to come to a decision and communicate this to impacted parties. It will also need to make several specific recommendations, some of which are proposed in the Plan, to ensure necessary steps are taken that are outside the authority of the City or the RCMP.

### Workplan and Timeline

All elements and activities of the final Plan will be embedded in a workplan jointly executed by the City, the RCMP, the Surrey Police Board and the Surrey Police Service. The workplan will be implemented in a timely manner to ensure adequate and effective policing. The City and the RCMP are committed to the timely resolution of any outstanding questions required to ensure the execution of a comprehensive and appropriate approach to maintain the RCMP as POJ and will work collaboratively with all parties to satisfy its obligations and duties. Primary among these commitments is full collaboration with the Surrey Police Board and the Surrey Police Service.


### **SUSTAINABILITY CONSIDERATIONS**

This work supports the objectives of the Sustainability Charter 2.0. This work relates to the Sustainability Charter 2.0 theme of Public Safety. Specifically, this work supports the following Desired Outcome (“DO”) and Strategic Direction (“SD”):

- Public Safety DO4: Local residents and businesses are connected and engaged within their neighbourhoods and with the broader community – including police, public safety partners and social service agencies – to enhance safety.
- Public Safety SD3: Ensure programs, policies and initiatives exist along the public safety continuum, and support the entire community.

### **CONCLUSION**

This report provides a framework for the City to maintain the RCMP as the Police of Jurisdiction in Surrey. This framework will guide the development of the final plan to maintain the RCMP as the Police of Jurisdiction in Surrey which will be presented to Council for endorsement on December 12, 2022, should Council endorse the recommendations of this report.



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**Appendices available upon request**

Appendix “I”: Corporate Report No. R199; 2022

Appendix “II”: Consultant Bios