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COMMITTEE REPORT

POLICE COMMITTEE

TO: **Mayor & Council (Police Committee)**   DATE: **April 22, 2014**

FROM: **Chief Superintendent Bill Fordy**   FILE:
           Officer in Charge, Surrey RCMP

SUBJECT: **RCMP Operational Review and Mayor's Task Force Update**

Recommendation:

The Surrey RCMP Detachment recommends that the Police Committee:

1)   Receive the attached report as information;
2)   Recommend that City Council endorse the proposed increase of 95 members to the
      RCMP establishment within 5 years, as directed by Council during the budget process;
      and
3)   Approve the development of a comparable crime data set in the City's Open Data
      catalogue to be published monthly, as described in this report.

Intent:

The intent of this report is to update the Police Committee on the significant steps taken to
disrupt criminal activity within the City of Surrey and to provide information relative to the
Surrey RCMP resources and service delivery model.

Background:

The RCMP Operational Review began in the fall of 2013. While this review was underway, a spike
in homicides occurred and the City of Surrey's Mayor called for the formation of a Task Force
with a mandate to identify the root causes of homicides in the City, and to design and implement
multi-pronged tactics and strategies to address these root causes, and to establish partnerships
and policies to reduce the likelihood of future spikes.

Discussion:

As a result of the Operational Review and the formation of the Mayor's Task Force, a number of
recommendations have been made, which fall under the following 5 categories:

1)   High Risk Location (HRL) Initiative:

      The HRL Initiative was conducted from December 6, 2013 to March 15, 2014, and involved a
      covert enforcement phase (December 6, 2013 to February 28, 2013) followed by an overt
      enforcement and suppression phase, or Uniformed Deployment (March 1 to March 15, 2014).

HRLs were identified and divided into six different types based on the nature of the criminal/unlawful activity and the general risks associated to those locations. Attached as Appendix I is the Foreword Comments by Dr. Irwin Cohen, along with the full report titled 'High Risk Location Initiative – 90 Day Report'. The contents of this report provide an overview of the collaborative efforts of the stakeholders involved in the HRL initiative, including an analysis of the results of enforcement action taken, and recommendations on how to enhance public safety and livability in the City of Surrey.

2) <u>Comprehensive Analysis of RCMP Service Delivery Model</u>:

While the Surrey Detachment is currently engaged in a comprehensive analysis of our Service Delivery Model, we continue to streamline our operations. The RCMP has made significant progress in containing costs associated with the following administrative processes:

- Health Modernization
- Civilianization
- Severance
- Consolidation
- Efficiency Reviews

Based on the above efficiencies and discussion with the City on its 5 Year Financial Plan, it is requested that the City endorse an increase to the RCMP establishment of 95 police officers over the next 5 years. This increase will be confirmed as part of the budget process.

The analysis by Dr. Cohen, which is currently underway, will also be considered as part of future resourcing of the RCMP.

3) <u>CCTV Strategy</u>:

The City of Surrey is in contemplation of enhancing its current CCTV traffic intersection system to provide a broader public safety mandate. In consultation with IBM, the City of Surrey requested IBMs top 5 locations where the IBM software known as "Smart CCTV" was successfully deployed. In June 2013, a delegation including representatives from the City of Surrey and academia attended presentations from various organizations in New York, New Jersey and Puerto Rico (based on IBMs recommendation) who are using a variety of hardware and IBM's software solutions to address a wide range of public safety and traffic issues using CCTV. A trip report on the City of Surrey CCTV Strategy, authored by Dr. Irwin Cohen, who was part of the delegation, is attached as Appendix II.

4)   <u>Online Crime Mapping and Open Data</u>:

The Surrey RCMP has been providing crime statistics on a quarterly basis to the public on the Detachment website since 2006. From 2007 until 2011, the Surrey Detachment has also posted monthly crime maps on its website.

Surrey's Open Data Program is one component of the City's Smart Surrey Strategy and ongoing efforts to be an open, transparent and accessible government. Open Data is the idea that certain data should be freely available to everyone to use and republish as they wish, without restrictions. According to a study by Socrata, crime data tops the list of the most commonly requested and popular datasets among civic and governmental agencies.

Online Crime Mapping and Open Data would support broad based community engagement and involvement in crime prevention activities, community programs and initiatives, and crime reduction strategies that enhance community safety and liveability.

Further details are attached in Appendix III, titled 'Online Crime Mapping and Open Data'.

5)   <u>Root Causes of Crime</u>:

The City of Surrey recognizes that the relationship between crime and broader social issues is complex and interconnected. As a result, in June 2006 Surrey City Council implemented its Crime Reduction Strategy that mandated City staff to work collaboratively with a variety of stakeholders to reduce crime in Surrey. As part of the Mayor's Task Force, a review of existing programs that address root causes of criminal activity were summarized and are attached as Appendix IV, titled 'A summary of Root Cause Projects with Key Dates".

Conclusion:

It is recommended that the Police Committee receive this report and support the recommendations.

Chief Superintendent Bill Fordy
Officer in Charge
Surrey RCMP

Attachments:
Appendix I   Foreword Comments by Dr. Irwin Cohen, along with the full report titled 'High Risk Location Initiative – 90 Day Report'
Appendix II   City of Surrey CCTV Strategy – Trip Report
Appendix III   Online Crime Mapping and Open Data
Appendix IV   A Summary of Root Cause Projects with Key Dates

Foreword

With the spike in homicides in 2013, the City of Surrey's Mayor, Diane WATTS, called for the formation of Task Force with the mandate to identify the root causes of homicide in the city, design and implement multi-pronged tactics and strategies to address these root causes, and to establish partnerships and policies to reduce the likelihood of future spikes. The Mayor's Task Force included stakeholders from the City of Surrey, the Surrey RCMP, the RCMP "E" Division, the Combined Forces Special Enforcement Unit of BC, the Integrated Homicide Investigation Team, Transit Police, Surrey Fire Services, Surrey By-Law, Surrey School District, and an Academic from the University of the Fraser Valley. Three outcomes of the Task Force were the High Risk Location (HRL) initiative and two academic reports examining the socio-economic contributors to homicide.

Based on the research conducted for the Task Force, the 25 homicides in Surrey in 2013 are inconsistent with the previous 4-year average. Moreover, an analysis of these homicides and general homicide trends in Canada suggests that there is no simple explanation for why Surrey experienced a major increase in homicides in 2013. Although these homicides do not seem to be as directly tied to gang activity, it has nonetheless been suggested that the rise can be attributed to the influx of gangs and organized crime into Surrey and the resulting conflicts associated with drug use and drug distribution. However, base-rate levels of homicides more likely can be explained as the outcome of far less predictable and often spontaneously occurring high-risk violent lifestyle overwhelmingly involving young adults and, less frequently, older adolescents involved in criminal lifestyles.

It should be noted that most Canadian contemporary urban contexts, including Surrey, are not characterised by socially disorganized neighbourhoods, which has traditionally been a leading socio-economic level theory to explain homicide and many other types of crimes. Other leading socio-economic theories focus on high concentrations of socioeconomic disadvantage in neighbourhoods or the presence of entrenched intergenerational street focused adult/youth gangs as explanations. While these conditions do not typically describe much of Surrey, there are several well-established socio-economic factors or variables that theoretically contribute to an increased risk for homicide that are present in several neighbourhoods in Surrey. While one of the products produced for the Task Force examined these theoretical explanations, another product examined the degree to which these contributing factors are present in Surrey that could provide some insight into the 2013 spike in homicides and point to strategies to ensure that the homicide rate in Surrey consistently declines.

One of the earliest and most enduring criminological findings is that crime and violence do not occur randomly in space and time, but that there are discernable patterns to crime. The explanation for this is that there is a relationship between the social characteristics of an area and its crime rate. This insight lead to the development of social disorganization theory, a

perspective predicated on the idea that crime needed to be understood not only at the level of the individual, but also at the neighbourhood level. Instead of focusing on "kinds of people," this perspective highlights the importance of "kinds of places." This insight was a driving force in the development of the Task Force's HRL initiative.

One product of the Task Force was an examination the differences between Surrey and Vancouver on several key socio-economic, socio-demographic, and compositional factors that may play a contributing role in homicide. There is substantial evidence that age-gender structure and changes in population can be related to levels of homicide and other serious and violent crime. While the size of the difference between Vancouver and Surrey was not overwhelming, Surrey does have a slightly higher concentration of young males. Moreover, Surrey is distinguished from Vancouver, and from almost all other large municipalities in Canada, by the size and speed of its population growth. While the rise in lethal violence is deeply concerning, is it very much in agreement with what is known about the adverse consequences of rapid growth. While the population of Surrey has continued to grow swiftly, the number of police officers has not kept pace and this shortage is further exacerbated by the sheer geographic size of Surrey.

Economic factors have always been implicated in the relationship between communities and crime. There are many studies suggesting that inequality increases neighbourhood homicide rates. Indicators of economic hardship or distress, such as poverty or receiving public assistance, have similarly been found to be associated with elevated levels of violent crime. A factor that seems to underlie much of the discussion of economic considerations is educational attainment. To the extent that poorer educational attainment leads to more limited economic prospects and outcomes, they too are linked to increased homicide rates. While not overwhelming, the preponderance of evidence indicates that part of the difference between homicide rates in Surrey and Vancouver may be attributable to varying socioeconomic conditions.

Among the more prominent explanations for the dramatic rise in homicides in Surrey is the presence of gangs. While it is possible that this dynamic was operating in Surrey, empirical evidence to support this claim is somewhat elusive. Critically, the erratic nature of homicide trends makes it difficult to evaluate factor effects at one particular point in time; to the greatest extent possible, future efforts should be made to evaluate the effects longitudinally.

With the knowledge produced by these two reports, in addition to the collective experience and information held by the various stakeholders to the Task Force, one approach to developing a response to homicide in Surrey was the HRL initiative. While the attached report speaks to the structure, operation, and outputs of the initiative, it is important to keep in mind that this approach is based on the key principles of crime reduction in that it was information and intelligence-led, it focused on prolific offenders, prolific locations, and prolific problems, it developed, nurtured, and maintained meaningful partnerships, it was pre-emptive, and it tracked performance against established objectives and was accountable.

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By using the RCMP, Surrey Fire Services, and Surrey By-Law Enforcement, the HRL initiative was able to act in a collaborative, multi-pronged, timely, aggressive, and sustainable fashion against those properties that posed the greatest risk to public safety in Surrey. It did so by identifying those properties that generated a disproportional number of calls for service or were known or suspected of being clandestine drug labs, drug houses, drug lines, legal or illegal marihuana grow houses, or unlicensed recovery homes and, based on the specific issue or concern, deploying a combination of police, fire, and by-law enforcement to respond. The attached report speaks to the initial success of this strategy in issuing warrants, making arrests, seizing drugs, weapons, vehicles, and money, conducting property inspections, licencing or closing down unregistered recovery homes, evacuating, boarding up, or remediating HRLs, increasing police visibility, and increasing police/community contact. As expected, as the activities of the RCMP, Fire Services, and By-Law Enforcement increased, there was a rise in crime as stakeholders disrupted the lives of those in HRLs, but, as with other effective strategies and interventions, it is anticipated and expected that the longer term effects of the HRL initiative will be a substantial reduction in crime over time. Moreover, as a result of the activities of the two-week uniform deployment, while there was an increase in calls to the police, there was a corresponding decrease in the number of calls requiring dispatch when compared to the same time periods for the previous two years.

In addition, an extremely important outcome of the initiative is the development of the HRL database where information about specific locations in Surrey can be stored and accessed by partners in a single, centralised database to facilitate a better understanding of the activities in these locations and the actions of Fire, Police, and By-Law can be tracked, analysed, and processed into future tactics or strategies. While still in its infancy, this database has the potential to be an extremely valuable tool for stakeholders. Related to the database, the preliminary development of standard operating procedures to effectively and efficiently remediate HRL has been a very important initial outcome of the initiative. Finally, the proposal of a targeted RCMP service delivery model to maintain the overt and covert pressure on prolific offenders, properties, and problems is critical to ensure that the City of Surrey is able to maintain its commitment to people of Surrey with respect to public safety.

Dr. Irwin Cohen
Senior University Researcher, RCMP Research Chair, Crime Reduction
Director, Centre for Public Safety and Criminal Justice Research
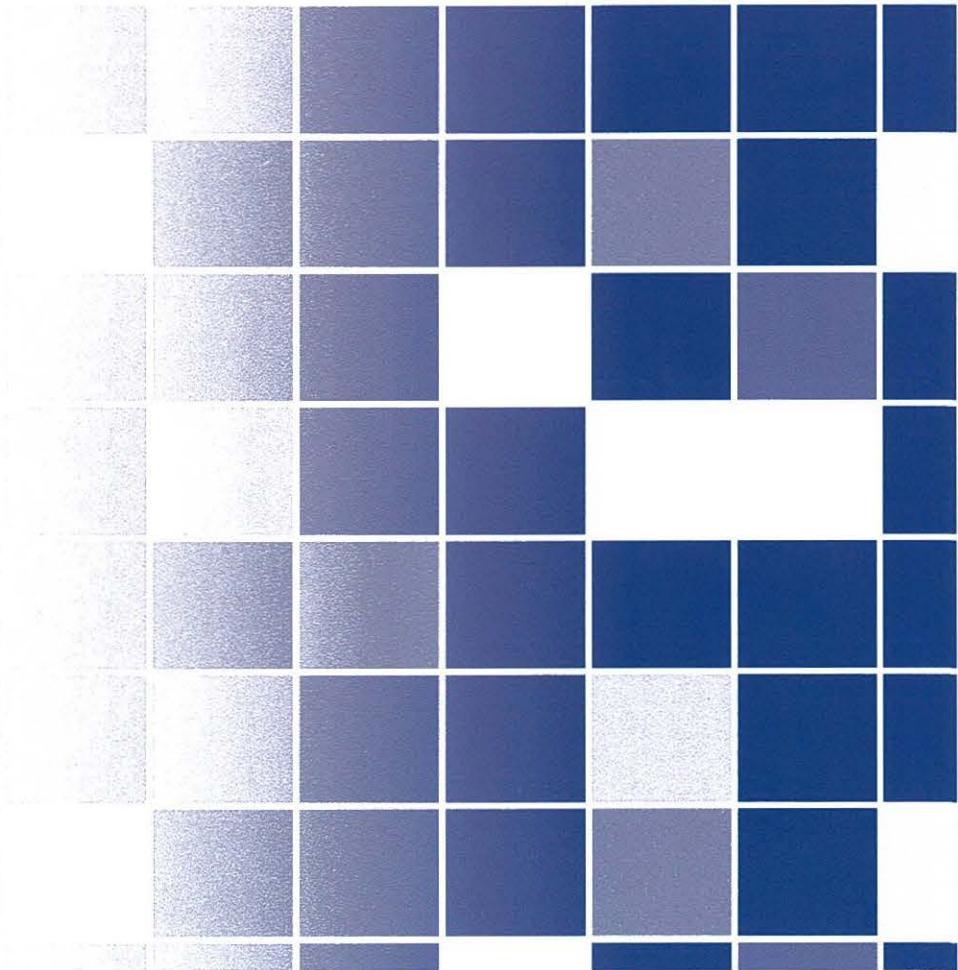University of the Fraser Valley

Mayor's Task Force

High Risk Location Initiative - 90 Day Report

Surrey RCMP

Surrey Detachment

April 14, 2014

City of Surrey – Mayor's Task Force - HIGH RISK LOCATION INITIATIVE

April 2014

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City of Surrey – Mayor's Task Force - HIGH RISK LOCATION INITIATIVE

April 2014

High Risk Location Initiative (HRL) April 2014

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Introduction and Circumstances Surrounding the Commencement of the HRL Initiative

Violent Crime[1] in Surrey over the past ten years is on a downward trend. From 2003 to 2012, there have been 148 murders in Surrey, which equates to, on average, 13.5 murders per year. While the Violent Crimes trend is moving downward, murders spiked in 2013 with the record setting 23 homicides. In response to this number of homicides, Mayor Dianne WATTS announced the formation of the Mayor's Task Force to address the causal and contributing factors associated with homicide. As a result of the Surrey RCMP having two Crime Reduction units, the detachment was able to mobilize immediately. The High Risk Location (HRL) Initiative is a subset of this Task Force, and its outputs will be studied and analysed by the Task Force in an effort to address the overall homicide issue.

Understandably, violent crime and murders get a lot of media and public attention that can result in unease in the community and an increase in citizens' fear of crime. However, the increased fear that members of the community may feel is generally misplaced because nearly three-quarters of the murders in 2013 were targeted or associated to those engaged in a high-risk lifestyle. Still, confronting and responding to violent crime and murder remains a primary focus of the Surrey RCMP, and, as such, the detachment constantly develops, evaluates and adjusts strategies and tactics to ensure that the downward trend in the amount of violence experienced in Surrey continues.

The goal of the HRL Initiative is to enhance public safety and address drug trafficking and the violent crime that accompanies it. To accomplish this goal, Surrey RCMP, Fire Services, and Surrey By-Law Enforcement formed a partnership to identify locations where drug trafficking and associated criminal activity commonly occurred. The stakeholders of the HRL Initiative devised specific strategies that incorporated the enforcement of Federal and Provincial Statutes, Municipal by-laws, and the engagement of property owners to reclaim those locations from the traffickers and those engaged in high-risk lifestyles to enhance public safety and increase the liveability of the City.

Executive Summary

The HRL Initiative was conducted from December 6, 2013 to March 15, 2014, and involved a covert enforcement phase (December 6, 2013 to February 28, 2013) followed by an overt enforcement and suppression phase, or Uniformed Deployment (March 1 to March 15, 2014). HRLs were identified and divided into six different types based on the nature of the criminal/unlawful activity and the general risks associated to those locations. Ownership among the stakeholders was based on the level of risk posed by each location:

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[1] Violent Crime includes homicides, attempt murder, sexual assaults, assaults, robbery, abduction, criminal harassment, and threats.

- o RCMP – began with 35 known Drug Houses with a total of 69 total locations identified throughout the HRL Initiative; 56 of these locations were actioned during the HRL Initiative;

- o Fire Services – began with 292 legal marihuana grow operations and 62 illegal marijuana grow operations, the bulk of which had already been addressed prior to the HRL Initiative. During the Initiative, 42 notices for inspection were posted and 19 inspections were conducted on marihuana grow operations, 70 recovery homes visited, and multiple fire safety inspections were conducted on HRLs;

- o By-law Enforcement – began with 135 HRLs that increased to 221 locations. During the HRL Initiative, the RCMP referred 15 by-law inspections, 104 locations were determined to be no longer operating, and 24 locations are still under investigation.

Compliant with all privacy laws and concerns, an HRL Database was created where information regarding certain locations within the City of Surrey pertaining to calls for services and enforcement action for each agency could be tracked and summarized to provide a more comprehensive picture of those locations. Future enhancement and support for this application is recommended.

While Calls for Service to the RCMP increased slightly during the HRL Initiative, overall 'violent crime' types were below or within the expected range. Several types of calls fell below the expected range, including Bylaw calls and Assist other Agency calls. One possible explanation for this occurrence is that the enhanced communication between agencies during the HRL Initiative created a more efficient citywide response model. Street checks (officer contacts with persons of interest that often prove invaluable for collecting intelligence, demonstrate police presence, and promote engagement and awareness) conducted by RCMP increased significantly during the Uniform Deployment phase. In addition, while calls received by OCC also increased slightly during the HRL Uniform Deployment, the percentage of calls dispatched to General Duty decreased during that period. In effect, it is possible that the increase in street level proactive policing served to enhance the service delivery model and alleviate certain pressures on front line resources.

Another benefit of the initiative was that Standard Operating Procedures were drafted that could serve as a guide for stakeholders to assist with the efficient and effective remediation of HRLs moving forward. In order to sustaining the momentum of the HRL Initiative, Surrey RCMP must deploy a model that continues to engage our HRL stakeholders and allows for the continued and concurrent deployment of Fire Services, By-Law Enforcement, and RCMP resources in an efficient and focused manner. Given this, it is recommended that existing controls, such as City of Surrey By-Laws and public safety regulations, be enforced and, in some cases, amended, to further enhance the liveability and progressive social and economic development of Surrey.

The HRL Initiative has highlighted several programs for future consideration, including CCTV Enhancement, Crime Free Multi-Housing, and community-based court systems in the City of Surrey.

While these programs fall outside the scope of this initiative, it is recommended that further research and discussion follow regarding the ability of these or similar programs to enhance public safety and the health of the city as a whole.

A more fulsome analysis of the intelligence obtained during the HRL Initiative will require a lengthier reporting period to better understand trends and the effects of the HRL model. Still, intelligence received to date indicates that the HRL Initiative has changed the nature of drug trafficking within the City of Surrey. Intelligence suggests that traffickers operating drug houses ('crack houses') have become aware of increased police attention to this type of operation and that some traffickers have re-organized their operations towards open air/mobile drug delivery operations ('dial-a-dope' operations).

The continued collection of intelligence in relation to HRLs and those living high-risk lifestyles will assist in developing strategies for future operations and enforcement, and is necessary for public safety. An enhanced RCMP service delivery model, or 'Omnibus' model, would allow for a strategic, concurrent deployment of overt and covert investigative teams, using updated and accurate intelligence to maximize the impact on HRLs and enhance public safety.

The contents of this report provide an overview of the collaborative efforts of the stakeholders involved in the HRL Initiative, including an analysis of the results of enforcement action taken and recommendations on how to enhance public safety and liveability in the City of Surrey.

Mayor's Task Force Stakeholders and Mandate

The Mayor's Task Force is comprised of the following entities:

Mayor Diane WATTS – Surrey

- Mr. Vince LALONDE – Surrey Engineering
- Ms. Mira PETROVIC – Surrey Traffic Engineering
- Chief Len GARIS – Surrey Fire Dept.
- Mr. Jas REHAL – Surrey By-Law
- Mr. Terry SAMPIETRO – Surrey By-Law
- Ms. Colleen KERR – Surrey Crime Reduction Manager

Chief Supt. Bill FORDY – Surrey RCMP

- Supt. Trent ROLFE – Surrey Investigative Services Officer
- Supt. George BEATTIE – Surrey Operations Officer
- Insp. Garry BEGG – Surrey Operations Support Officer
- Insp. Wade LYMBURNER – Senior Investigator (Property/Drugs)
- S/Sgt. Stephen Blair HURST – NCO i/c Surrey Drug Section

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- Sgt. Shane STOVERN – Surrey RCMP Asset Forfeiture/Team Leader
- C/M Erin FOLKA – Analytical Lead - RCMP
- Cpl. Rochelle KOKKORIS – File Coordinator

Asst. Commissioner Norm LIPINSKY - RCMP Lower Mainland District

- Chief Supt. Brian CANTERA – LMD Operations Officer
- Supt. Brad HAUGLI – LMD Investigative Services Officer

Chief Supt. Dan MALO – Combined Forces Special Enforcement Unit of BC (CFSEU)

Supt. Kevin HACKETT – Integrated Homicide Investigative Team (IHIT)

Chief Neil Dubord – Transit Police

Dr. Irwin COHEN – University of the Fraser Valley – RCMP Research Chair

Mr. Rob RAI – Surrey School District

The mandate of the Mayor's Task Force was to review the results of the HRL Initiative, as well as any other material or studies, to determine if there are any causal or contributing factors that affected the homicide rate in Surrey.

HRL Initiative Stakeholders and Mandate

The stakeholders of the HRL are:

- Surrey RCMP
    - Insp. Wade LYMBURNER – Monitoring Officer
    - S/Sgt. Stephen HURST – Team Commander
    - Sgt. Shane STOVERN – Primary Investigator
    - Cpl. Rochelle KOKKORIS – File Coordinator
    - C/M Erin FOLKA – Analytical Lead – RCMP
    - S/Sgt. Scott CAMPBELL – N District Commander
    - S/Sgt. Marty BLAIS – S District Commander
- Surrey Fire Services
    - Len GARIS – Surrey Fire Chief
    - Dan BARNSCHER – Deputy Fire Chief – EFSI Program
    - Karen FRY – Deputy Fire Chief – Inspections and Enforcement
- Surrey By-Law Enforcement
    - Jas REHAL – Manager, By-Law and Licensing Services
   - Terry SAMPIETRO – Acting Manager By-Law Enforcement

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- Surrey Crime Reduction
  - o Colleen KERR – Crime Reduction Strategy Manager
  - o Jacki TOKARYK – Community Safety Coordinator

The mandate of the HRL Initiative was to identify those locations where persons who are engaged in high-risk lifestyles intersect with persons servicing those lifestyles. The initiative is a dedicated, professionally aggressive, enforcement driven strategy that combined the resources of several enforcement based entities, including the Surrey RCMP and other law enforcement partners, Surrey Fire Services, and Surrey By-Law Enforcement Departments. The HRL sought to eliminate those high-risk locations from Surrey through any legal means possible. The goal was to have all such locations completely compliant with existing laws, regulations and by-laws governing their existence. Those locations that were unable or unwilling to comply were dealt with through a variety of accountability mechanisms, including criminal enforcement and arrests, municipally imposed penalties and fines, and physically boarding up or the demolition of the properties. The HRL Initiative operational window was 90 days in length and covered a period from December 1st, 2013 to February 28th, 2014.
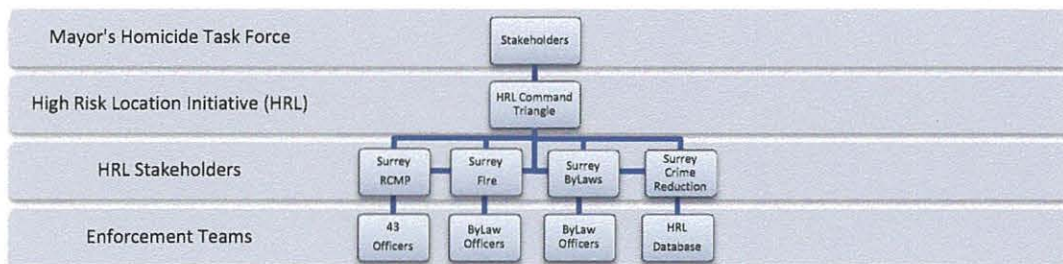
HRL Definitions and Stakeholder Ownership

The Surrey RCMP analysed available intelligence and databases to develop an initial list of HRLs in the City of Surrey. HRLs were divided into six different types based on the nature of the criminal/unlawful activity and the general risks associated to those locations. The six HRL types were:

- Clandestine Labs (locations producing synthetic drugs);
- Drug Houses (specific locations where drugs are stored, sold, or used i.e. Crack Houses);
- Drug Lines (mobile drug trafficking operations);

- Illegal Marihuana Grow Operations (locations growing marihuana illegally);
- Legal Marihuana Grow Operations (locations growing marihuana under an MMAR license); and
- Unlicensed Recovery Houses (locations reported as providing some form of treatment service)

Based on this risk assessment, the locations were distributed between the HRL stakeholders to be addressed, using a professionally aggressive posture, utilizing all existing laws, regulations, and by-laws at their disposal.

The HRLs were divided based on an ongoing risk assessment with the initial ownership of various types of HRLs as indicated below. As the HRL Initiative gathered momentum, additional HRLs were identified and addressed by the HRL stakeholders.

The Surrey RCMP, in addition to leading the initiative, assumed stewardship of the highest risk locations. Combining the resources of the existing Drug Section, Street Gang Enforcement Team (SGET), Criminal Intelligence Section (CIS), and the Crime Reduction Unit (CRU), a total of four dedicated covert enforcement teams were tasked with the investigation of these highest risk locations. These locations included:

- Clandestine Drug Labs
   - 8 year to date (YTD), all of which were addressed prior to HRL Initiative starting
- Drug Houses (Crack Houses)
   - 35 known
- Drug Lines
   - Estimated 85

Surrey Fire Services has been actively engaged in the issues surrounding marihuana production for many years. As a result, they have developed an effective and efficient mechanism for addressing public safety concerns regarding these locations through the Electrical Fire Safety Inspection (EFSI) program. During the HRL Initiative, it was decided that the Surrey Fire Services would be responsible for taking action against all marihuana grow operations; legal and illegal. The initial numbers for these locations were:

- Illegal Marihuana Grow Houses
   - 62 known, minimum

- Legal Marihuana Grow Houses (Marihuana Medical Access Regulations)
   292 known locations

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Surrey By-Law Enforcement was tasked with exploring the issue of recovery homes operating in the City of Surrey, as well as determining the legitimacy of their operations. There was significant concern expressed by the HRL stakeholders that homes claiming to be providing some form of treatment were being used for unlawful purposes.

- Unlicensed Recovery Homes
  - 135 known locations

The overall HRL effort was also supported by a number of other law enforcement based units within the RCMP and elsewhere, as well as several non-law enforcement based entities. These units provided personnel as well as equipment. They included the Combined Forces Special Enforcement Unit (CFSEU) of BC, the BC Provincial Intelligence Centre, Ridge Meadows Detachment, "E" Division Major Crime Section, "E" Division Federal and Serious Organized Crime, "E" Division Integrated National Security Enforcement Team, "E" Division Air Services, "E" Division Protective Operations, BC Transit Police, the City of Surrey Engineering Department, GIS Manager and Development Team, Crime Reduction Manager and Staff, and Traffic Engineering. Some team members travelled significant distances to participate and the task force appreciates the effect this can have on their personal lives. Finally, the administrative staff associated to these units also responded to many urgent requests for information and assistance.

Key to the overall HRL strategy was the ongoing sharing of information between stakeholders and the concept of sharing ownership of a specific HRL based on the stakeholder that was best positioned to address the enforcement needs at the time. This led to the creation of a single, centralized database (HRL Database) containing details of each stakeholder's activities and reasons for transfer of that specific HRL to another stakeholder. As an HRL was concluded from active enforcement action, it was placed on a list for ongoing monitoring to ensure it did not re-activate.

Keeping with the principles of Major Case Management, the Surrey RCMP established a command triangle to direct the HRL in consultation with the stakeholders. HRL activities were documented and analysed. This command triangle was tasked with governance of the overall HRL effort, its effect, and making recommendations for future consideration.

Enforcement Results

Surrey RCMP – Covert Enforcement – The First 90 Days

The HRL Initiative had 50 members assigned from various sections within the Surrey RCMP. These included Drug Section, CRU, SGET, and CIS. During the first 90 days, the following covert enforcement action was taken:

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- 69 addresses were identified as HRLs;
- 56 of the HRLs were actioned and either concluded completely or concluded to a monitoring phase (these would be monitored by all stakeholders); and
- The remainder of the addresses listed will continue to be investigated.

Highlights of the RCMP Covert Enforcement

- 250 total arrests made;
- 86 charges recommended;
- Total drugs seized for the 90 days:
  - 183.50 grams of Heroin;
  - 134.66 grams of Cocaine;
  - 552.78 grams of Crack Cocaine;
  - 408.95 grams of Marihuana;
  - 148.74 grams of Methamphetamine;
  - 21.20 grams of MDMA;
  - 836.00 grams of Ketamine;
  - 45 pills of Oxycodone;
  - 69 pills of Venlafaxine;
  - 27 pills of Tylenol 3;
  - 56 pills of unknown substance;
- $100,668.81 Canadian currency seized;
- 17 Search Warrants executed;
- 66 violation tickets written; and
- 21 Arrest Warrants executed.

Drug Houses

17 Search Warrants were executed on HRLs. From these, 113 arrests were made upon the execution of the warrants resulting in 21 charges.

- The drugs seized were:
  - 41 grams of Heroin;
  - 44.21 grams of Cocaine;
  - 317.24 grams of Crack Cocaine;
  - 51.18 grams of Marihuana;
  - 31.09 grams of Methamphetamine;
  - 56 pills (unknown substance);
  - 69 pills of Venlafaxine; and
  - 27 pills Tylenol 3;
- 4 vehicles seized;

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- 11 weapons seized;
- 2 firearms seized;
- $90,253.29 Canadian currency seized; and
- $40.00 U.S. currency seized.

Drug Lines

Drug Lines ('Dial-a-Dope' drug trafficking) were targeted on specific dates involving all RCMP members assigned to the HRL Initiative. In total, 19 Undercover (UC) purchases were made from drug lines resulting in 24 arrests and 20 charges being recommended and one Arrest Warrant being executed.

- The drugs seized were as follows:
    - 15.44 grams of Heroin;
    - 19.24 grams of Cocaine;
    - 26.86 grams of Crack Cocaine;
    - 14.99 grams of Marihuana;
    - 3.73 grams of Methamphetamine;
    - 45 pills of Oxycodone.
- 12 vehicles seized; and
- $5,009.82 Canadian currency seized.

Open Air Enforcement (Undercover (UC)/Observe and Arrest)

In total, 7 UC purchases were made in support of Open Air Enforcement. This resulted in 12 arrests and 13 charges being recommended and one Search Warrant being executed.

- The drugs seized were as follows:
    - 2.65 grams of Heroin;
    - 44.71 grams of Cocaine;
    - 145.14 grams of Crack Cocaine;
    - 263.50 grams of Marihuana;
    - 7.29 grams of Methamphetamine;
    - 0.20 grams of MDMA.
- $13.70 Canadian currency seized.

Offender Contacts Initiated by Covert Patrols

- 51 vehicles were stopped;
- 26 Street Checks created;
- 20 Arrest Warrants executed;
- 49 arrests;
- 16 charges have been recommended;
- The drugs seized were as follows:

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o 63.54 grams of Crack Cocaine;
o 26.50 grams of Cocaine;
o 21 grams of MDMA;
o 79.28 grams of Marihuana;
o 106.63 grams of Methamphetamine;
o 32.66 grams of Heroin;
o 836.00 grams of Ketamine;
- $5,392.00 Canadian currency seized;
- 1 stolen vehicle recovered;
- 1 vehicle seized;
- 2 firearms were seized;
- 8 prohibited weapons seized;
- 23 violation tickets were issued; and
- 5 vehicles were impounded.

CFSEU Uniform Gang Enforcement
- 182 vehicle stops;
- 38 arrests made;
- 11 charges have been recommended;
- 159 Street Checks generated;
- 7 weapons seized;
- 43 violation tickets were issued; and
- 13 drugs files created and investigated.

Surrey RCMP - Uniform Deployment

The two week Uniform Deployment occurred immediately after the initial 90 days of the HRL Initiative. All of the members assigned to work the HRL Initiative were scheduled to take part in the Uniform Deployment. The shift for the Uniform Deployment ran from 2:00 pm to 12:00 am every day for the two weeks, except on Sundays. This afternoon shift resulted in additional police resources on patrol in Surrey during the transition from day shift to night shift; a time during which calls for service are typically at their highest. Many of these shifts also included extra resources.

Investigators assigned to the HRL Uniform Deployment were tasked based on intelligence generated during the HRL Initiative, in addition to emerging issues identified during enforcement. The objectives of the Uniform Deployment included:

- The Enhancement of Public Safety through:
  o High visibility, proactive patrols, and targeting of HRLs and associated areas;

- o Zero tolerance enforcement of Municipal by-laws, and Provincial and Federal statutes.
- Assess the impact of a dedicated, proactive uniform deployment on the overall Calls for Service at Surrey Detachment;
- The continued collection of intelligence in relation to HRLs and those living high risk lifestyles to assist in developing strategies for future operations and enforcement.

The HRL resources deployed daily during the uniform portion of the initiative ranging from 22 investigators for shifts at the beginning of the week (Monday, Tuesday, Wednesday) to 42 investigators for shifts at the end of the week (Thursday, Friday, Saturday). This structure was put in place because Thursday, Friday, and Saturday are notably busier than the other days of the week. These additional resources, when paired up, resulted in 12 to 21 additional police vehicles conducting overt, active police patrols and proactive enforcement in Surrey during each shift. The results of this Uniform Deployment were captured and recorded as follows:

Highlights of the RCMP Uniform Deployment
- 1496 persons checked;
- 1007 vehicles checked;
- 206 files created;
  - o 76 drug files created;
- 340 Street Checks generated;
- 163 arrests made;
- 76 charges recommended;
- 205 violation tickets written;
- 16 x 215's (24 hour driving prohibition);
- 6 immediate roadside driving prohibitions;
- 14 weapons seized;
- 2 firearms seized;
- 18 vehicles seized;
- 27 Arrest Warrants executed;
- 49 assists to General Duty;
- Total amount of drugs seized:
  - o 6115.73 grams of Marihuana;
  - o 2.55 grams of Crack Cocaine;
  - o 4.85 grams of Heroin;
  - o 45.78 grams of Methamphetamine;
  - o 0.27 grams of Weed Oil;
  - o 2.5 pills of Cialis;
  - o 1 package of Proviron (steroid).

Resources for the Two Week Uniform Deployment

- 30 members on March 1
- 24 members on March 3
- 30 members on March 4
- 36 members on March 5
- 36 members on March 6
- 36 members on March 7
- 30 members on March 8
- 22 members on March 10
- 34 members on March 11
- 42 members on March 12
- 42 members on March 13
- 40 members on March 14
- 30 members on March 15

Analysis of Results – RCMP (Calls for Service Analysis)

RCMP Covert Enforcement Strategy

Yearly Comparison

Analysis was conducted on all Calls for Service[2] to the Surrey RCMP from 2009/12/01 to 2014/02/28 (the 'study period'). The detachment received 697,350 Calls for Service (CFS) during this period. Calls fluctuated from month to month, but remained fairly steady from year to year. More calls were received in the summer months and less during the winter, with an average of 13,674 CFS per month. During the study period, the most CFS received within a single month occurred in August 2011 (15, 544 CFS); the least amount of CFS received within a single month occurred in February 2010 (11, 494 CFS). Chart 1 illustrates the CFS by month for the study period (months December through February are highlighted in red).

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[2] Calls for Service include all police files generated from 911 calls, calls to the police non-emergency number, and interaction with front line police personnel.

Chart 1: Surrey RCMP CFS by Month (2009/12/01 - 2014/02/28)
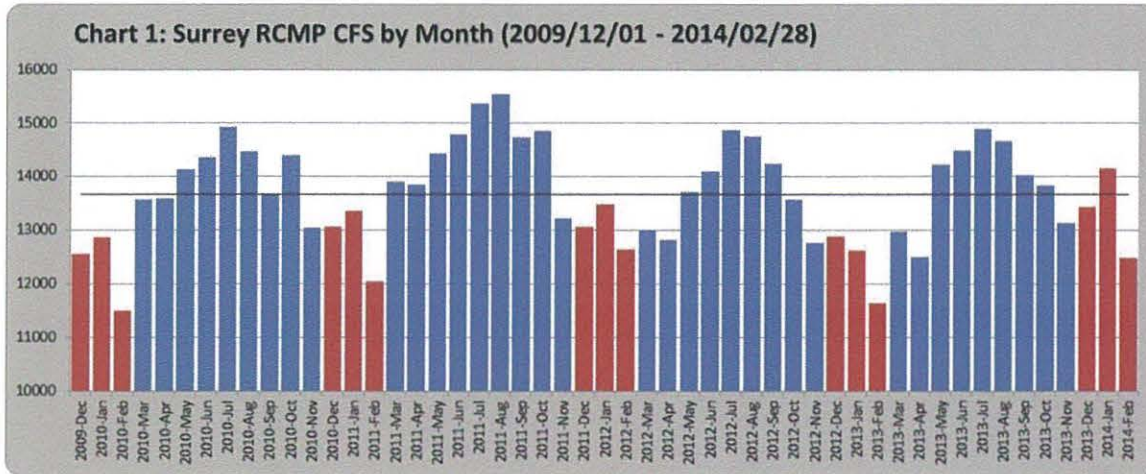
Three Month Comparison

Further analysis was conducted on the three month period from 2013/12/01 to 2014/02/28 (the 'HRL Initiative'), as well as each three month period ('subset') from December to February (inclusive) for the entire study period for comparison purposes. There were a total of 191,811 Calls for Service received during those three month subsets within the study period. The breakdown of CFS for those subsets was as follows:

- December 1, 2009 – February 28, 2010: 36,921 CFS;
- December 1, 2010 – February 28, 2011: 38,472 CFS;
- December 1, 2011 – February 29, 2012: 39,194 CFS;
- December 1, 2012 – February 28, 2013: 37,148 CFS;
- December 1, 2013 – February 28, 2014: 40,076 CFS (HRL Initiative).

Total Volume of CFS by Month

Overall, there were more calls received during the HRL Initiative compared to the previous three month (Dec-Feb) subsets in the study period. In effect, total CFS received in December 2013, January 2014, and February 2014 were higher than expected. Chart 2 below indicates the total CFS by month for those three month subsets, and shows the 'low' threshold or the lowest total expected number of calls given the average of previous subsets, and the 'high' threshold for each month. This analysis does not account for increases in population and a per capita basis.

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Chart 2: Surrey RCMP CFS - December/January/February (2009-2014)
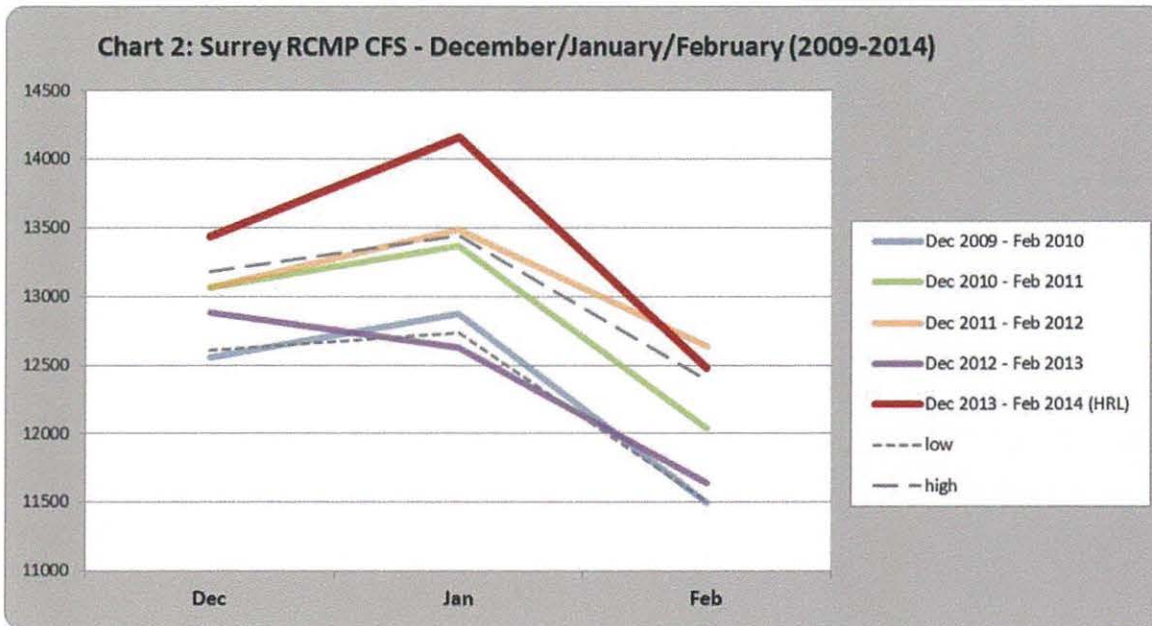
CFS by Day of Week

Although CFS increased overall during the HRL initiative compared to previous subsets, the increase was not consistent from day to day. Of note, less CFS were received on a Saturday than expected given the previous three month subsets in the study period; CFS Monday through Wednesday were higher than expected. Further analysis is recommended in order to ascertain if the HRL Initiative had any effect on when CFS were received by the Surrey RCMP. Chart 3 shows the breakdown of CFS by Day of the Week for each three month subset during the study period.

Chart 3: Surrey RCMP CFS by Day of Week - December/January/February (2009-2014)
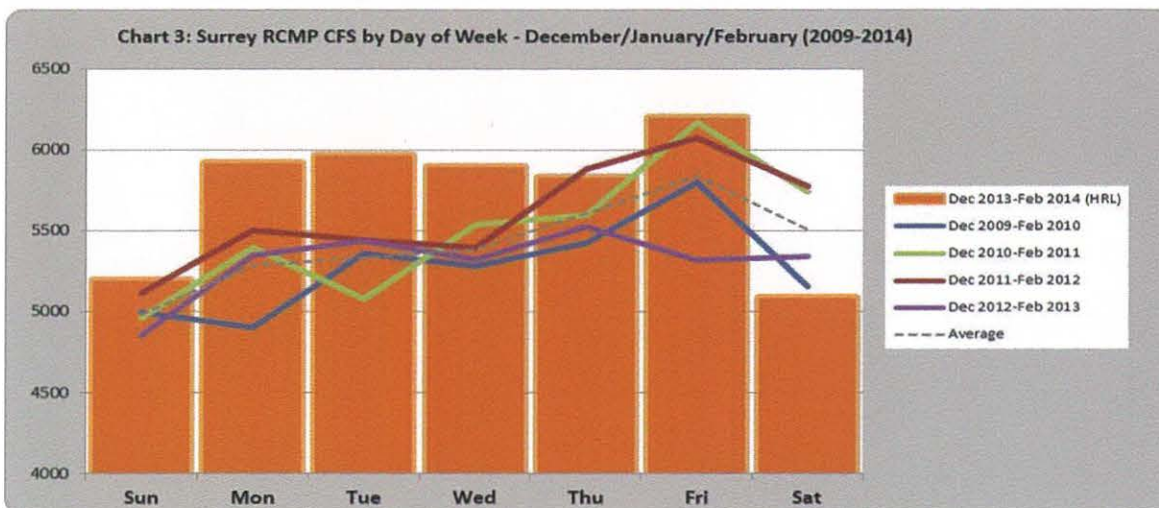
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CFS by Hour of Day

Looking more closely at when the calls were received, total CFS per hour during the HRL Initiative was as expected. Chart 4 provides the breakdown of CFS by Hour of Day and shows that calls followed a similar pattern to previous subsets in the study period. This data is helpful in assessing shift patterns and resource deployment. A member of the RCMP is compensated for 2,087.04 hours per year. The shift times for General Duty personnel are currently: 06:00- 18:00; 09:30- 2000; 17:00- 0400; and 19:00- 07:00.

Chart 4: Surrey RCMP CFS by Hour - December/January/February (2009-2014)
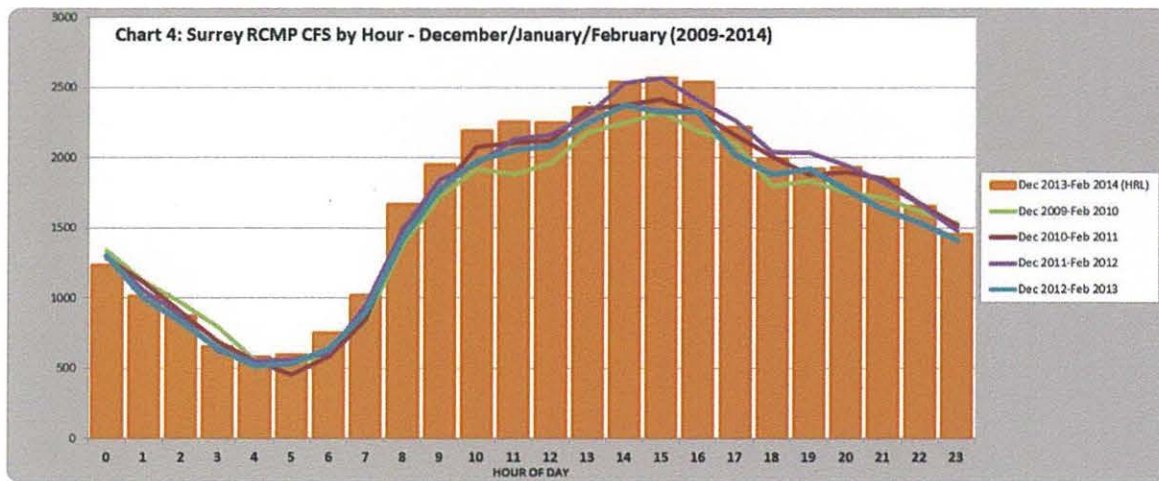
CFS by Incident Type

The 191,811 Calls for Service received during those three month subsets within the study period were further broken down by Incident Type to ascertain what types of calls were received. The total CFS for each Incident Type during the HRL Initiative was compared to the average of the previous subsets to determine whether this total was within the expected range given historical CFS data. The top Incident Types during the HRL Initiative were as follows:

- Abandoned 911 (17% of all CFS during HRL Initiative);
- Theft (9%);
- Alarm (6%);
- Assist General Public (5%);
- Traffic Incident (4%);
- Disturbance (4%);
- Mischief (4%).

Of note, the total CFS for all of these Incident Types during the HRL Initiative fell below or within expectations, except for 'Theft'. Calls involving Theft incidents (3,588 CFS) accounted for 9% of total Calls for Service during the HRL Initiative, and the total CFS was well above the expected range (2,255 to

2,815 CFS), given the average of the previous subsets during the study period. In its totality, the above noted calls accounted for 49% of the total CFS.

Overall, 'violent crime' types were below or within the expected range compared to the average CFS for those types in the previous subsets within the study period. In effect, this accounted for 4.6% of all CFS received. During the HRL initiative, 'violent crime' type calls received were as follows:

- Assault in Progress (0.1% of all CFS during HRL Initiative);
- Assault Report (1.6%);
- Assault Sexual (0.2%);
- Home Invasion (0%);
- Robbery (0.3%);
- Robbery in Progress (0.1%);
- Shots Fired (0.3%);
- Threats (1.4%);
- Weapons (0.6%).

Further analysis was conducted on all Incident Types where the total CFS for the HRL Initiative was at least 50 and where the total was consistently higher or lower than all previous subsets. Those that were consistently higher and fell above the expected range ('HIGH') were considered 'Above Expectations'; those that were consistently lower and fell below the expected range ('LOW') were considered 'Below Expectations'.

RCMP Uniform Deployment Strategy

Impact on Calls Received vs. Dispatched

An analysis was conducted on the number of Surrey RCMP calls dispatched compared to complaints concluded by OCC (Operations Communications Center) in order to determine whether the Uniform Deployment had any effect on operations with regard to front line resources. Calls during the two week Uniform Deployment period (2014/03/01 – 2014/03/15) were compared to the same two week periods (by date) in 2012 and 2013 ('subsets'). Those subsets were further compared to the two weeks immediately preceding and following for the years 2012, 2013, and 2014. Table 3 provides a summary of these statistics as collected on the Duty Officer Reports for the periods February 14 to March 15 for each year, as data is only inclusive up to 2014/03/18.

Table 3: Calls Taken/Dispatched/Concluded by OCC (Duty Officer Reports)

	Reporting Year			% Change	
	2012	2013	2014	2012 to 2014	2013 to 2014
FEB 14 to FEB 28/29^					
Calls Taken	7058	6453	6974	-1%	8%
Calls Dispatched	5186	5063	5247	1%	4%
Complaints Concluded by OCC	1807	1525	1813	0%	19%
MARCH 1 to 15					
Calls Taken	6145	6405	7474	22%	17%
Calls Dispatched	4568	4849	5469	20%	13%
Complaints Concluded by OCC	1487	1551	2003	35%	29%

^ 2012 was a leap year

NOTE: Calls Disptached plus Complaints Concluded by OCC may not equal Calls Taken due to missing reporting data

During the HRL Uniform Deployment, there was an approximate 17% increase in Calls Taken when comparing the same date range for the years 2014 to 2013, and a 22% increase when comparing 2014 to 2012. The increase in calls for service (complaints generated) may be partially attributed to the presence of the HRL Uniform Deployment conducting overt, proactive enforcement. Additional factors to consider in relation to the increase in the total calls for service could include a heightened public awareness of criminal activity resulting in increased reporting to police and fear of crime stemming from the high murder rate in 2013 and an overall growth in Surrey's population. Additional analyses will provide a more accurate representation of emerging trends with regards to front line personnel/General Duty.

Initial analysis was also conducted on the percentage of Calls Dispatched compared to Calls Concluded by OCC to ascertain whether the Uniform Deployment had any effect on the number of calls dispatched to General Duty members. Chart 5 summarizes the data as recorded in the Duty Officer Reports.
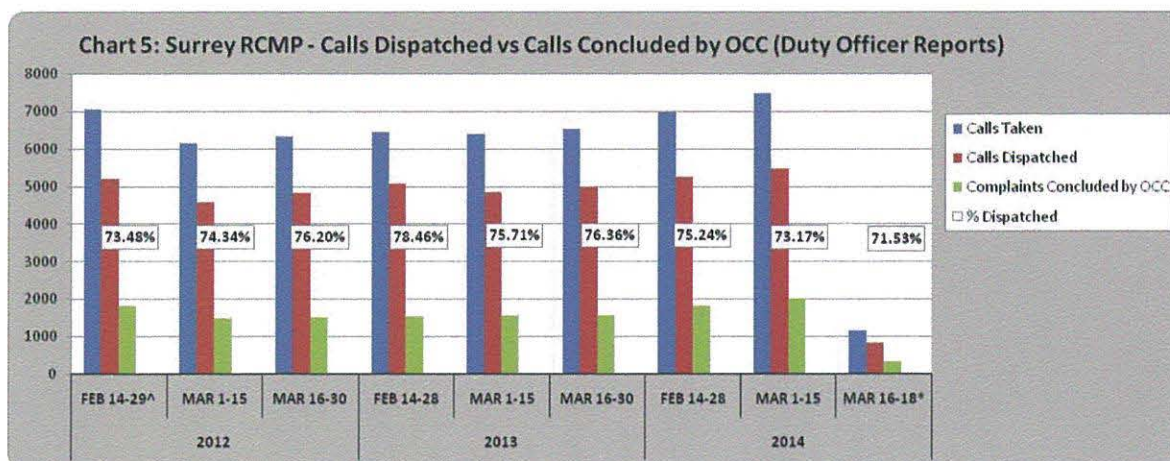
^2012 was a leap year
*data only available up to 2014/03/18

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Of the calls for service generated during the HRL Uniform Deployment, approximately 73% were dispatched to uniform members assigned to General Duty. This percentage is very similar to the proportion of calls for service dispatched for the same date range for the years 2012 (74%) and 2013 (75%). These results, although very marginal, should be considered in light of the 17% to 22% increase in calls for service during the same date range in previous years. Again, additional analyses will be helpful in providing a more comprehensive overview and understanding of any long-term trends or patterns.

Effect on Street Checks

Analysis on the number of Surrey RCMP Street Checks was conducted to understand whether the Uniform Deployment had any effect on operations with regards to street level, proactive policing efforts. The total number of street checks during the two week Uniform Deployment period (2014/03/01 – 2014/03/15) was compared to the same two week periods (by date) in 2012 and 2013 ('subsets').

Street Check totals for the two-week subsets were as follows:
- March 1, 2012 – March 15, 2012: 69;
- March 1, 2013 – March 15, 2013: 136;
- March 1, 2014 – March 15, 2014: 407.

Overall, the total number of recorded street checks increased during the two week subset from 2012 to 2014. There was a 490% increase in street checks during the Uniform Deployment compared to the same date range in 2012, and a 199% increase when compared to the same period in 2013. Those subsets were further compared to the two weeks immediately preceding and following for the years 2012, 2013, and 2014. Of note, the data collection occurred on 2014/03/19. As such, 2014 data is only inclusive up to 2014/03/18. Chart 6 summarizes these efforts.

Chart 6: Surrey RCMP Street Checks by Day - Uniform Deployment Comparison

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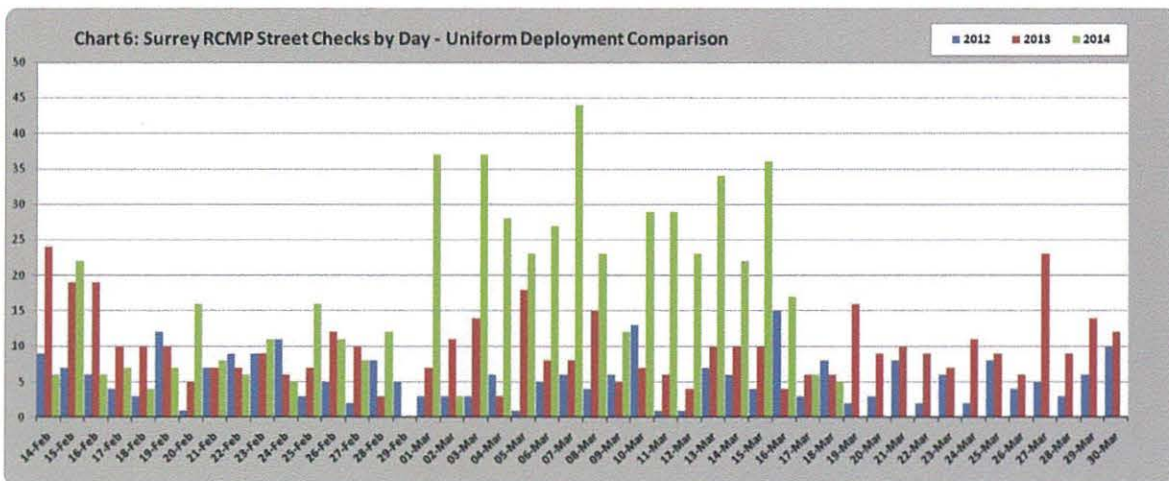
When considering the data, there is a noted increase in street checks during the Uniform Deployment period compared to the two previous weeks. Although data is limited for the two weeks following, there is a downward trend after 2014/03/15. This marked increase during that two week period was not evident in the same date range for 2012 or 2013. Given this, it is possible that the Uniform Deployment had a positive effect on the number of Street Checks conducted.

The increase in calls for service and street checks, in addition to the consistent trend in calls for service dispatched to General Duty supports the creation of a dedicated, uniform contingent operating in a coordinated, proactive capacity in high risk locations throughout the City of Surrey. This could also enable increased proactive policing by General Duty that would further enhance public safety in the City of Surrey. While this is only a two week snapshot, the above noted is very significant as it suggests that the number of calls for service that were dispatched to General Duty personnel decreased during a period of augmented uniform resources working across the city.

RCMP Conclusions and Recommendations

Resource Deployment

Maintaining HRL focus

Drug Section
Prior to the creation and commencement of the HRL Initiative, it was apparent that the trafficking and manufacturing of controlled substances were central to identifying HRLs. Capitalizing on the knowledge, skills, and abilities of the members in Surrey Drug Section was key to the success of the initiative.

Pre-HRL Structure
Prior to the HRL Initiative, Surrey Drug Section was comprised of three Enforcement Teams (Marihuana Enforcement Team, Street Enforcement Team, and Project Team) and a support structure comprised of an Operations Support Sergeant and a two person Offence Related Property/Asset Forfeiture Team. This structure has been in place in some form for the past ten years and was designed to service mandates identified by the Section and the Detachment to address drug trafficking and production in the City of Surrey. This structure permitted Enforcement Teams, such as Street Enforcement and Marihuana Enforcement, to triage and address calls for service and permitted the Project Team to target higher profile/high level traffickers who were based in or conducted operations in Surrey. Due to the nature of their mandates, the Street Enforcement Team and Marihuana Enforcement Team would generally be higher profile and generate more seizures than the Project Team, whose investigations tended to be more lengthy and complex.

HRL Deployment

All of Surrey Drug Section was engaged in the HRL Initiative in some capacity. The NCO i/c Staff Sergeant was the Team Commander. The Operations Sergeant was the Primary Investigator and the NCO i/c Offence Related Property /Asset Forfeiture Corporal was the File Coordinator.

During the HRL Initiative, the Street Enforcement Team and Marihuana Enforcement Teams were re-tasked and adopted HRL Enforcement Team mandates. Both of these teams were redeployed to investigate HRLs within hours of receiving their new mandates. While the Street Enforcement Team's mandate was relatively unchanged (albeit with a change in focus), the Marihuana Enforcement Team's mandate was changed significantly with all marihuana growing operations being forwarded to Surrey Fire Services EFSI Team. Given this, the Marihuana Enforcement Team members became engaged in street level drug operations targeting HRLs. The Street Enforcement Team and Marihuana Enforcement Team became HRL Enforcement Teams 1 and 2, respectively.

The Project Team concentrated primarily on their pre-HRL Initiative mandate as they were heavily invested in an ongoing Provincial Targeting Enforcement Priority (PTEP) investigating a Surrey based drug trafficking crime group. The Project Team assisted the HRL Initiative Teams on all pre-planned UC deployments targeting the open air and drug line traffickers. Finally, some Surrey Drug Section members were placed in Acting Team Leader Roles on HRL Teams 3 and 4.

Members from the entire Surrey Drug Section assisted in the HRL Uniformed Deployment in some capacity. The level of engagement and morale of Surrey Drug Section members appeared to be at a very high level throughout both the HRL Covert and Uniformed Deployment phases. Surrey Drug Section members interacted very well with their teammates from CIS, SGET, and CRU.

Post HRL Evolution

Given the effectiveness of the HRL Initiative, Surrey Drug Section has examined its pre-HRL structure and has made the following structural changes:

- **Redeployment of the Marihuana Enforcement Team to HRL Enforcement**
  Given the significant changes, challenges, and uncertainty surrounding marihuana enforcement in the post Marihuana for Medical Purposes Regulations (MMPR) era, the Marihuana Enforcement Team will be changing its mandate significantly. Moving forward, the Marihuana Enforcement Team will maintain the mandate used during the HRL Initiative.

- **Redeployment of the Project Team to HRL Enforcement Team**
  Moving forward, the Project Team will see its mandate change from longer term project based investigations to more short term HRL related investigations. This will allow the team to be more nimble and be less encumbered by the significant disclosure obligations required by long term

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investigations, particularly involving the interception of private communications, agents, or long term UC investigations.

- **Redeployment of the Street Enforcement Team to HRL Enforcement Team**

    As previously stated, the Street Enforcement Team's mandate will change least of all. Due to the nature of their existing mandate, the need for a high level of flexibility, and servicing of other Drug Section priorities, the Street Enforcement Team has had challenges in investigating and maintaining a number of their own files. It is anticipated that moving forward, common mandates should allow the Street Enforcement Team to follow a mandate shared by the two other teams and concentrate on their own investigations.

- **Drug Section Overall Mandate**

    There will be a consultative approach to formally codify the mandate of the Drug Section in light of the sustained HRL focus. This will be undertaken following the submission of this report. Some of the anticipated priorities include:

    o The defining and prioritization of HRLs identified for covert enforcement as:
        - Clandestine Laboratories located in the City of Surrey and the traffickers who operate them;
        - Residences involved in the processing, storage, or sale of cocaine, heroin, methamphetamine, or other synthetic controlled substance, and the traffickers who operate them;
        - Drug lines that operate in or are based in the City of Surrey and the traffickers who operate them;
        - Areas of open air drug trafficking in the City of Surrey; and
        - Illegal marihuana growing operation that cannot be effectively addressed by other enforcement initiatives and meet a suitable threshold for prosecution based on their size and association to violent or organized crime.

    o The prioritization of targeting HRLs and traffickers with a history of:
        - Violence against persons;
        - Weapons offences;
        - Victimization of vulnerable populations, including addicts attempting to seek recovery; and
        - Involvement in organized crime.

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Proposed Models for Future Change

Model 1 - Pre-HRL Deployment Structure with HRL Focus

One potential model moving forward would involve the Drug, Crime Reduction Units (CRU), Surrey Gang Enforcement Team (SGET), and Criminal Intelligence Section (CIS) units returning to their respective structures and reporting lines. As previously discussed, the Drug Section has changed its mandate. This model would involve having each of the remaining units amending their mandates in some way to prioritize investigating HRLs. The advantages to this model would be that:

- The structures and members are already in place;
- CRU has had success in addressing some HRLs in the past and, with the currently enhanced relationship with By-Law Enforcement and Surrey Fire Services, are positioned to achieve greater success.

The challenges to this model are primarily those that existed prior to the HRL Initiative:

- CRU appears to have a very broad mandate. They have addressed HRLs in the past using covert techniques (surveillance), but, in some instances, have had to rely on Drug Section to assist them in gathering evidence. While CRU's enthusiasm to address HRLs using all available techniques is admirable, particularly when the Drug Section has not been able to address the HRLs prioritized by CRU, they are challenged to deploy the covert techniques required to further investigations on a number of HRLs.
- SGET also appears to have a broad mandate and is often requested for off-mandate duties. This has been addressed by the NCO i/c. Additionally, due to the relatively small size of the unit and their current schedule that focuses on maximizing weekend coverage, their deployment capabilities are limited. SGET reports to the NCO i/c of Special Projects and Investigation Section (SPIES).
- Like SGET, CIS also has a broad mandate and is often required to deal with emerging high-risk issues, including threat assessments for large events, which occurred during the HRL Initiative. CIS also currently oversees all of the Detachment human source files, as well as handling some of the Detachment's highest value human sources. Of note, CIS reports to SPIES.
- The lack of uniform deployment dedicated resources to conduct the necessary overt proactive patrols of HRLs throughout the City are a challenge. Even with a re-focus of mandate to proactive HRL patrols, this would have to be balanced against existing structural limitations and the remaining non-HRL demands of the respective units.

Model 2 - Pre-HRL Deployment Structure with HRL Focus / Enhanced General Duty Patrols

A second potential model moving forward would involve the Drug, CRU, SGET, and CIS units returning to their respective structures and reporting lines. As previously discussed, the Drug Section will be

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changing its mandate, regardless of any changes to the mandates of the other units. This model would involve having each of the remaining units amend their mandates in some way to prioritize investigating HRLs. The second element of this model would involve creating a structure or best practice that would have General Duty designating a proportion of their on-shift resources to proactive HRL patrols (Uniform Deployment).

The potential advantages to this model include:

- The structures are already in place;
- General Duty members would be further engaged in investigating HRLs and develop skills associated with proactive HRL patrols, such as conducting effective interdiction and enforcement stops and street checks, intake of intelligence, and potentially developing human sources, among other skills.

The challenges moving forward are similar or the same to those outlined in **Model 1**. Additional challenges include:

- The increased workload on already heavily tasked General Duty first responders;
- The absent of additional resources to General Duty; and
- The likelihood that the members designated as Uniform Deployment will be utilized as first responders as priorities warrant.

Model 3 – The Omnibus HRL Model

The third model is an omnibus model that would see all units that participated in the HRL Initiative combined under a singular reporting structure with a shared HRL mandate. This model would allow for a strategic, concurrent deployment of overt and covert investigative teams to maximize the positive effect on HRLs and enhance public safety. The main elements of this model would involve:

- SGET and CRU combining into overt HRL Uniform Deployment teams operating throughout the City;
- Drug Section would take conduct of all covert enforcement of HRLs using HRL Covert Enforcement teams with a common purpose. In its final phase, the HRL Covert Enforcement Teams would be staffed similar to the way they were during the HRL Initiative, but reduced in size from 11 to 10. This would allow for sufficient resourcing for the required covert duties, including surveillance, Search Warrant execution, and tactical vehicle takedowns, while making allowances for the significant Court obligations experienced by drug investigators; and
- Enhancing CIS capabilities, particularly analytical capabilities, to maintain and oversee the HRL database and create a local Intelligence Hub for the Detachment. This Intelligence Hub

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would be enhanced by the creation of Analytical Assistant Positions. Having said that, the Real Time Intelligence Centre is being created and there may be efficiencies gained there.

Inspector i/c High Risk Location

High Risk Location Uniform Patrol (34)	High Risk Location Covert Enforcement (44)	CIS Intel Hub (16)

High Risk Location Uniform Patrol (34)

S/Sgt i/c

Sgt

Cpl	Cpl	Cpl	Cpl
Cpl	Cpl	Cpl	Cpl
Cst	Cst	Cst	Cst
Cst	Cst	Cst	Cst
Cst	Cst	Cst	Cst
Cst	Cst	Cst	Cst
Cst	Cst	Cst	Cst
Cst	Cst	Cst	Cst

High Risk Location Covert Enforcement (44)

S/Sgt i/c

Sgt	Sgt	Sgt	Sgt
Cpl	Cpl	Cpl	Cpl
Cpl	Cpl	Cpl	Cpl
Cst	Cst	Cst	Cst
Cst	Cst	Cst	Cst
Cst	Cst	Cst	Cst
Cst	Cst	Cst	Cst
Cst	Cst	Cst	Cst
Cst	Cst	Cst	Cst
Cst	Cst	Cst	Cst

Ops Sgt
Cpl
Cst

CIS Intel Hub (16)

S/Sgt SPIES

Sgt	Analyst i/c
Cpl	Analyst
Cpl	Analyst
Cpl	
Cpl	Assistant
	Assistant
Cst	Assistant
Cst	
Cst	
Cst	

Advantages of the omnibus model include:

- The continued assessment and prioritization of HRLs as had been done by the Analytical Lead and Primary Investigator in the HRL Initiative;

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- The increase in communications and rationalization of investigative strategies specific to each HRL;
- A more effective use of investigative tactics conducted by units properly staffed and equipped to conduct their respective operations;
- Dedicated Uniform Deployment resources that would serve to enhance policing presence and public safety in the City and not impede General Duty first response. Additionally, when General Duty members are released to apply for positions in the HRL Uniform Deployment, they will not require significant additional training to properly address their job function;
- Enhancing SGET's service delivery by allowing SGET's mandate to be adopted by a larger Uniform Deployment expanding their coverage and reducing the number of weekends worked by SGET members;
- By placing an emphasis on public safety, CRU would be able to shift the community policing related duties to the remaining Neighbourhood Liaison Unit (NLU) members and incoming Community Safety Officers.

This is the most ambitious model, but only requires minimal additional resources that could be effectively introduced in phases.

Phase 1 – Immediate 0 to 90 Days:
- Drug Section teams further define and adopt new mandates and maintain HRL focus. Two teams would be immediately available with a third team transitioning to an HRL focus at the conclusion of the Detachment's PTEP project in the coming months;
- CRU units combine with SGET under a S/Sgt. i/c to form an HRL Uniformed Patrol unit and develop a shared public safety mandate combining elements of CRU and SGET mandates. It is anticipated that three teams would be immediately available;
- The HRL Analytical Lead assumes the lead of the CIS Intelligence Hub and is supported by an analyst to build the Intelligence Hub. The existing CIS and Drug Section support staff could be used as analytical assistants (administrative tasks) until new positions are acquired;
- CIS examines and codifies its mandate with an HRL focus retaining the ability to address high risk occurrences, in addition to its current mandates, including conduct of source files, and threat assessments;
- The overt (Uniform Deployment), covert (Drug Section) HRL teams, and CIS (Intelligence Hub) would report to the OIC HRL (name to be determined). This model would call for the creation or redeployment of an Additional Officer (Inspector) position to help assume governance within Investigative Standards.

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Phase 2 – 3 to 6 Months

- Analytical support is integrated into the Intelligence Hub that is able to assist in the assessment and prioritization of HRLs, maintenance of the HRL Database, and other analytical tasking as required by the HRL teams;
- The Drug Section Project Team would be fully deployable as an HRL team at the conclusion and disclosure of the Detachment PTEP project;

Phase 3 – 12 Months

- One additional HRL Uniform Deployment team and one additional covert team (Drugs) are staffed and deployed;
- The Intelligence Hub is fully staffed and deployed. In addition to HRL demands, the Intelligence Hub would be responsible for the intake and dissemination of all Detachment criminal intelligence.

Some potential challenges include:

- The redefining of CRU's mandate to highlight risks to public safety, while ensuring the lower risk elements of their mandate are addressed by NLU or other units;
- Due to the current uncertainty regarding the Detachment's analytical capabilities, such as the exact timeline for staffing, new analysts learning their role and job functions, access to NCDB, etc., there will be challenges in forecasting the creation of the Intelligence Hub;
- The increased number of arrests and recommended charges will likely affect the existing Expert Program that is necessary for CDSA charges and the ability of PPSC to prosecute a high volume of substantive CDSA offences, many of which could be subject to mandatory sentences. Additionally, the Provincial Crown could see an increase in Breach charges as suspects are released on conditions and found to be in Breach. Both of these issues should be able to be navigated with ongoing engagement with the respective Crowns.
- The increased vehicle seizures would likely surpass our ability to store seized vehicles on site. This was identified as an issue throughout the HRL Initiative.

Preferred Model

In examining the various model options, it is our recommendation that an Omnibus Model, introduced in phases, is the most effective means of ensuring the momentum created by the HRL Initiative is sustained. The concurrent, coordinated deployment of distinct overt and covert enforcement strategies using the best available intelligence on existing and emerging HRLs is the best way to enhance public safety and public confidence in Surrey.

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Surrey Fire Services and EFSI (Electrical Fire Safety Inspection Team)

Fire Services maintains the Fire Services By-Law #10771, the BC Fire Code, the Fire Services Act, and the Controlled Substance By-Law. During the HRL Initiative, Fire Services and EFSI teams coordinated resources to address the suspected Marihuana Grow Operations, recovery houses, and other suspected HRLs. One team from the EFSI was dedicated to the HRL Initiative. Fire Services dedicated one FTE (at approximately 75%) to address the Recovery houses. Additionally, three Inspectors and one Deputy Chief were assigned at various times to address HRLs and their compliance with BC fire and life safety inspections.

EFSI Enforcement

The initial HRL Initiative List for EFSI included 353 locations where suspected marihuana grow operations existed. Of these 353 locations, 291 locations (82%) were identified as licensed medical marihuana grow operations.

- 347 of the initial list of Grow Operations had been addressed prior to the commencement of the HRL Initiative;
- During the HRL Initiative, 12 medicinal grows were inspected;
- 7 illegal Grow Operations were inspected; and
- 42 postings for inspections were conducted.

Fire Services was also provided a list of 135 suspected recovery homes by the RCMP. Fire Services inspected recovery homes that had either applied for registry, were registered with the Provincial Government, or were identified as being a non-recovery type home.

- 70 recovery homes were visited by Fire Services;
- 34 of the 70 recovery homes were registered with the Provincial Government;
- 22 of the recovery homes were not registered and were not compliant with Fire Services; and
- 12 of the recovery homes were not registered, but were compliant with Fire Services.

Fire Services Enforcement

In addition to those locations indicated in the attached maps, the addresses noted below were actioned by Fire Services as part of a special focus given the number of calls for service across agencies that were occurring at these locations:

- Cedar Gardens:
    - 1 Fire Commissioner Evacuation Order (Storage of dangerous goods);
    - 1 Fire Commissioner Order: Upgrade order for Sprinkler and Fire Alarm System;

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- 6 property inspections to identify life safety systems that were in place and operational. This included working smoke alarms, fire separation, excessive storage, and means of egress.
- Town and Country:
    - 4 Property inspections to identify life safety systems that were in place and operational;
    - Order to comply issued.
- Addressing Vacant Abandoned Properties:
    - 53 properties that were vacant and abandoned were issued an order to remedy conditions, ensuring that the property was secured against unauthorized entry;
    - Demolition orders issued for Docksteader Sports in the 7300 block of King George Boulevard.

Fire Services Conclusions and Recommendations

Relationship and Primary Stakeholder Communications

A multi-faceted approach to addressing properties of concern and having the ability to leverage various regulations and different by-laws is necessary to continue making the City of Surrey a safer community. Previously, if one agency exhausted their efforts in dealing with a property owner, the files might remain stagnant. With the ability to refer addresses to various other stakeholders, whether Fire Services, By-Law Enforcement, or the RCMP, a different approach can be taken. The HRL Database provides a centralized home for documenting actions and referrals. As part of a new legacy system, further support to automation of exports/imports from each agency's database would reduce data entry times.

Consideration for Future Change

EFSI has the capacity and the commitment to expand the team should the need arise in response to the new Health Canada MMPR program. The focus of EFSI will continue to be public safety and the remediation of previous marihuana grow operations with a discretionary approach. Moreover, Fire Services will continue to monitor and address HRLs that have higher calls for service to ensure that they are compliant with the BC Fire Code and Fire Services Act. This can be achieved by issuing orders to upgrade safety systems, enforcing code violations, and ensuring occupant safety.

Surrey By-Law and Licensing

By-Law Enforcement

Surrey By-Law Enforcement had 221 addresses on their list of HRLs. In cases where Search Warrants were executed, the RCMP referred the HRL to By-Law Enforcement for action. These locations are as follows:

- 15 HRLs actioned by the RCMP were referred to By-Law Enforcement:

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- 1 dwelling has been vacated, boarded up, and is in the demolition process;
- 6 dwellings have been vacated and remediated for occupancy;
- 6 dwellings are currently vacant, secured, or boarded up; and
- 2 dwellings are in the process of eviction by the owner.

- 45 regulated recovery homes approved as alcohol and drug recovery facilities by the Province (Fraser Health Authority, Ministry of Health and or Ministry of Social Development).

- 33 unregulated recovery homes currently operating have been approved for fire prevention and safety purposes by Surrey Fire Services.

- 24 properties are still under investigation by By-Law Enforcement and Fire Services:
    - 9 unregulated recovery homes have been confirmed operating where there is no history of property violations; and
    - 15 unregulated recovery homes have been confirmed operating where there is a previous history of property violations.

- 104 unregulated recovery homes have been confirmed by the By-Law Enforcement and Fire Services as currently not operating:
    - 81 known recovery homes have moved or are no longer operating;
    - 12 known recovery homes are now vacant or boarded up;
    - 4 known recovery homes are now boarded up with Demolition Permits pending;
    - 3 known recovery homes have been demolished; and
    - 4 identified recovery home properties do not exist.

By-Law Enforcement Conclusions and Recommendations

The City of Surrey is one of the fastest growing municipalities in North America. Over the preceding years, the City has facilitated this growth in a variety of ways that have made Surrey an attractive alternative to other communities in the Lower Mainland. The advantages created by this growth are significant for a municipal government and those living in the community itself. The investment opportunities created by this growth are also noteworthy and property owners can control the increasing real estate demands in a number of ways.

Although the majority of residents are law abiding and responsible individuals, there is a segment that will take advantage of a municipal government. They may perceive local government as overly tolerant and unlikely to enforce the frameworks within a city that nurture a healthy community and enhances public safety. When owners invest in property or developments that do not adhere to local regulations, and other owners or residents do not see any resistance, this may contribute to copycat behaviour by others who might normally be in compliance. An example of this may be the proliferation of illegal rental suites in a neighbourhood. As a result, the existing infrastructure in a community designed for a

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specific population can outgrow the capacity of the area that then fails to effectively monitor its healthy development.

Just as important is the planned large scale re-development of a community. These areas are often comprised of properties that are being "held" pending the opportunities created by these new developments. Such properties may sit vacant and unmaintained for many years until this new development begins. Although many property owners are law abiding and responsible individuals, there are those who will take advantage of these situations. Moreover, this may result in a perceived weakness in the mechanisms that guarantee the continued health of an area. Often, wilfully blind property owners seeking revenue until the redevelopment begins can create significant issues for a community, unless they are held accountable and adhere to the controls in place.

Business owners also play a significant role in maintaining the health of a community. As noted previously, the majority of business owners are compliant within existing control mechanisms; however, some may take advantage of circumstances in an unhealthy community by providing objectionable services to these populations. The municipality must remain vigilant to ensure that there are adequate controls provided prior to the issuance of business licences, as well as ongoing monitoring of these businesses, including the willingness to revoke licences when required.

It is important that mechanisms within a community are effective and develop at the same rate as the community itself. Without this proportional growth, these systems are destined to become weak, which could cause a community to become unhealthy. It is recommended that existing controls be enforced and, in some cases, enhanced to ensure the well being of Surrey. Fostering the engagement of residents, property, and business owners alike could enhance the controls.

One such program is the enforcement of by-laws and occupancy regulations for secondary suites. This would include the issuance of penalties for non-compliance, as well as the ongoing monitoring of rental properties to ensure none are being used for unlawful activities. The City has recently implemented a fine recovery system of $1,000.00 should the City discover a suite that has not been registered. Once registered, the owner is billed the secondary suite fees and the additional utility fees. If the owner has installed multiple illegal suites, the City will order the removal of the suites and bill for all multiple suites until they are removed and the property is in full compliance.

It is necessary to develop a framework to ensure property owners understand their obligations and role in maintaining a healthy community, including the effective maintenance of "holding" properties. This may include mandatory reporting of properties held vacant pending redevelopment and systems to ensure those properties are not knowingly or unknowingly used for illegal purposes during this waiting period. Examples would include owner funded alarm systems or similar monitoring methods. At this time, the City will board up any house that is not secured should the owner fail to do so. The cost of

boarding up the property will be billed to the property owner and By-Law Enforcement will monitor the property for compliance.

Controlled Substance Property By-Law, 2006, No. 15820

Enhancement:

Inspection Powers

s.7.3.1 Subject to the *Community Charter,* an inspector may enter a parcel to:
   (a) Inspect and determine whether all regulations, prohibitions, or requirements under this By-Law or other enactments are being met in relation to any manner for which the Council, a municipal officer, or employee or a person authorized by the Council has exercised authority under this or another act to regulate, prohibit, or impose requirements;
   (b) To carry out a special safety inspection under section 7.2;
   (c) Take action authorized under section 9.1 of this By-Law; or
   (d) Inspect, disconnect, or remove a service under sections 10.1, 10.2, and 10.3 of this By-Law.

Definitions & Regulations

s.3.1.1 "Controlled Substance Property" means:
   (a) A parcel contaminated by or containing trace amounts of chemical or biological materials used in or produced by the trade or manufacture of a controlled substance,
   (b) A building or structure altered to manufacture, grow, store, sell, trade, or barter a controlled substance, or
   (c) A parcel that has been or is being used for the manufacture, growing, storage, sale, trade, or barter of a controlled substance,

and that does not meet applicable standards under the Building Code, British Columbia Fire Code, *Safety Standards Act*, *Health Act*, or other applicable enactments, including any By-Law requirements of the City.

Under the Controlled Substance Property By-Law, the City has determined that we can post for no occupancy and regulate properties that are subject to this By-Law, including houses that are being used to store, sell, trade, or barter a controlled substance. In the event that people are displaced from these controlled substance properties, the City will work closely with the Ministry of Social Development to ensure they have appropriate shelter or housing. This has proven successful with regard to the 15 properties already served with RCMP Warrants and or identified as drug houses.

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The City has implemented a cost recovery mechanism that focuses on holding noncompliant property owners accountable for continued calls for service. These service providers include municipally funded agencies, such as the police, fire, and By-Law departments.

Properties with a history of noncompliance with existing or enhanced frameworks may be demolished at the cost of the owner.

Prohibition of Nuisances By-Law, 1996, No. 12883

Enhancement:
The proposed amendments to the Nuisances By-Law will allow for the recovery of RCMP and staff costs from owners of properties where there have been repeated calls for service related to nuisances.

This will address staffs from the Surrey Fire Services, By-Law Enforcement and Licensing Section, the Engineering Department, and the RCMP who are attending an increasing number of calls for service related to nuisances. Many of these calls come from a small number of properties. Examples of such calls for service include those relating to properties that are unsightly and where drug trafficking is occurring, which result in negative impacts to the community and the enjoyment of the neighbourhood by the surrounding community.

The old Nuisances By-Law did not provide a means to ticket those in violation of the Nuisances By-Law, nor did it allow for cost recovery of services provided by the RCMP and staff for repeated incidents. The new By-Law amendments will address those properties that are the subject of repeated calls for service related to nuisances. Where there are three or more nuisance service call responses at the same property within a 12 month period, the City may impose upon the owner of that property the nuisance abatement fees for each additional nuisance service call response within the 24 month period following the date the nuisance must cease or non-compliance must be remedied as set out in the City's notice.

The definition of a nuisance has also been clarified to prohibit a person or property owner from unreasonably interfering with another person or property owner's use and enjoyment of their property or public area. This definition will help capture a broad spectrum of nuisances that may unreasonably affect the use and enjoyment of neighbouring community.

Inspection Powers
s.4   It shall be the duty of the Inspector or any assistant Inspector or any assistant Inspector appointed to ascertain whether the provisions of this By-Law are being complied with, and any of the said Inspectors shall have the right to enter upon the premises of any person at all reasonable times for the purpose of inspecting the said premises.

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The following nuisance abatement fees have been added to the By-Law:

1. Nuisance service call response fee $682.00 per response
2. Administration and overhead fee $364.00 per response

The Municipal Ticket Information By-Law has also been amended to include the issuance of tickets without having to pursue long form charges. For the purpose of this report, examples include:

- Cause/Permit Nuisance 2(a) $250.00
- Cause/Permit Vice 2(d) $250.00
- Deposit/Throw Items 2(e) $250.00
- Interfere with Enjoyment of Property 2(f) $250.00

Surrey Zoning By-Law, 1993, No. 12000 and Business License By-Law, 1999, No. 13680

Zoning, Licensing, and Inspection History:

Approximately 13 years ago, the Ministry of Health stopped licensing and regulating Alcohol and Drug Recovery Homes. This left individual municipalities to deal with these issues. The City of Surrey sought to manage these homes through identification, fire inspections, monitoring, and closing problem houses down when warranted and if they posed a nuisance to the neighbourhood. There were three conditions where the City would permit a recovery home to operate:

1. They must be registered with the City of Surrey Social Planning Section;
2. They must be approved by the Surrey Fire Services for fire prevention and fire evacuation plans; and
3. They must be funded by the Ministry of Social Development.

Zoning, Licensing, and Inspection Enhancement:

About eight months ago, the Ministry of Health enacted a program to regulate recovery homes under their Assisted Living Registry. These homes must apply and adhere to strict guidelines and regulations. It is now illegal under the Provincial Community Care and Assisted Living Act to operate an Alcohol and Drug Recovery Home without being approved by the Assisted Living Registry. The City has been identifying the location of unregulated recovery homes. Shortly, By-laws will be notifying each operator of the new Provincial regulations and that they must apply to the Assisted Living Registry in order to continue to operate. By-laws will continue to work with these operators to ensure they apply and are working towards compliance. Should they refuse or not qualify under the Act, By-laws will take

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enforcement action to ensure they comply or will close down these noncompliant facilities. By-laws will also be monitoring all regulated facilities in reference to regulatory By-Law issues. Should they not be in compliance, By-laws will be taking appropriate enforcement action. The City's goal is to ensure that all Alcohol and Drug Recovery Homes are operating as they are intended.

Moving Forward

Through the course of the HRL Initiative, a number of processes and activities became apparent that are worthy of additional comment. These have been broadly separated into successes, namely those believed to be inherently supportive of the HRL concept, and challenges or those that will require additional effort before they become a success.

Successes

Relationship between HRL Stakeholders

The working relationship between the HRL stakeholders was a major reason for the overall success of this initiative. All stakeholders met on a weekly basis to discuss current and emerging HRLs, investigative and enforcement strategies, as well as the transfer of HRL ownership. The ability to contact a stakeholder, no matter the hour, resulted in the timely and efficient engagement of additional stakeholder resources, resulting in the resolution of HRLs. This network of stakeholders is directly related to the individuals themselves, each of whom brought a dedication and passion to the initiative that was critical and contributed to the initiative's success.

HRL Communication Framework

HRL Initiative Weekly Meetings

Throughout the HRL Initiative, weekly meetings were convened by the HRL Command Triangle involving all stakeholders to encourage ongoing communication. These meetings were invaluable in not only determining how stakeholders could best work together, but also in the development of the HRL Database. At these meetings, the Team Commander and Primary Investigator provided updates on operations. These meetings allowed for an open discussion of tactics, capabilities, and limitations faced by each stakeholder. Moving forward, it is imperative that similar meetings continue.

Proposed Bi-Weekly HRL Operations Meetings

As the HRL model progresses, it is recommended that bi-weekly meetings be held to maintain the relationships and lines of communication established between HRL stakeholders. The suggested attendees would be:

- Insp. i/c (chair);
- S/Sgt. i/c Uniformed Patrol;
- S/Sgt. i/c SPIES;

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- S/Sgt. i/c Covert Enforcement (Drugs);
- Analytical Lead;
- District Commanders (5);
- Surrey Fire Services representative(s) (Prevention/EFSI); and
- Surrey By-Law Enforcement representative(s).

HRL Strategic Meetings

In order to provide fulsome updates to Surrey RCMP, Surrey Fire Services, Surrey By-Law Enforcement, and City of Surrey's Mayor and Council, it is recommended that HRL strategic meetings be held every three or four months. The suggested attendees would be:

- Insp. i/c (chair);
- OIC Surrey Detachment;
- Investigative Services Officer;
- Operations Officer;
- Community Policing Officer;
- S/Sgt. i/c Uniform Deployment;
- S/Sgt. i/c SPIES;
- S/Sgt. i/c Covert Enforcement (Drugs);
- Analytical Lead;
- District Commanders (5);
- Surrey Fire Chief;
- Surrey Fire Services representative(s) (Prevention/EFSI);
- Surrey By-Law Commander;
- Surrey By-Law Enforcement representative(s);
- The Mayor or her designate;
- City of Surrey Crime Prevention representative(s);
- City of Surrey Engineering representative(s);
- Dr. Irwin COHEN (UFV – RCMP Research Chair).

These meetings would involve a more formalized presentation of the successes, challenges, and future initiatives of the reporting period accompanied by an HRL Strategic Report.

HRL Database – Information Sharing

The Surrey RCMP, in conjunction with the City of Surrey, Surrey Fire Services, EFSI, and Surrey By-Law Enforcement recognized the need to compile and coordinate information in order to fulfill the HRL Initiative mandate. This resulted in the design and creation of a centralized HRL Database where information from each agency could be stored and subsequently viewed by each partner agency. Information regarding certain address locations within the City of Surrey pertaining to calls for services

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or enforcement action for each agency can be tracked and summarized to provide a more comprehensive picture of those locations.

In addition to providing on overview of partner agency activities at certain locations, the HRL Database has a mapping function that allows the user to view each location on a map of Surrey. This allows for each location to be viewed in a greater context and compared to other problem locations in the City. Select crime data is also included in this application, which provides information on where each location is in proximity to high crime areas.

This collaboration enables more efficient communication between stakeholder agencies because the database is easily accessible to stakeholders at any given time. It can also reduce duplication of efforts, as each stakeholder is able to track what activities are being conducted at a particular HRL. In the future, it is possible that this application could identify emerging HRLs or areas of concern within the City of Surrey.

Standard Operating Procedures for the Targeting and Management of High Risk Locations

The targeting of High Risk Locations throughout the City of Surrey requires a collaborative approach between the Surrey RCMP, Surrey Fire Services, and Surrey By-Law Enforcement. The following Standard Operating Procedures are a guide to assist with the efficient and effective remediation of these HRLs.

Clandestine Labs

- When a complaint or information is received regarding a potential clandestine laboratory, an immediate investigation will be initiated by the Surrey Drug Section;
- At the onset of the investigation, a query of the address through the HRL Database will be conducted to determine if the location is currently on file and if any ongoing or historical enforcement has been conducted by stakeholders;
- If the investigation concludes with no enforcement action due to insufficient evidence, the address will be entered into the HRL Database as concluded;
- If the investigation results in an enforcement action and a Search Warrant execution, the on site scene commander will contact the Manager, By-Law Enforcement, and Fire Services – EFSI to advise them of the warrant execution;
- Where possible, By-Law Enforcement will attend and assess the HRL for enforcement and compliance under the Controlled Substance By-Law; a non-occupancy permit will be posted if applicable;
- Where possible, Fire Services will attend and assess the HRL for enforcement and compliance under the Fire Safety Act. Properties will be boarded up if safety concerns in contravention of the Fire Safety Act are observed;
- Follow up investigation with the property owner will be conducted in cooperation with all stakeholders to ensure the property is effectively remediated.

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Drug Houses (Surrey RCMP)

- When a complaint is received regarding the location of a Drug House, RCMP will initiate an investigation;
- At the onset of the investigation, investigators will query the address through the HRL Database to determine if the location is currently on file and whether there is any ongoing or historical enforcement that has been conducted by stakeholders;
- If the investigation concludes with no enforcement action due to insufficient evidence, the address will be entered into the HRL Database as concluded;
- If the investigation results in an enforcement action and a Search Warrant execution, the on site scene commander will contact the Manager, By-Law Enforcement, and Fire Services – EFSI to advise them of the warrant execution;
- Where possible, By-Law Enforcement will attend and assess the HRL for enforcement and compliance under the Controlled Substance By-Law; a non-occupancy permit will be posted if applicable;
- Where possible, Fire Services will attend and assess the HRL for enforcement and compliance under the Fire Safety Act. Properties will be boarded up if safety concerns in contravention of the Fire Safety Act are observed;
- Follow up investigation with the property owner will be conducted in cooperation with all stakeholders to ensure the property is effectively remediated.

Marihuana Grow Operations

- Complaints and information received on HRLs housing Marihuana Grow Operations will be queried through the HRL Database to determine if the location is currently on file and if so whether there is any ongoing or historical enforcement that has been conducted by stakeholders;
- EFSI will have conduct of HRLs housing marihuana grow operations and will proceed with enforcement under the Controlled Substances By-Law;
- In cases where EFSI is not able to action properties under the Controlled Substance By-Law or the grow operation is a large scale commercial enterprise linked to organized crime, the Surrey Drug Section will assume conduct of the investigation to conduct enforcement.

Recovery Homes

- When recovery homes are identified by any of the stakeholders, the location will be queried on the HRL Database to determine if the location is currently on file and if so whether there is any ongoing or historical enforcement that has been conducted by the stakeholders;
- Addresses identified as recovery homes will be entered on the HRL Database for follow up investigation and remediation. Referrals between the stakeholders will be based on the level of enforcement required (Criminal Investigation, By-Law Investigation, or Fire Safety Act Investigation);

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- Enforcement and inspection of recovery homes will be conducted by By-Law Enforcement and the Fire Services.

Challenges

HRL Database

Database Longevity and Maintenance Issues in Future

While the centralized HRL Database has shown promising capabilities, it is still in its initial stages. Further development is required, with input from stakeholders, to ensure that the database remains functional and useful. In its current state, the database does not have predictive value because the information being entered has been in response to pre-determined HRLs. In addition, the mapping function is still under construction and the crime data currently provided is limited. Updated crime data encompassing more types of incidents would assist in highlighting certain areas of concern that could provide a more complete overview and could help identify emerging issues within the City.

In order for the application to notify users of any emerging problem, all calls for service data and stakeholder activities for all HRLs within the City would need to be uploaded on a regular basis from each stakeholder. A more complete picture of what the City's interactions have been at a specific location would not only identify areas of concern, but also enable a more comprehensive response.

Maintaining a functional HRL database capable of identifying problem locations requires dedicated personnel from each stakeholder, not only to input the data, but also to review the database for possible identified areas of concern. In order for the application to be effective, each stakeholder needs to ensure timely and accurate information is included, whether this is through manual data entry or an automated link or data upload. For the information to be useful, it needs to be disseminated in some way, either by having a dedicated stakeholder representative review the information on a regular basis, or by building an automated notification or reporting system within the database. In addition, ongoing development and technical support would need to be available to each stakeholder.

Internal COSMOS Information Sharing at Detachment

Building on the HRL Database, it would improve efficiencies in RCMP procedures by allowing access to internal COSMOS information. The COSMOS system has limited capabilities at the Detachment level. Having land title and owner information available through the HRL Database mapping application would negate the need for members to access a separate database to retrieve the same information. Merging the two applications would not only improve stakeholder productivity, but also elevate the HRL model by providing a more comprehensive overview of each HRL within a centralized location.

Sharing of HRL Intelligence

A collaborative approach was used in developing an information sharing strategy surrounding HRL intelligence. S/Sgt HURST consulted with RCMP Legal Services Counsel Les ROSE and identified the parameters by which the RCMP could share police information with our HRL stakeholders.

The appropriate statues and regulations, including the *Federal Privacy Act*, the *Fire Services Act*, *BC Fire Code Regulations,* and the *Community Charter*, were reviewed and cited in subsequent documentation outlining what information could be shared (public safety, non-biographical) and in what form. Consequently, the City of Surrey requested the appropriate information; protocols, including the use of the data in the HRL Database, were developed and confidentiality agreements were drafted and signed.

During the HRL Initiative, there was discussion regarding the sharing of HRL information with secondary stakeholders. One such request for access to HRL information was from the Surrey School Board who indicated that having access either via the HRL or approved Surrey School Board designate could serve to enhance the safety of employees who conducted home visits if these home visits were to be conducted at HRLs, such as illegal marihuana growing operations.

If there were an ability for elements of this information to be shared, it would likely exist in some form of non-specific, de-confliction model, wherein the requester would be told that there were or were not public safety issues related to the residence in question. This would raise a number of issues, including:

- The inevitable correlation of biographical data to an HRL as the School Board representatives would know whom they intended to visit;
- Privacy issues with those present at the location who may have no association to what may be simply suspected and unsubstantiated criminal activity;
- The lack of context provided with a de-confliction model.

At this stage, it appears that a further legal analysis and a more detailed examination of the issue of sharing HRL intelligence outside of approved protocols would be required.

Evolution of Drug Trafficking Behaviour in Surrey

One outcome of the sustained enforcement action focused on Drug Houses has been an evolution away from trafficking activity at a static location (residence) towards increased use of a mobile location (vehicle). Though there was enforcement activity targeting these drug lines during the HRL Initiative, it was periodic throughout the covert operational period. The intelligence received from traffickers themselves, as well as other sources, indicated that drug traffickers recognized the increased potential of having their drug houses eliminated. As a result, they have changed their behaviour to favour a more mobile mechanism of trafficking. It is important for the HRL stakeholders to take advantage of this evolution and initiate new methods to prevent an increased risk to public safety.

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Single Point of Contact for Displaced Persons

The HRL Initiative identified locations that were unsuitable for further habitation, either on a temporary or permanent basis. It was assumed that Provincial frameworks were in place to acquire temporary assistance should the need arise to evict persons from a single residence or larger multi-unit location. It was learned that the Provincial emergency shelter provisions did not apply to non-emergency situations created by HRL enforcement activities. As such, no single point of contact to obtain shelter assistance was available to the HRL Initiative stakeholders. The Surrey Crime Reduction Manager worked on providing a mechanism of support during the HRL Initiative through an informal network of community-based contacts. In the future, an established, organized means of providing shelter to evicted or displaced persons for non-emergency events, accessible through a single contact (24/7), should be established.

The Provincial Emergency Program (PEP) provides some measure of support for those persons displaced as a result of unplanned emergency situations, such as natural disasters or evacuations due to emerging circumstances, such as gas leaks or explosions. The program was not intended to support planned evacuations as a result of enforcement activities. The HRL Initiative encountered a number of circumstances that could have resulted in the displacement of small or large numbers of persons due to the deplorable circumstances encountered at the residences they occupied. Through the ongoing creativity and flexibility of the HRL stakeholders, no mass evictions took place. There were significant risks being managed on an ongoing basis. A prime example is the Cedar Garden residential complex located at 13370 King George Boulevard in Surrey.

Despite the issuance of numerous orders from Fire Services and By-Law Enforcement to address the safety issues encountered at Cedar Gardens, should an evacuation have occurred, there was no framework in place to provide temporary housing needs for the occupants of the complex. Unfortunately, the Cedar Garden location is one of several locations in the city that could be affected by the issuance of enforcement based evacuation orders.

There is value in developing a Surrey based strategy to manage these situations. Though there are many potential partners and agencies that could be approached to assist in the development of a strategy, property owners should be held accountable for the circumstances leading to the eviction order and hold some liability for the costs associated to the persons displaced. The responsibilities of Provincial, Municipal, community, and property owner entities should be clearly defined in such a strategy. Just as important would be the creation of a single point of contact that first responders could consult for advice, as well as seek a similar point of contact to obtain the authority necessary for the activation of the strategy. This would be important as there are circumstances encountered by all first responders that call for the immediate evacuation of occupants, such as unsafe marihuana grow operations due to electrical safety concerns, as well as the planned mass evacuation potential of a location like Cedar Gardens that would require some measure of advance planning to occur. The Surrey Crime Reduction

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Manager has engaged in these ongoing efforts to develop a strategy during the HRL Initiative; however, they must remain supported in the future to bring some resolution to this important issue.

Prosecution Issues

During the HRL Initiative, the Command Triangle met with representatives of the Surrey Agent for PPSC, David PATTERSON, Melanie WALKER, and Parveen BACHRA. Mr. PATTERSON indicated that he did not foresee any capacity issues in addressing the anticipated increase of proposed charges brought about by the HRL Initiative. Mr. PATERSON did speak about some increased prosecutorial challenges with respect to securing Court time due to the closure of the dedicated Federal Court Room at the Surrey Courts several months ago. This meant that drug cases could be de-prioritized when Court time was allotted, even though the prospective sentences for the drug prosecutions could be significantly higher than the other cases that may be prioritized.

Another anticipated issue related to HRL prosecutions is one that occurs frequently; an individual is arrested on a drug charge and released on a Promise to Appear with release conditions (Undertaking/Recognizance). The individual shows no regard for their conditions of release and is found to be in breach a short time later. In the past, due to the time required for charge approval, the substantive drug charge would not have been laid. Issues would then arise with Surrey RCMP Court Liaison and Provincial Crown, who would commonly prosecute the breach under Section 145(3) CCC, as no substantive charge had been laid. In some instances, this resulted in Provincial Crown not supporting a prosecution despite the fact that there is no requirement for a substantive charge to be laid (the breach charge can stand alone under Section 145(3) CCC). The individual would be released without charges resulting in a significant waste of police resources, no accountability on the individual to comply with their conditions of release, and a loss of public confidence.

S/Sgt. HURST spoke with Provincial Regional Crown Counsel Paul SANDHU, who provided assurances that Breach of Recognizance charges would be assessed and laid even without the substantive drug charge being laid.

Future Programs for Consideration

A number of recommendations resulted from the work conducted on the HRL Initiative. None of these recommendations could be acted upon during the HRL Initiative, but have been documented here as a means of initiating future exploration and consideration.

CCTV Enhancement

The City of Surrey currently has 125 traffic cameras situated at high volume/high accident intersections throughout the city. The purpose of the cameras is to monitor traffic flow during peak travel times to better manage traffic congestion. City of Surrey employees working in a central control room in City Hall

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currently monitor the cameras. The system provides a live time feed of intersections equipped with traffic cameras, with all cameras equipped with colour monitoring, pan, tilt, and zoom functionality; all feeds are recorded and the data is stored for 14 days. The video footage recorded and stored on the City database is accessible to stakeholders upon request or with a Judicial Authorization (Production Order) where applicable.

Recommendations for the installation of an additional 33 cameras at key intersections situated throughout High Risk Location areas identified during the HRL Initiative were requested by City Managers for future consideration. Additional recommendations for camera installations at Recreational Centres and Parks, Surrey Schools, Transit Hubs, and Central City Tower were also submitted for consideration.

The expansion of the existing network of traffic cameras could be employed to enhance public safety in several ways. The installation of additional cameras at current and future locations would better capture traffic patterns in all directions. Increased functionality with enhanced hardware that incorporates better night vision capabilities could better capture in progress or historical incidents. The installation of signage advising the public of video monitoring would reduce fear of crime, while acting as a deterrent to those who commit crime. Employing a dedicated police resource to monitor live video feeds from cameras installed at HRLs could result in enhanced public safety with quicker response times to crimes in progress. The utilization of Automated Licence Plate Recognition (ALPR) software could also enhance public safety through the identification and live time monitoring of suspect vehicles involved in criminal activities. For instance, in the case of an Amber Alert, a vehicle of interest could be detected through the use of ALPR, and the direction and location of a vehicle could be shared with police officers to bring a successful conclusion to a high-risk situation.

The potential enhancement of public safety, while providing the additional benefits of reducing fear of crime, deterring crime, and successfully prosecuting crime, supports the expansion of the existing traffic camera network currently in place in the City of Surrey.

Data Driven Approaches to Crime and Traffic Safety (DDACTS)
DDACTS is a law enforcement operational model that integrates location-based crime and traffic crash data to establish effective and efficient methods for deploying law enforcement and other resources. Using geo-mapping to identify areas through temporal and spatial analysis that have high incidences of crime and crashes, DDACTS employs targeted traffic enforcement strategies. By saturating locations with high crime and crash incidents with highly visible traffic enforcement, DDACTS communities play a simultaneous dual role; fighting crime and reducing traffic crashes and traffic violations. Drawing on the deterrent value of highly visible traffic enforcement and the knowledge that crimes often involve the use of motor vehicles, the goal of DDACTS is to reduce the incidence of crime, crashes, and traffic violations in communities.

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The HRL Initiative and the Uniform Deployment has compiled a significant amount of data that could be used to examine the viability of a DDACTS deployment model in Surrey. This initiative is under review and would require a significant investment of human resources.

Crime Free Multi-Housing (CMFH) in Surrey

CFMH is a program designed to assist rental property owners, managers, and tenants with keeping illegal and nuisance activities out of their rental properties. Designed primarily to address rentals in apartment buildings and town home complexes, the program has been in existence since 2006 and requires applicants to the program to proceed through a certification process to participate. To be certified, rental property owners and managers need to demonstrate that they have made changes to their operating practices that have had a positive effect on the overall operation and environment in their building(s). These proactive, positive changes include the proper screening of tenants prior to entering a rental agreement and a demonstrated reduction in calls for service to the police. There are presently 80 certified rental properties in the City of Surrey, with an additional 12 properties involved in the certification process. While still in need of a formal program evaluation, it would appear that participating properties enjoy safer community environments with stable tenants, increased demand for rental units, and lower maintenance and repair costs. CFMH is a voluntary program that can be utilized by property owners and managers to enhance public safety at rental properties in the City of Surrey.

A major concern with CFMH that was identified during the HRL Initiative was that the program, as it currently exists, is voluntary; there is no legal requirement for property owners or managers to obtain CFMH certification prior to operating rental properties. This became clear during the investigation of one high density rental property located in Central City; this property remained under investigation throughout the duration of the initiative. This rental property was not involved in the CFMH program, nor was there a requirement for the property owner or manger to participate in the program. This is the challenge to the overall effectiveness of CFMH. As it is currently designed, CFMH is based on a voluntary commitment by property owners and managers to seek certification through the program. A recommendation from the stakeholders is that a legal requirement mandating property owners and managers to obtain business licences and CFMH certification to operate rental properties in the City of Surrey be enacted in the Surrey By-Laws. CFMH is an effective means for the City of Surrey to enhance public safety through the proper management of rental properties; however, the success of the program would be significantly enhanced if it were mandated in law.

Specialized Courts in Surrey

A means of addressing the inherent delays in the existing Court system would be the establishment of a Community Court, Drug Treatment Court, and Night Court in Surrey. The idea of establishing a Community Court and Night Court was raised in the City of Surrey Crime Reduction Strategy in 2006 [Surrey Crime Reduction Strategy (2006) - Section 2.3 – Prosecuting and Sentencing Offenders – pages 22-23].

53.

This issue received some media attention in late January following the PASKALL Homicide with Mayor WATTS stating her support and offering the former Surrey City Hall as the location for a Community Court. Mayor WATTS made a significant push for a Community Court in 2011 and indicated that she will continue to champion this initiative.

Prolific Offender Management Program Renewal/Expansion (POM+)

Historically, the POM began as an official pilot program in conjunction with the Provincial government starting on June 1, 2008, consisting of six test sites, including Surrey. The POM in Surrey was unique in that it represented an initiative between the Criminal Justice Branch (CJB) and the Surrey RCMP Detachment. The Surrey RCMP funded a specific Crown Counsel to liaise with police and maintain conduct of files relating to prolific offenders and chronic offenders, and the outputs of the Combined Forces Identity Theft Team (CFITT) and Property Crime Target Teams. The cost of funding the prosecutor was $150,000 per year.

This arrangement was formalized in MOUs on August 7, 2008 and September 23, 2010. During this time, the Provincial government assessed the overall products of the POM program. This analysis was completed in the fall of 2012 and subsequently the Provincial government decided against supporting the POM program in its current form. As a result, the MOU between the CJB and the Surrey RCMP was not renewed.

The current situation is one where the original Surrey POM group continues to meet on a monthly basis, led by Surrey South Probation, with the RCMP representation being the NCO i/c of the High Risk Target Team and others from the Detachment. Other regular participants include Provincial Crown, Youth Probation, Federal Parole, BC Transit Police, Ministry of Social Development (income assistance), and an occasional attendance by representatives of the BC Ministry of Children and Family and other Surrey Probation offices. POM monitors about 40 candidates, which fluctuates based on the overall monitoring and enforcement capacity of the units involved.

Recently, due to the HRL Initiative, it was recognized that there is some value in expanding the types of prolific offenders managed under the POM framework. Traditionally, the offenders were property crime based with no propensity for violence. The HRL would recommend that prolific drug offenders be included.

In its present form, the Surrey RCMP continues to operate its POM program as it did before; however, there is no longer a dedicated Crown Counsel available who receives and prosecutes the outputs of the target teams or units managing this group of offenders. The outputs are currently going into the general charge approval processes. This has resulted in no special attention being provided to this unique group of offenders. The opportunities created by a Specialized Court in Surrey may provide a means by which to formally renew the POM Program in Surrey and to expand it.

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Release of High Risk Offenders to Approved Locations Only (linked to Recovery Home issue)

Every person who in incarcerated is eventually released from jail. This occurs at both the Federal and Provincial levels. Some offenders, based on the nature of their crimes, are labeled a "high risk" to reoffend by professionals within the correctional systems. Even these offenders, despite this label, cannot be held indefinitely and will be released back into the community.

Surrey is a large community providing significant services to this group. It is unclear if the total number of high-risk offenders is proportionally higher in Surrey than other municipalities in British Columbia, but research should be undertaken to establish the distribution of high-risk offenders across the province. What is clear is that the ability for the Surrey RCMP or the City of Surrey to prevent the release of such an offender into our community is virtually non-existent.

There may be some ability for the City to control the total numbers of these offenders by limiting the number of City approved facilities that receive them. The concept being that every community has a capacity limit and when that is reached, other communities must do their part to carry the burden, proportionally. Once again, it is unclear if Surrey has a proportionally higher number of these facilities compared to other municipalities. This is directly related to the Recovery Home issue being addressed by Surrey By-Law Enforcement.

These locations are often referred to as "transition", "recovery", or Community Residential Facilities, and can receive these types of offenders. The bulk of these locations operate in a fully transparent and responsible manner, and have a strong relationship with monitoring officials, including probation, parole, and law enforcement, and the City is aware of their operations. As presented above, there are some locations identified during the HRL Initiative that do not have a similarly strong relationship. Such locations would not be approved to operate in Surrey and hence would not be eligible to receive these inmates, thus controlling the overall size of this population.

Based on the HRL Initiative results related to recovery homes, there needs to be a means by which all locations involved in the re-integration of inmates and their treatment or monitoring, regardless of whether they are Provincial or Federally operated, be registered with the Province and licenced by the City of Surrey. This will be an initial means of surveying the landscape of these locations, their capacity to monitor these offenders, and a means for Surrey to limit the overall number of these offenders in the community.

Once a single, City approved list of locations suitable to receive these offenders is created, the Community Court may be a mechanism for discussions and final decisions to be reached in order to limit the numbers of these offenders released into Surrey.

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Final Thoughts

It is difficult to quantify with certainty the disruptive effect the HRL Initiative had on those involved in high-risk lifestyles. Many crimes committed by and against those engaged in high-risk lifestyles are never reported to police. Nonetheless, the increased covert and uniformed presence and outputs of the HRL Initiative served to enhance the public safety and liveability within the City of Surrey. By interacting with and interdicting a significant number of drug traffickers and those engaged in a high-risk lifestyle, stakeholders gave those engaged in criminal lifestyles pause and sent a strong message that the HRL stakeholders are committed to enhancing public safety and increasing public confidence. It is worth noting that there has only been one confirmed homicide in the first quarter of 2014.

The HRL model represents a unique Surrey-based approach to enhancing public safety. Drug traffickers, gang members, and those involved in high-risk lifestyles are transient; HRLs in the City that are used by these individuals are not. When drug traffickers, gang members, and those involved in high-risk lifestyles elect to relocate, they take the risks to public safety that their presence and activities create with them. Simply put, the HRL approach allows the police and their partners, including HRL stakeholders and engaged property owners, to reclaim HRLs back from those who would threaten public safety. If the goal is to enhance public safety and increase public confidence in the ability of the police to address drug trafficking and the violent crime that accompanies it, it necessary to identify where crimes are occurring and reclaim those locations.

The keys to the HRL Initiative's success can be summarized as 'the right time, the right people, the right plan.'

The Right Time

The Mayor's Task Force and the HRL Initiative were created in response to a significant increase in the City's homicide rate in 2013 and the increased concerns regarding public safety in Surrey. The speed at which the HRL Initiative was created and enacted, and the results from the overt (CFSEU Uniform Team, two week Uniform Deployment) and covert (HRL Enforcement Teams) strategies have created significant momentum with respect to advancing public safety in the City.

The Right People

A significant factor in the success of the HRL Initiative was the men and women involved. The stakeholders from By-Law Enforcement, Fire Services, and the City of Surrey were invaluable and professional in their commitment to the HRL Initiative. The HRL Command Triangle and advisory structure were experienced Major Crime, Drug, and General Duty investigators. HRL Team Leaders were highly experienced and skilled drug investigators and strong leaders. Most notably, the HRL Enforcement Team members were highly engaged, hard-working, professional members who showed significant flexibility in addressing the HRL Initiative's covert and overt mandates.

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In concert with the quality of people involved, having the proper number of people engaged was vital to success. With four HRL Enforcement Teams comprised of 11 members per team, it was possible to effectively deploy surveillance, execute Search Warrants, and conduct tactical vehicle takedowns, while still making allowances for members absent for Court, annual leave, or training. This structure even allowed for the Team Leaders and several members of HRL Team 4 to be redeployed on an unforeseen, high-risk investigation at the halfway point of the initiative and to provide support for the Surrey Economic Summit. The remaining members of HRL Team 4 were seamlessly redeployed to assist other HRL Teams in support of the mandate.

The Right Plan

In examining the proposed post HRL Initiative models, the Command Triangle examined the policing models of London Ontario Police Service (sister city to Surrey and similar in size and population) and the Vancouver Police Department (VPD) in relation to how they addressed drug enforcement and what would be considered HRLs in their respective municipalities. Each had a somewhat different approach and branding:

- London Police Service (PS) uses a combination of overt, uniformed enforcement (Street Gang Team, Organized Crime Team, and Community Orientated Response Team when in uniform) and covert enforcement (Drugs and Guns Teams, and Community Oriented Response Team in plainclothes). London PS relies on Joint Forces Operations (JFOs) with the OPP and secondments to Organized Crime JFOs to address higher level drug traffickers and organized crime groups.
- VPD also uses a combination of overt, uniformed enforcement (Ops Teams) and covert enforcement (Investigative Teams, CIS, Drug/Surveillance) under an Organized Crime unit. VPD may be transitioning to a more short-term enforcement strategy. Traditionally, VPD CIS has developed intelligence led enforcement projects for the Investigative Teams; however, they have experienced some issues related to being able to action these projects in a timely fashion.

Over the past several years, Surrey has created a number of initiatives to enhance public safety, including the creation of a High Risk Target Team and SGET. The recently established CRU units have also worked to advance public safety by addressing some HRLs within their respective areas.

In examining several post HRL Initiative models, it is our conclusion that an omnibus model, introduced in phases, is the most effective means of ensuring that the momentum created by the HRL Initiative is sustained. The concurrent, coordinated deployment of distinct overt and covert enforcement strategies, using the best available intelligence on existing and emerging HRLs, will serve to best enhance public safety and public confidence for the citizens of Surrey.

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April 2014

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58.

City of Surrey CCTV Strategy

Trip Report
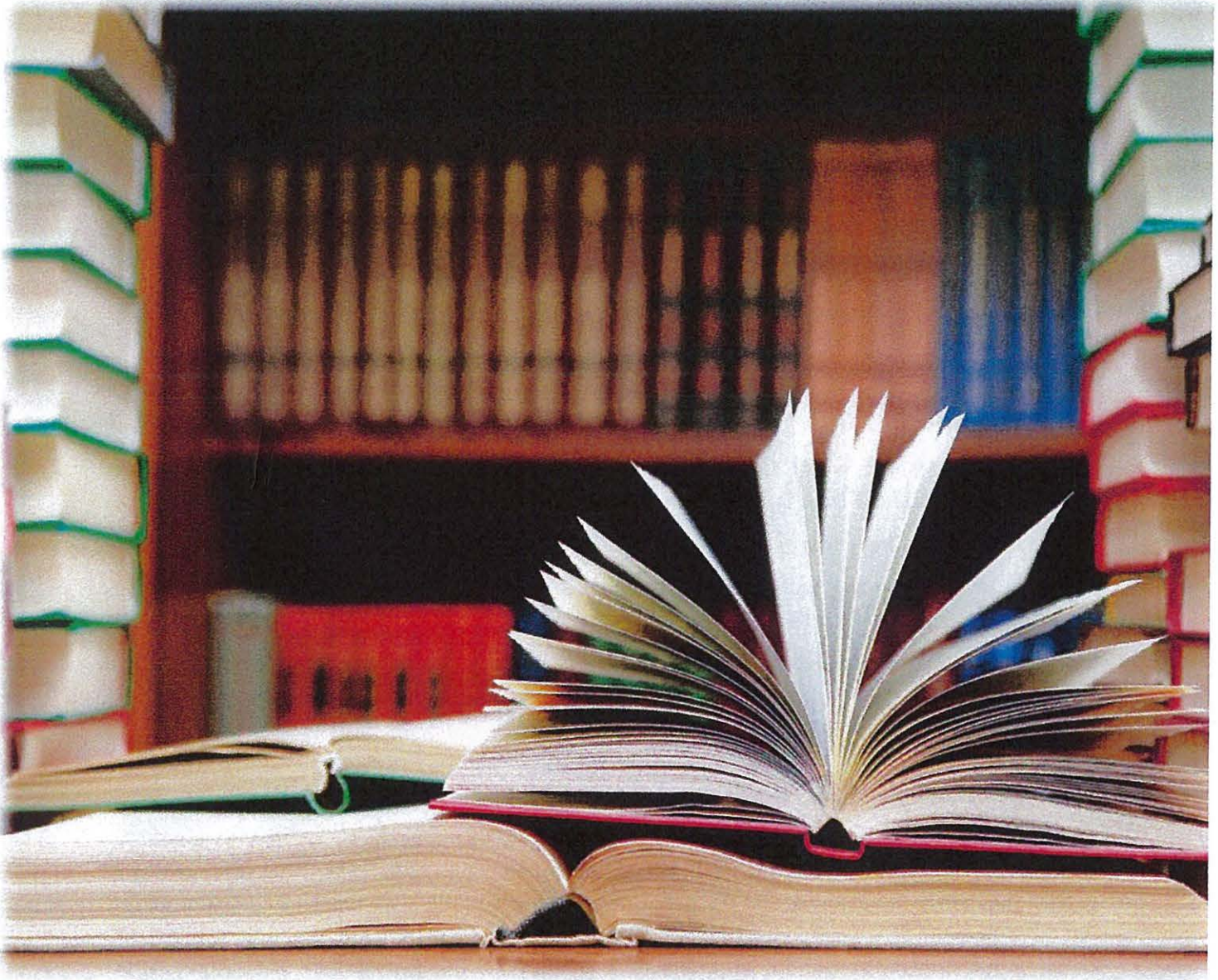
Dr. Irwin Cohen and Jimmy Dhaliwal

April 23, 2014

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CRIMINAL JUSTICE RESEARCH

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Purpose of the Trip

As the City of Surrey considers the utility, effectiveness, and efficiency of its current CCTV commitment, and considers options for moving forward, a delegation including representatives from the City of Surrey and academia attended presentations from various organizations in New York, New Jersey, and Puerto Rico who are using a variety of hardware and IBM's software solutions to address a wide range of public safety and traffic issues using CCTV.

Attendees

Mayor Dianne Watts – City of Surrey
Charles William Fordy – OIC, Surrey RCMP
Walter Leonard Garis – Fire Chief, Surrey Fire Services
Vincent Lalonde – City of Surrey
Dr. Irwin Cohen – University of the Fraser Valley
Jimmy Dhaliwal – University of the Fraser Valley

Trip Schedule

June 10, 2013 – Meeting with NYPD Police Commissioner and Senior Management Team, Counter-Terrorism Unit, and Real Time Crime Centre

June 11, 2013 – Meeting with representatives of Alcatel-Lucent

June 12, 2013 – Meeting with Deputy Commander and Chief of Staff of Puerto Rico Police Department and Puerto Rico Real Time Crime Centre

June 13, 2013 – Delegation Debriefing Meetings

June 10, 2013

Meeting with NYPD Commissioner Kelly and his Senior Management team

The discussion began with providing a historical overview of the evolution of New York's CCTV strategy. Key catalyst event was the terror attacks of September 11, 2001. The CCTV strategy was a partnership between the police and the public sector; however, the main financial contribution for the CCTV network was from federal money. The key aspect of the initiative was linking all of the cameras in the lower and midtown jurisdictions of New York City, especially Wall Street. After extensive consultations, New York adopted IBM's domain awareness software package to function with their existing police and public safety programs. At the time of the delegation's visit, NYC had 4,000 active cameras, mainly in the lower mainland.

The public sector paid for the installation of the cameras, but the police do not pay for images, they simply receive the data as part of the sharing agreement. Law enforcement determines where the cameras are installed in the city. All of the data collected by the cameras is purged after 30 days.

This solution combined Automated License Plate Recognition hardware and software with police records management tools in one database. With the use of modern digital cameras, video of scenes

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were recorded so that police could have access to up to 30 seconds of video prior to an alert occurring. NYPD said that there were no clandestine cameras in use as part of the system as they believed that overt cameras provided a deterrent benefit. While the Real Time Crime Centre has facial recognition capacity, NYPD does not use active facial recognition solutions on their cameras. If they do use facial recognition, this happens later with analysts.

One of the key challenges NYC faces is how to make the data mobile and useful for officers on patrol. This is because most of the cameras are passive. In other words, police become aware of an incident and then go back to see if they had a camera in the area and whether the camera collected any useful data. They are looking for ways to make the data more active and automated for trigger alerts for certain types of incidents, such as someone or something breaching a virtual fence.

Through their internal analysis, the Commissioner did not feel that there were any particular types of crimes that their use of CCTV was either better suited for or inappropriate for. They did believe the overt presence of the cameras served a deterrent effect. They also reported that immediately after the installation of the cameras they saw a significant drop in crime and this drop was maintained over a long period of time. They concluded that this demonstrated the effectiveness of the cameras. In addition, the majority of their cameras were fixed and they believed this was a better strategy than having mobile cameras; however, upon hearing the population size of Surrey, they believed that a mobile video system might be cost effective.

In terms of databases, the Commissioner stated that the cameras were linked to traffic and police records databases, their crime data warehouse, and the Port Authority database. They do not have a federated database system. The Commissioner reported that it took approximately 2 years to get the system in place. The Commissioner indicated that vendors will exaggerate the limits of the technology so it is very important to evaluate all of the hardware and software. It was also mentioned that it was important for the police and their analysts to talk with developers to ensure that one is getting a system that meets specific needs. In conclusion, the Commissioner stated that their CCTV program has made the police more effective and had contributed to reducing crime rates.

Real Time Crime Centre

The NYPD established a Real Time Crime Centre to allow them to be pre-emptive, information, and intelligence-led in preventing and responding to crime. Their system is linked to a data warehouse designed to be a one-stop shop for information from traffic, police, probation, and corrections. They use the latest in facial recognition software, but indicated that they cannot use the technology with the Department of Motor Vehicle's database. They provided several demonstrations of their analytical capabilities, the software solutions that they use, and their facial recognition software. Of note, their facial recognition software required a frontal face picture to be effective. They also used analytics on social media sources, such as Facebook and Twitter to assist in their intelligence work.

Counter-Terrorism Unit

An investigator with the Counter-Terrorism Unit of the NYPD met with the delegation to discuss their partnership with the private sector, their software and hardware solutions, and the strategic and tactical advantages that have come from their partnership with IBM software solutions. Their main tool is Domain Awareness from IBM. This tool is an extremely quick search engine that sits on top of the NYPD's databases. It is also linked to their CCTV system, ALPR, and their environmental detection system. Of note, of the 4,000 CCTV cameras throughout NYC, only 200 have analytics associated to them. Domain awareness is based on the notion of establishing a set of parameters for the cameras to trigger an alert, such as someone being stationary in a specific location for a predetermined amount of time, someone or something being in a prohibited area, or searching for a specific person or vehicle. Upon its initial implementation, there were many challenges to overcome. For example, the system had a very difficult time identifying cars by certain colours, identifying suspicious packages, or maintaining the integrity of virtual fences, as shadows, rain, or animals would trigger alerts. With a rigorous review process, the analytics can be improved as both the systems and the operators learn to function more effectively and efficiently. Still, it was reported that the domain awareness resulted in a small proportion of hits and the team reported that the analytics did not provide much benefit for counter-terrorism. In terms of public safety more broadly, it was reported that domain awareness did a very good job of detecting movement in designated frozen sections or alerting operators of someone or something entering a virtually prohibited space.

June 11, 2013

Meeting with Representatives of Alcatel-Lucent in New Jersey

According to their website, Alcatel-Lucent is at the forefront of global communications, providing products and innovations in IP and cloud networking, as well as ultra-broadband fixed and wireless access, to service providers, enterprises and institutions throughout the world. Underpinning Alcatel-Lucent in driving transformation across the industry is Bell Labs, an integral part of Alcatel-Lucent and one of the world's foremost technology research institutes. The delegation met with representatives of this company to discuss their hardware and software solutions associated to CCTV. They provided a number of demonstrations and discussed their products with respect to the emerging use of Wi-Fi for public safety. They demonstrated the use of drone technology to video events and send the videos to multiple screens in real-time for analysis. They also demonstrated using NEC technology for facial recognition. A key technology was called Mutual Link which is a software solution that would allow remote access to video captured in private businesses. In other words, with agreement and under certain circumstances, the police, for example, could gain control of a business' CCTV camera during or immediately after an incident, rather than having to send an officer to collect the data from the business. They also demonstrated a system for video and voice capture on site that included video conferencing capabilities, as well as multitasking documents and pictures to tablets in the field. In other words, those in the field could send and receive data and other information in real-time with their commanders.

June 12, 2013

Meeting with Deputy Commander and Chief of Staff of Puerto Rico Police Department and Puerto Rico Real Time Crime Centre

In response to a large number of highway shootings, the Puerto Rico Police Department installed 60 cameras in a 7 mile area to combat gang violence. The cameras have zoom, pan, and tilt capabilities. The cameras are linked with Domain Awareness and have the capacity to link to facial recognition software and other database, but these integrations were not in place yet, mainly due to financial issues. The operators, investigators, and analysts reported that there were many technological challenges associated with getting the system to work as required. They reported officially spending $3.4 million dollars (US) for the system and that the system produced negligible results.

The representatives stated that it is very important to have the necessary IT infrastructure in place in order to effectively use the camera system. They recommended having more than one purpose of for using the system to make it cost effective. They indicated that the cameras just displaced the shootings, but did not contribute to arrests. They also used the cameras passively, in that the video was used to assist in an investigation after the fact. Due to resource limitations, the cameras were not monitored 24/7. At the time of the delegation's visits, the cameras had not been integrated into any police or public safety databases. While the software and hardware had the capacity to do lots of things, they were not using most of these features, such as time syncing to determine the rate of speed for cars, programing alerts for the cameras to notify an operator, or having the cameras or system integrated with businesses. They did provide a demonstration of their system and how they were currently using the cameras to monitor traffic and as an investigative tool after an incident.

June 13, 2013

Delegation Meetings to Debrief and Discuss the Presentations

Reflections

The trip was extremely valuable as the delegation got to speak with a wide range of users and vendors about CCTV technology generally and specific applications of the technology. The delegation also got to see a number of different contexts and ways in which the technology was being used to address public safety challenges or issues. The meetings also provided the delegation with an opportunity to evaluate the claims made by vendors by speaking with several different types of clients who were using the technology to address different public safety issues. In other words, there was great value in seeing the technology being applied, rather than speaking about the potential of the systems. It was also very beneficial to see how others with similar concerns were using the technology, the evolution of their implementation strategies, how they were using the technology, their business rules and data sharing protocols, their successes, and their challenges. Overall, the delegation believed that the trip provided an excellent applied understanding of the benefits and limitations of CCTV and helped provide a detailed understanding of several ways that the City of Surrey could move forward in their consideration of the use and expansion of CCTV.

ONLINE CRIME MAPPING AND OPEN DATA

Background Information:

The Surrey RCMP has been providing crime statistics on a quarterly basis to the public on the Detachment website (www.surrey.rcmp.ca) since 2006. The quarterly crime stat reports provide offence counts for select crime types presented in a table format. Crime figures are provided for each police district as well as Surrey overall, but not at the neighbourhood or block/street level. This information has generally been well received by the community and represents some of the most requested information (and most viewed web content).

For a number of years (from 2007 until 2011), the Detachment also posted monthly crime maps on its website. These static maps evolved into PDF documents that included a base map layer and additional layers for each of the three crime type occurrences presented (residential break and enter, commercial break and enter, and vehicle theft). Visitors could download crime maps from the past three months or request crime maps from previous months dating back to 2006.

The Detachment also at one time presented static graphical maps on the Detachment's website of the top (15) collision locations across the City. The annual traffic safety maps were provided as part of an effort to increase awareness of high collision areas and the importance of safe, defensive driving practices. The mapping application used at that time was Google Maps.

The Police Services Division of the Ministry of Justice also provides information on the type and incidence of reported crime in British Columbia. As part of this effort, they publish jurisdictional crime trends on an annual basis. This report breaks down the incidence of select crime types or categories over the last 10 years across municipal policing jurisdictions (including Surrey). This dataset is the same one used to report to the City in terms of performance indicators (e.g., Sustainability Dashboard, Crime Reduction Strategy and Financial Plan).

Crime Mapping:

Online crime maps would provide the general public with an increased level of awareness of the incidence/prevalence of select crime and public safety issues (and where they occur) within/across the City of Surrey. Crime maps would help balance/bridge perceptions of crime with insight into actual crime, and provide a starting point for a more evidence-based understanding of neighbourhood conditions and relative risks with respect to victimization. As such, it could provide an informed basis for action (be it prevention, intervention, enforcement, etc).

The online crime mapping application could provide information to the general public on select crime types, particularly those that provide the greatest utility in terms of informing crime prevention and community policing efforts at the local level. While the scope of crime types could evolve over time, the initial offering might include a select series of signal and/or high volume crimes (see Appendix for crime type options). Such an approach would provide users with an overview (or indication) of the city's crime picture, as opposed to a detailed and complete/comprehensive account of it.

An interactive online mapping of crime and public safety data would assist police and other community stakeholders in identifying opportunities for focused crime (and harm) reduction.

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Community members and other local stakeholders (e.g., residents, Block Watch participants, community associations, business owners/operators, business improvement associations, etc) will be able to use the information to make informed decisions about relative risks and actionable security measures to ultimately protect themselves, their property and enhance community safety.

The crime mapping application could be designed in such a way as to not only increase public awareness of crime occurrences and local crime trends, but also the importance of reporting crime and employing crime prevention techniques. The tool will help promote crime reporting and assist with increasing public involvement in reducing crime by directing resources and efforts to areas where the most impact will be made to prevent and deter crime.

No sensitive information would be included in the crime maps or available through open data; crime data would be aggregated where necessary or presented in such a way as to ensure specific locations or circumstance are not identifiable (e.g., street addresses could be rounded to the 100 block or longitude/latitude coordinates could be offset slightly using a randomizing algorithm).

Exploratory work has been done with the City's GIS team to develop a model/prototype for how crime data could be presented online in an interactive GIS/map format. It is expected that an online crime mapping application could be designed and operational in fairly short order (i.e., within a month or two).

Open Data:

Surrey's Open Data Program is one component of the City's ongoing efforts to be an open, transparent and accessible government. Open Data is the idea that certain data should be freely available to everyone to use and republish as they wish, without restrictions. In this way, Open Data can enable socio-economic developments (health care, education, economic productivity, and scientific research), which are accelerated by better access to data.
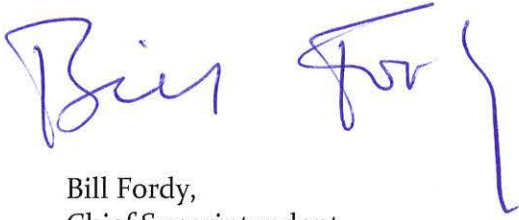
According to a study by Socrata, crime data tops the list of the most commonly requested and popular datasets among civic and governmental agencies. Currently the only crime data included in the City's catalogue are annual crime rates (for Surrey overall) that comprise performance indicators for the City's Sustainability Charter and posted to the online Sustainability Dashboard. However, additional datasets could be considered, especially those that may be already available elsewhere in different formats (e.g., Surrey Crime Maps; BC Justice System Open Data Initiative).

Open data provisions with respect to crime would provide academics (and other researchers) access to data that could help inform public policy and social programs and the design of practical solutions for the City's specific challenges (e.g., crime reduction, nuisance behaviour abatement, road safety, criminal justice, etc). However, crime data in the Open Data catalogue could also empower the general public and private sector in terms of preventative and problem-solving efforts, as well as data-driven storytelling.

Conclusion:

Online Crime Mapping and Open Data would support broad based community engagement and involvement in crime prevention activities, community programs and initiatives, and crime reduction strategies that enhance community safety and liveability. These tools are consistent with the City's direction articulated in the Crime Reduction Strategy, input provided to the

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provincial government in the development of the BC Policing Plan, and the Surrey RCMP 2013-2017 Strategic Framework.

Bill Fordy,
Chief Superintendant
OIC Surrey RCMP

Attachments:

Appendix A: Crime Maps and Open Data – A Jurisdictional Comparison
Appendix B: Crime Type Mapping Options

Appendix A: Crime Maps and Open Data – A Jurisdictional Comparison

Below is a summary of local municipalities that currently provide crime maps in one format or another, the crime types included, and whether or not the data can be downloaded.

Municipality	Map Type	Crime Types included	Download
Richmond	Interactive - custom	Residential B&E, Commercial B&E, Theft of Auto	No
Surrey	None		No
Burnaby	None		No
Vancouver	Static Weekly PDF	Residential B&E, Commercial B&E, Theft of Auto, Theft from Auto	Yes
West Vancouver	Interactive - RaidsOnline	Homicide, Attempted Homicide, Robbery – Commercial, Robbery – Individual, Aggravated Assault, Assault – Other, Burglary – Commercial, Burglary – Residential, Theft, Theft – Other, Motor Vehicle Theft, Burglary from Motor Vehicle, DUI, Traffic Incident, Vandalism	No
Abbotsford	Interactive - CrimeReports.com	Property Crime, Theft from Vehicle, Breaking & Entering, Robbery, Theft of Vehicle, Kidnapping, Theft, Vehicle Recovery, Arson	No
Victoria	Interactive - CrimeReports.com	Robbery, Assault, Break & Enter, Theft, Theft of Vehicle, Theft from Vehicle, Other, Weapons Offenses, Incidents against Quality of Life (Disorder, Drugs, Liquor, Traffic), Proactive Policing (Community Policing, Pedestrian Stop, Vehicle Stop)	coming
Nanaimo	Interactive - custom	Break & Enter, Mischief, Other, Shoplifting, Theft, Theft from Motor Vehicle, Theft of Motor Vehicle	Yes
Comox	Interactive – comoxvalleycrimestoppers	Residential B&E, Commercial B&E, Other B&E, Theft from Auto	Yes
Delta	Static Monthly PDF	Robbery, Residential B&E, Commercial B&E, Theft of Auto, Theft from Auto	No
New Westminster	Interactive - CrimeReports.com	Property Crime, Breaking & Entering, Theft of Vehicle, Theft from Vehicle, Theft, Vehicle Recovery	No

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Appendix B: Crime Type Mapping Options

While the scope of crime types could evolve over time, the initial offering could include signal and/or high volume crimes, as well as crimes that might assist with prevention efforts by residents and businesses.

Minimalist Approach: High Volume (Signal) Crime Types only	Practical Approach: Crime Types with Preventative/Proactive Value	Progressive Approach: Comprehensive Crime Types offering
• Business Break & Enter • Residential Break & Enter • Auto Theft • Theft from Auto	• Robbery • Business Break & Enter • Residential Break & Enter • Auto Theft • Theft from Auto • Theft (Over/Under) • Shoplifting • Fraud • Graffiti/Mischief • Traffic Collisions	• Robbery • Business Break & Enter • Residential Break & Enter • Auto Theft • Theft from Auto • Theft (Over/Under) • Shoplifting • Fraud • Graffiti/Mischief • Traffic Collisions • Homicide / Attempted Homicide • Kidnapping/Abduction • Assaults • Weapons offences/violations • Arson • Cause a Disturbance • False alarms • Stolen Vehicle recoveries • Stolen Property (possession) • Prostitution • CDSA offences • DUI offences (alcohol/drugs)

Additional Public Safety data sets/layers/detail:

Police data – police districts and atoms; active Block Watches, CFS data (e.g., abandoned 911, suspicious person, disturbance, suspicious circumstance, suspicious vehicle, mischief, unwanted person, missing person, fight, threats, alarm, etc)
Bylaw data – Unsightly Properties/Premises, Illegal Dumping, Graffiti, Noise Complaints/Infractions, Litter Infractions, Other Bylaw infractions, Nuisance Bylaw infractions, licensed treatment and recovery facilities
Fire data – Fires (non-criminal), EFSI inspections, confirmed previous/dismantled grow op or clan lab locations (a la RCMP National MGO site)
City COSMOS/infrastructure data – schools and catchment areas, CCTV camera locations, public transit hubs, parks, etc

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"A Summary of Root Cause Projects with Key Dates"

Overview:
Introduction & Background

The City of Surrey recognizes that the relationship between crime and broader social issues is complex and interconnected. As a result, in June 2006 Surrey City Council implemented a Crime Reduction Strategy that mandated City staff to work collaboratively with a variety of stakeholders to reduce crime in Surrey. The Surrey Crime Reduction Strategy has successfully engaged a broad range of stakeholders in initiatives designed to address the root causes of crime.

This summary report serves to provide a review of major initiatives the City has undertaken and supported to address the following root causes: Housing and Homelessness; Mental Health and Addictions; Poverty; Supports for Vulnerable Populations; and Gang Prevention.

A Summary of Root Cause Projects with Key Dates

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HOUSING AND HOMELESSNESS / ADDICTIONS AND MENTAL HEALTH

2006 - Funding provided for six outreach workers through BC Housing's Homeless Outreach Program.

2006 - Surrey's Extreme Weather Program initiated.

2007 – Surrey Homelessness and Housing Society established to raise, manage and distribute funds to support programs, projects and initiatives for people who are homeless or at-risk of homelessness in Surrey. $9.5 million from the City's Affordable Housing Reserves Fund was used to establish the Fund. To date, the Society has awarded over $2 million in grants.

2007 - The Phoenix Centre opened, providing 28 short-term addiction recovery beds and 36 transitional housing units.

2008 - The City and BC Housing entered into a Memorandum of Understanding to fund three projects (YWCA, Timber Grove and Quibble Creek), adding 156 units of supportive housing.

2009 - Gateway Shelter received funding as a year-round, 24-hour shelter.

2009-10 - Homeless Intervention Project supported 356 homeless people to move to more permanent housing.

2011 - Maxxine Wright Centre, a new integrated centre with 12 emergency shelter beds for women opens; 24 transitional housing units for single women and mothers and their children; a 59 space child care centre; community kitchen; and health care clinic.

2009, 2012 - Bolivar Court opens in 2009, including 19 supportive units for people with concurrent disorders funded by Fraser Health. Peterson Place opens in 2012 with 39 units of independent living units for homeless or at risk of homelessness in a renovated former Howard Johnson motel.

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2012 - Alder Gardens opens, a new 36-unit supportive housing development for single mothers and their children who were at-risk of homelessness.

2012 - Timber Grove opens, a new supportive housing development with 52 studio apartments for individuals who are homeless or at-risk of becoming homeless.

2012 - Quibble Creek Health and Phoenix Transition Housing Centre opens – a new addictions and health clinic, 25-mat social detox centre, and 52 supported transitional housing units, and 15 short-term recovery beds.

2012 – Fraser Health Authority's ACT (Assertive Community Treatment Team) program is initiated. ACT supports adults with significant mental illness who are not connected with or responded well to traditional mental health services. Many also have addictions issues. The Surrey ACT Team supports 80 to 100 clients.

2013 – Master Plan for Housing the Homeless adopted by Council. The Plan identifies the needs for long-term housing and support service for people who are homeless, or at-risk of becoming homeless. The Plan focuses on the provision of an additional 450 units of transitional and supported housing.

2014 – Phoenix Society's new Rising Sun Project under development. The project will include 24 units of supportive housing, 23 units of transitional housing, and 23 units of shared equity home ownership units for low and moderate income households. The project will also include a social innovation centre. The project is scheduled to open in 2015.

MENTAL HEALTH other

Car 67

Car 67 is a partnership between the Surrey RCMP and the Fraser Health Authority (Mental Health and Addiction Services). A uniform RCMP member and a clinical nurse specializing in mental health work together and respond to calls received involving emotional and mental health issues. The Car 67 team will drive in an unmarked police vehicle to enhance privacy of the individuals and families that

they serve. It provides on-site emotional and mental health assessments, crisis intervention and referrals to appropriate services. Referrals can be to local mental health centres, addictions services, and counselling services to name a few. Car 67 facilitates admission to hospital in cases where this is needed and will take over for regular general duty police officers of the responsibility of dealing with mental health issues involved in particular calls where their specialized knowledge is required.

Police Mental Health Liaison (PMHL):

2011 - present

Since the creation of the Police Mental Health Liaison (PMHL) in 2011, the assigned full-time police officer has case managed over 100 clients who have mental illness and were high risk in the community or repeatedly utilizing high level resources for crisis response.

- Statistics were completed on 8 of those case managed clients and it was determined that those 8 clients alone were responsible for 1,500 calls to the police over four years.

- With a cost to taxpayers over that time is estimated to be $600,000.

- As a result of the PMHL/health care intervention those clients are in housing, treatment and have little to no police contact.

The PMHL receives an average of 40 referrals per month from community and police officers for assistance with clients and education. The growing demand for services in this area has far exceeded the capacity of the single person role. There is a wait list of 35 high risk and high resource clients who require interventions but have not been managed due to the volume.

Substance Use Awareness Team:

2011 - present

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The Substance Use Awareness Team (SUAT) unites 13 community partners in the City of Surrey with the collective goal to create awareness around the issues of substance use, gambling and process addictions.

The Team helps educate the community how to recognizing possible signs in family and friends who may require supports and provides education that promotes safe use of legal substances, gambling and internet games.

Each year, the team organizes <u>Surrey's Substance Use Awareness Week</u>, where we encourage the community to get involved, attend education session or our mall booth, utilize the education fact sheets or use the "Host your own toolkit" to create Substance Use Awareness events.

2014 – May 24 – 31, 2014 – a variety of events and campaigns – Corporate report April 2014

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POVERTY REDUCTION

2012 – A community forum was held to consult with stakeholders on strategies and actions for addressing poverty in Surrey. The results of the forum provided the foundation for the development of the Surrey Poverty Reduction Plan.

2012 - The *Surrey Poverty Reduction Plan: THIS is how we end poverty in Surrey* was adopted by Council in 2012. The Plan offers recommendations for policy change, programming and actions in the four key policy areas: Transportation, Housing, Income and Supports (THIS). The Plan includes 19 priorities and 75 recommendations and is primarily focused on specific actions that the community can take to tackle poverty in Surrey.

2012 - The Surrey Poverty Reduction Coalition (SPRC) was established to mobilize the community and oversee implementation of the Surrey Poverty Reduction Plan. Membership of the Coalition consists of representatives from government, business, health services, community service agencies, and population groups impacted by poverty. The SPRC promotes and disseminates the Poverty Reduction Plan, mobilizes and inspires the community to take action, and monitors and evaluates implementation of the Plan.

2013 - Let's Make THIS Happen community forum updated participants on the implementation of the Surrey Poverty Reduction Plan and were offered the opportunity to learn about and develop creative approaches to poverty reduction in Surrey.

Completed poverty reduction projects / projects in progress

The Social Policy Advisory Committee and Surrey Poverty Reduction Coalition are currently working on a variety of projects to reduce poverty and improve the social sustainability of Surrey.

- **2013/2014** – Low Cost and Free
  - o Low Cost and Free is a series of brochures and an associated web-based interactive map that connects Surrey residents with low cost and free

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services in their neighbourhood. The brochures and map are available online and at library kiosks.

- **2013/2014** – Poverty Maps
  - A series of maps are being produced by the Social Planning and Research Council of BC (SPARC BC) depict poverty statistics by census tracts in Surrey.

- **2013/2014** – Somali Women's Economic Self-Sufficiency Project
  - The City of Surrey, Surrey School District, Surrey Women's Centre, and Vancity have partnered on a pilot "Somali Women's Economic Self Sufficiency Project" to assist a group of refugee women in building the skills and confidence necessary to secure paid employment. (either individually, or through a social enterprise or co-operative business). In December, the project was awarded a $15,000 grant by Vancity for a 6-month project.

- **2013-2014** - Loan petition / public education regarding refugees
  - The Government-Assisted Refugee (GAR) transportation loan program requires GARs to repay the costs of bringing them to Canada and has proven to be a hardship for many who live in poverty for years after immigrating. Under the leadership of the Social Policy Advisory Committee, a petition is being circulated calling on the Government of Canada to cancel all outstanding GAR transportation loan debt and cease seeking repayment for all new GARs coming to Canada.

- **2013/2014** - Alliance of Service Clubs
  - The Social Policy Advisory Committee (SPAC) recognizes the valuable volunteer and fundraising contributions that Surrey's service clubs make to the community. The SPAC is working with the service clubs to determine ways to coordinate efforts and maximize impact.

- **2014** - Housing First Landlord Project
  - The Housing First Landlord Project will facilitate the connection between private landlords and the health and service agencies that support people who are chronically or episodically homeless. The project will provide support and education to landlords on housing the homeless in

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Surrey. Another intended outcome for this project is to work with landlords to identify tenants who require resources and connect them to support services.

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Welcoming Communities Program

2013 - (WCP) – Successful settlement and integration of new immigrants and refugees project.

Surrey's Welcoming Communities Action Plan ("WCAP"). The WCAP was developed by the Surrey Welcoming Communities Committee ("SWCC") and was formally approved by the Province of BC on March 1, 2013.

The WCAP outlines a series of projects that will be undertaken over the next year to build Surrey's capacity to be a more welcoming community for new immigrants and refugees. It includes activities that will engage youth, the business and education sectors, service providers, and the community-at-large.

Surrey Local Immigration Partnership (April 1, 2014 – March 31, 2016)

The City of Surrey (Planning Department) will be the lead agency for the Local Immigration Partnership (LIPs). The City's application to Citizenship & Immigration Canada for two years of funding was successful; the actual contract amount will be negotiated in January (application request was for approx. $600,000).

The LIPs project will convene 25+ stakeholders to develop a 5-year Immigration Integration Strategic Plan. As part of the Strategic Plan, a Refugee Integration Strategy will be developed.

Of note is that LIPs funding will support facilitation, research and planning, but not actual project activities.

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EARLY LEARNING OPPORTUNITIES

The City has continued to support the Children First Coalition with Parks, Recreation and Culture representatives co-chairing with Library Services. It has provided a comprehensive range of integrated early learning and settlement services for refugees in the community.

First Steps Early Child Development Settlement Project
2008
Launched in 2008, the First Steps Early Child Development Settlement Project was a three-year initiative led by the Surrey/ White Rock Office of Early Childhood Development.

2009
Surrey's OECDLC produced A Demographic Profile of Children and Families – Surrey/White Rock in 2009. The Profile provided a comprehensive overview of the Early Development Instrument (EDI) data for Surrey children as well as data that predicted vulnerability, such as transiency rates, socio economic data, education and employment of adults with young children. Results of this work concluded that almost 29 per cent of Surrey children are considered vulnerable and not ready for school.

2009 - 2010
The OECDLC was involved in supporting local neighbourhood based planning processes in Whalley, Newton and Guildford as a pilot program from July 2009 to September 2010.

With the assistance of the Community School Partnership coordinators, the program focused on facilitating neighbourhood-based, cross-sectored teams to identify themes and issues based on the EDI results.

2011 The Office of Early Childhood Development, Learning & Care, Surrey – White Rock was renamed in 2011 to the Children's Partnership.

The Partnership represents a multi sectoral collaboration between the City of Surrey, Surrey School District, MCFD-Surrey, Fraser Health and United Way who are committed to working together to improve the health, well-

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being, development and learning potential of young children 0 – 12 and their families.

This team supports the Children First Coalition and the Middle Childhood Matters Steering Committee and aims to also meet the settlement and early adaptation needs of young refugee children, aged from birth to five years of age, through a family centred approach. This project focuses on both new refugee arrivals and those with young children whose families have arrived as refugees within the last five years.

Middle Childhood Matters Steering Committee
2011
The Middle Childhood Matters Steering Committee represents over 30 community and public agencies that are committed to coordinating, planning and improving services for children aged six to 12 and their families.

- o In 2011, the Committee began working on a number of projects including the development of a resource inventory for distribution to parents and service providers.
- o In 2011, work commenced on the development of a child development tool kit for distribution to parents and service providers and support for families.

Critical Hours Programming
2012
The City offers many services to children in the middle years and help to engage children during the critical hours, a time when children are very vulnerable to negative exposures and lack of appropriate activities and supervision.

- It is generally recognized that a period of time knows as "critical hours" exists for children and youth if left unsupervised or with minimal positive opportunities for engagement.
- Utilizing a best practice model developed in Calgary, questions were asked of the Surrey RCMP crime analysts, to get an understanding of what the critical hours are in Surrey for children and youth (aged 12-17). Data

collected by the analysts for the year 2010, has served as a baseline for the development of the MYzone and Critical Hours project work.

Mobile Youth Outreach (MOYO) program
2009- 2010
The Mobile Youth Outreach (MoYO) Program is a youth engagement program uniting multiple community partners to engage youth in their environment, while also offering resources and opportunities that foster meaningful community connections. The purpose of MoYO is to connect with and empower youth while providing resources and building relationships.

2011
Every year MoYO works to adapt and modify its direction based on the needs of the community. In 2011, MoYO's statement of purpose was updated with a minor change from being an "outreach program" to being a "youth engagement program."

Child and Youth Friendly City Strategy
2010
The City of Surrey's Child and Youth Friendly City Strategy was adopted in November 2010. The Strategy identifies how the City can promote the healthy development of young people from early childhood through middle childhood and adolescence.

Learning for Life Strategy
2008
In October 2008, Surrey City Council endorsed the Learning for Life Strategy, a report on literacy undertaken by the Mayor's Taskforce on Literacy and Early Childhood Development.

The Strategy was developed to assist educators, planners, social agencies and citizens to address the importance of lifelong learning. It also contains a set of core recommendations that will be implemented to boost literacy in Surrey.

Community and Essential Skills Plan
2009

Spring 2009 marked the launch of A Community and Essential Skills Plan for Surrey and White Rock. A community based implementation team was formed, and Literacy Now awarded funds for both the 2009/2010 and 2010/2011 program years. These funds have allowed the team to employ a literacy outreach coordinator, to provide funds for local literacy projects and to initiate a series of literacy roundtable meetings. Additional funds from Advanced Education provided a regional literacy coordinator based at Kwantlen Polytechnic University.

GANG PREVENTION AND REDUCTION

Wrap Program (prevention and intervention)
2009
- The project was launched in January 2009 by the Surrey School District and ran in partnership with the City, Surrey RCMP, the Integrated Gang Task Force and several community service organisations
- Serves as an intervention for gang vulnerable and gang-associated youth.
- Youth are referred by multiple organizations to the Wrap Team, who assess and prepare individual case management plans for each program participant.
- The Wrap Team uses the Wrap around model, working to ensure all elements of the plan, including support from the student's family, school and community, are implemented and maintained.

2011
- Results from an independent evaluation demonstrated that youth involved in the program reduced police contacts by an average of 67 per cent.

The Wrap Team has worked to develop partners for creating resiliency, stability, employment, recreational and pro-social opportunities for at-risk youth.
- These partnership programs have included the City's Leisure Access Program and the Surrey YMCA Youth Leadership Program, both of which provided at-risk youth and families the opportunity to access recreational programming. The Wrap Program develops community education programs for at-risk communities, addressing the needs of parents and their children through recreation based relationships.

Additionally, the Wrap Team is continuing its partnership with the Acting Together Community University Research Alliance AT-CURA on research and development, along with the City as two of the projects key partners. Both qualitative and quantitative analyses are an on-going part of ensuring

the best interventions and services are being provided to the youth and their families.

AT-CURA – Gang Reduction
2009- 2013

Established in 2009, the Acting Together Community- University Research Alliance (AT-CURA) was developed by Kwantlen Polytechnic University in response to community demand for a positive solution to youth gang activity and violence. The City of Surrey is one of 12 community partners and four academic partners in the project, which aims to:

- Establish a collaborative research network, involving community agencies, academic institutions, families and youth to understand causes of entry into and exits from gang-related youth violence.
- Develop and support community capacity for effective interventions that will inhibit gang-related youth violence through training and education.
- Create a context for knowledge dissemination through continual dialogue among youth, community members, researchers and policy-makers through forums, conferences, publications and media events.

The AT-CURA project is a five-year program (2009-2014), federally funded by a $1 million grant from the Social Sciences and Humanities Research Council of Canada. The City of Surrey participates in the program by providing a social planning perspective and by integrating its Crime Reduction Strategy, specifically in the areas pertaining to positive youth development, mentoring and crime prevention.
2014
In July 2014 a stakeholder forum will bring together the community with the research.

Crime Reduction Strategy Educational Materials
2013
Parenting Awareness and Prevention Handbill produced in several languages

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